

**Council for Non -Governmental Organizations
in Malawi**

[CONGOMA]

CONSULTATIVE APPRAISAL

FINAL REPORT

Gil Enterprise Consultants

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LIST OF ABBREVIATIONS

CBOs	Community Based Organizations
CONGOMA	Council for Non-Governmental Organization in Malawi
GoM	Government of Malawi
INGO	International Non-Governmental Organization
NGO	Non-Governmental Organization
PAC	Public Affairs Committee
SADC	Southern Africa Development Committee
TOR	Terms of Reference

1.0 Executive Summary

CONGOMA is a membership Umbrella Organization for NGOs in Malawi with over 200 members comprising both indigenous and international NGOs. Its mission is to promote socio-economic development by facilitating collaboration among NGOs and strengthening their capacities in service delivery.

The purpose of the Consultative Appraisal was to gather ideas and issues from the NGO community and other stakeholders with respect to their expectations from, and perceptions of CONGOMA. The ideas and issues documented in this report will provide a basis for CONGOMA's Strategic Planning Process.

The consultations have shown that in general NGOs perceive CONGOMA as an Umbrella Organization that has weak collaborative linkages with its members, is struggling in its service delivery, and one that requires strengthening. NGOs expect CONGOMA to provide the leadership and to be effective in its role as a coordinating, collaborating, networking, facilitating, and information dissemination agency. They also expect it to play a leading role in advocacy by standing firmly for the interests of its members and the civil society as a whole. The NGOs pledged their willingness and readiness to support CONGOMA if it can re-establish itself as a credible umbrella organization.

Overall the consultations have shown that CONGOMA is currently constrained in its service delivery because of a combination of the following factors:- a) capacity problems: mainly narrow financial base and lack of professional staff, b) weak governance structures to provide the necessary direction/guidance/backstopping services to CONGOMA, c) limited or non-NGO support for CONGOMA operations versus high expectations from it, d) limited delegation of some of CONGOMA activities to lead NGOs for coordination in the light of resource constraints being experienced and e) limited interaction / collaboration between CONGOMA and the NGOs in general.

The Consultative Appraisal has also revealed wide divisions/adverse relations within the NGO sector, and between the NGOs and CONGOMA. There is growing mistrust at different levels between the NGOs, NGOs-CONGOMA, international and indigenous NGOs, and NGOs-Government. These divisions/mistrust seem to be a manifestation of inherent misunderstandings, and insufficient consultations and collaboration between the various stakeholders. These need serious consideration by all stakeholders.

The study has also shown that most NGOs view CONGOMA as an independent entity or an NGO in its own right, and not as an umbrella organization and secretariat established by the NGOs to coordinate their activities. CONGOMA thus suffers from an identity and ownership problem. The criticisms leveled against CONGOMA are a reflection of this line of thought: ideally the NGOs need

to shoulder/share the blame for CONGOMA's declining performance partly because they have not been proactive and supportive enough to make CONGOMA accountable to them.

The above issues reflect underlying institutional weaknesses in the NGO sector. The appropriate approach in the immediate term would be a comprehensive organizational/institutional development review. This would enable CONGOMA, the NGOs, and other stakeholders to identify a shared vision, responsibilities, and commitments for achieving a common goal.

Other issues that need to be addressed to support NGO/CONGOMA efforts include:-

- A clear government policy on NGOs, including provision of an enabling environment for NGO operations.
- Strengthening coordination, networking, and collaboration between and among the various stakeholders.
- Improving the selection process for people into governance bodies to make them more effective in guiding CONGOMA.
- Supporting and broadening CONGOMA's financial resource base, and
- Addressing human and other operational resource constraints in CONGOMA.

2.0 Background/Introduction

CONGOMA is a membership Umbrella Organization for NGOs in Malawi with over 200 members comprising both indigenous and international NGOs. CONGOMA's current mission is to promote socio-economic development in Malawi by facilitating collaboration among NGOs and strengthening their capacities in service delivery. Its specific objectives are:-

- To promote an enabling environment for NGO activities.
- To foster and enhance collaboration and co-operation among members and between members and other agencies.
- To provide information and undertake and encourage networking activities.
- To enhance institutional capacity development of its member organizations.

For the past 3 years CONGOMA has been using the 1998-2001 Strategic Plan as a basis for its activities that focussed on three areas:- Research; Information and Networking; and Capacity Building and Advocacy. However there have been limited achievements mainly due to funding, and high staff turnover for professional staff.

During the year 2000 the NGO sector witnessed a major development with the passing of the NGO Law and the Decentralization Policy, which will have implications on the spatial development of Malawi. In view of the above CONGOMA would like to establish its position and relevance in order to respond positively to the challenges posed by the recent developments.

The purpose of the Consultative Appraisal was therefore to gather ideas and issues from the NGO community and other stakeholders with respect to their expectations from CONGOMA. These issues/ideas are expected to form the basis for CONGOMA's Strategic Planning Process during which member NGOs shall agree on priority activities crucial to NGO work and influence.

3.0 Methodology for the Consultative Appraisal

The consultants held discussions with a number of stakeholders including: key staff in NGOs, CONGOMA Secretariat, Donors, Government officials, and traditional, political and civic leaders. Consultations were conducted at the premises of stakeholders through appointments. Because of the time limitation only a few of the 200+ NGOs were visited (appendix 2). A checklist was developed and utilized for collecting information based on the TORs. All the

information was then systematically analyzed and used in the production of this report.

4.0 FINDINGS

4.1 TOR 1: NGOs Understanding of the NGO and CONGOMA Operational Environment

4.1.1 Government Policies

The Malawi government recognizes the role of NGOs and has so far provided a favourable environment for NGOs' participation in various spheres of development since the Mozambican refugee crisis. And to ensure that NGOs are operating within defined standards Government developed a code of conduct for NGOs to follow.

Malawi has put in place legislation that have specific provisions to facilitate NGOs operations, for instance laws related to tax exemptions, immigration, temporary work permits and employment also cover NGOs. Above all Government has recently enacted an NGO law, which is the supreme law that will be regulating the operations of NGOs in Malawi.

Interfacing Government policies are donor frameworks (Strategy Papers or Standing Principles) providing principles and guidelines for the provision of multidisciplinary services to the civil society. The main Government-backed instruments have been bilateral aid agreements, and ad-hoc cabinet papers, which provide for the recognition of NGOs. The cabinet papers have also stipulated the criteria for the registration of NGOs.

Government and donors strongly emphasized the involvement of the civil society in both policy formulation and implementation, but this is inadequately done in reality. The just enacted law needs to be supported by a coherent policy framework to facilitate the work of NGOs and other relevant stakeholders. The Government needs to be encouraged/ supported to prepare such a policy soon. They observed that the law cannot be functional without a policy framework through which it can be enforced. Donors who supported the process of drafting the law would also support the drafting of the policy framework.

NGOs also observed that a part from the recently accented NGO Act, there is no explicit government policy on NGOs to guide/direct their operations. NGOs, especially those in the development area only zero-in on development policies or framework expounded by line ministries such as agriculture, gender, health, education, environment, and others. Some of the policies being incorporated in NGOs programmes include: Gender Policy, The Poverty Alleviation Policy, The Youth Policy that established the National Youth Council, The Environmental Policy, and many more depending on NGOs' operational sectors.

Although several instruments for facilitating NGOs operations seem to be available, the absence of an elaborate NGO policy hampers development of effective and equitable strategies in the NGOs' service delivery system. Lack of NGO policy also creates constraints and bottlenecks for Government to monitor their operations and provide direction to NGOs more professionally.

Consulting the NGOs: The NGOs felt that Government needs to come up with a policy and accept NGOs as real partners. Consequently the NGOs feel that it is essential that a part from budgetary consultative meetings, government should also involve them in the assessment of all international treaties, protocols, agreements, etc. in order for them to validate the implications of the agreements on their constituents. In effect NGOs said government should consult them on all major national issues, which is currently not the case.

NGOs Perception of Government Policy towards NGOs: NGOs' view is that initially government regarded them as complimenting its development efforts but it seems this picture is gradually being eroded. There seems to be suspicion on part of government on the role of NGOs, sometimes viewed as competing with its institutions or having political ambitions, especially those NGOs in the human rights sector. NGOs feel that government should concentrate on its core regulatory roles and creation of an enabling environment without interfering with NGO operations, which could also affect the delivery of services to their constituents. To this effect NGOs called for the establishment of a forum through which dialogue between NGOs and government should be facilitated. There were suggestions that a civil society committee to be elected by the NGOs should be established as a link between the government and the civil society as a whole. All responsibilities to discuss issues of national importance/concern with government should be vested in this committee, which will be in regular consultation with the civil society.

4.1.2 The Political Environment

Government considers the political environment as conducive to support NGO operations and promote NGO/CONGOMA contributions to relevant political debates. Examples include the appointment of NGO Advisor to the President, the politically –acknowledged roles of PAC, the role of the church and other religious entities in national political issues, and the involvement of NGOs and CONGOMA in international fora where Malawi, as a country, is invited. Before the just enacted NGO Law, the Government of Malawi had no specific laws and regulations that impede or threaten NGO operations. However, the favorable environment needs to be nurtured by putting in place mechanisms that would sustain it without creating room for abuse.

Most NGOs described the political environment under which the NGOs are operating as "hostile" amid peace, stability, and freedom of association in the

country. NGOs also appreciated that there have been examples where the political environment has been inclusive e.g.

The recent SADC-NGO initiative was mentioned by NGOs as an example of NGO inclusion in the political process save the selection process for members serving on the committee. Most NGOs felt disappointed that members serving on the committee had not been selected by the NGOs but were political appointees. NGOs need to participate fully in the affairs that concern them.

NGOs also participate in the political/economic debate as in the discussions relating to the Poverty Reduction Strategy Paper (PRSP). Again most NGOs felt that the inclusion of NGOs was selective and biased in that the NGO sector was not fully consulted to allow it elect its representatives.

The Human Rights NGOs indicated that they participate in the political process on issues such as voter education, election monitoring and civic education and on various articles of the UN Human Rights Declaration especially those related to Civil and Political rights.

Most NGOs indicated that the current political environment was not conducive enough to allow CONGOMA and NGOs to participate actively. The NGOs observed that while the Constitution allows and protects the freedom of expression or association, recent statements from politicians and government officials on the work of NGOs are sending signals of intolerance to NGOs political participation, while some NGOs indicated that the current wording of the NGO law was basically aimed at limiting the operations of NGOs in the Human Rights sector, which normally comment on political issues. Fortunately the threats from politicians have not yet translated into action or become government policy, but only pose as threat for constraining NGOs.

The NGOs further observed that of late government perceives some NGOs, particularly those in the human rights sector, as political institutions with human rights seen as a political issue and not a right. NGOs feel that there is mistrust and suspicion on part of the government and politicians that some NGOs are in support of the opposition parties. Discerning views are rarely accommodated and professional views have sometimes been misinterpreted. NGOs stand is that one of their major roles is to check what government is doing (including adherence to the constitution) and voice concern where things are not going on well.

Most importantly NGOs realize that democracy is still in its infancy in Malawi and needs to be nurtured by all segments of society. There is still a lot of misconception about democracy by different socio-economic groups. NGOs feel that politicians in particular need to fully understand the pillars of democracy, their role in politics, and that of NGOs/civil society in the young democracy as

most politicians find it difficult to breakaway from their cocoons and open-up to accommodate discerning views.

Most of the NGOs recalled that there was a more productive and honest inclusion in the political debates in the run up to and during the transition from one party to multi-party system of government. They said the current inclusion is not sufficient and in most instances NGOs are only invited to meetings where the issues have already been decided upon and that comments from NGOs at those meetings are rarely taken into account in the final documents. Some NGOs felt that they are only invited to meetings to fulfill donor conditionalities on government rather than represent a gesture of political inclusion in the real sense. The NGOs felt that government uses a biased and selective approach in deciding which NGOs should participate in which political debates. Those NGOs that are seen to be pro-opposition or critical of government are deliberately left out of these debates.

CONGOMA's view is that the political environment is still amorphous and has yet to stabilize to allow for open dialogue between the government and NGOs. Government is learning to work with NGOs and NGOs are learning to work with government. However CONGOMA observed that some NGOs have remained closed (protective and not linking up with others) and therefore misunderstood in terms of their objectives. These need to open up because they are working on behalf of the people. The need therefore for Government-CONGOMA-NGOs collaboration is imminent.

Both Government and Donors observed that NGOs should increase their involvement in promoting civic traditions and social capital formation at local levels as a means of accelerating the democratization process in the Malawian society.

4.1.3 Economic Environment

The economic environment has been described as "hostile" by the NGO sector. Widespread poverty, high inflation and interest rates, unstable foreign exchange rates, and other macro-economic indicators are said to be adversely affecting NGO operations and consequently their constituents.

For example those NGOs that depend on raising funds locally are finding it difficult to survive and their service delivery systems severely affected because of macro-economic instability. The private sector that provides financial support to some NGOs is struggling to survive and this is affecting financial resource transfers to indigenous NGOs.

That duty exemption policy is said to be not very clear to some NGOs. There is need to have a clear policy on duty exemption i.e. who is supposed to be exempted and under what conditions? Some Human Rights NGOs feel that they are being targeted for non-duty exemption, and some development NGOs have

ended up using programme funds to pay duty where there have been sudden shifts in duty exemption policy.

CONGOMA also assessed the economic situation as unhealthy/unsupportive in addressing the problems of poverty. But it observed that although some of the NGOs criticize government for poor economic performance, they have not offered alternative economic policies or strategies due to their weak analytical capacity, which needs to be enhanced. CONGOMA thinks that the role of NGOs should be catalytic and that NGOs should link up with others in order to analyze economic issues more deeply and be able to offer alternative solutions to government.

4.1.4 Government-CONGOMA-NGO Linkages and Collaboration

Collaboration between Government, CONGOMA and NGOs is weak. From government's point of view, in principle there is some degree of participation by NGOs on various government initiatives such as policy development and reforms. There is also a lot of NGO representation on Government instituted Boards for various institutions. On the other hand Government is also represented on various NGO Boards including CONGOMA Board. CONGOMA as a coordinating body for NGOs is well placed to facilitate all collaboration initiatives by NGOs with other stakeholders, but currently CONGOMA does not have sufficient human and financial resources to carry out its coordination role effectively.

Most NGOs also felt that the Government-CONGOMA-NGO linkages are not effective. They observed that it is more effective for individual NGOs to contact line ministries than it is to go through CONGOMA. The Government-CONGOMA-NGO link thus requires strengthening to allow for regular dialogue between the three institutions on issues of national importance. For example participation of NGOs in political debates is limited mainly because:- a) there is no established structure/forum (missing link) through which such debates can be facilitated, and b) NGOs do not have a collective stand and voice on issues of national importance due to personalization of issues or personalities i.e. NGOs work in isolation and tend to promote individual names rather than dealing with important issues in a collective manner. This makes individual NGOs vulnerable to isolation and destruction.

CONGOMA also observed that the tripartite link is weak and needs to be reviewed and strengthened. NGOs/government are both missing an opportunity by not collaborating effectively with one another in order to understand each other better and improve service delivery to the people of Malawi. CONGOMA also calls for a structure/forum to facilitate the dialogue between government, CONGOMA, and the NGOs/civic society.

Donors feel that the Government-CONGOMA-NGO linkages need to be extended to the broader civil society to which these three need to be held accountable. Donors also observed that generally, there is limited information sharing between the government and NGOs, NGOs and CONGOMA, or CONGOMA and Government. NGOs' communication to Govt. is as ad-hoc as it has been between CONGOMA and NGOs. There is a huge information gap that exists on the various activities and impacts of NGO in the country.

4.1.5 NGO-NGO Relations

Collaboration

Among NGOs, there are, to some extent, consultations and collaboration in capacity building, organizational development, advocacy, information sharing, and transport. The collaboration efforts are common between NGOs in the same sector and with similar objectives and target groups. For instance a lot of collaboration initiatives were reported in the area of environment, health, food security and basic education. Where collaboration has been effective it has led to the creation of networks.

Generally NGO-NGO collaboration is quite weak especially among up-coming indigenous NGOs. There are only a few NGOs that work together especially among the development NGOs/CBOs where an international NGO is also acting as a donor. Others only meet when there is an issue. The few collaborative efforts among NGOs are driven by individuals and therefore are based on personalities rather than organizational strategies to attain set objectives. It seems funding is also a big issue among NGOs that affect collaboration as NGOs compete for donor funds. Some NGOs expressed concern that there is lack of leadership to lead them to greater collaboration as CONGOMA has a capacity problem, both financially and technically.

Major weaknesses in evolving collaborative efforts are lack of coordination and equitable distribution of services. It is not uncommon to find two NGOs working in an area but not planning together despite similarities in the services they render. Based on the differences in the origins and agendas of certain NGOs there may also be differences in their approach to development. If two NGOs are working in same area, beneficiaries prefer working with the one with more resources, especially when they get spin-off benefits.

Sector Networks

Both formal and informal networks have been established by NGOs, mainly among those operating in the same sector. Some of the networks mentioned include: Human Rights Consultative Committee, NGO Gender Network, Environmental Sector (CURE), Health sector- Umoyo Network, Economic Sector-Economic Justice Network, Church and Religious Sector-Church Development Coordination Committee, Government-NGO Coalition for Basic Education, Disability Coordinating Committee, the Food Security Network and others.

These networks and collaboration provide an excellent platform for articulating issues of common interest and concerns. For example CURE as a network has been very instrumental in the development process of the Land Policy. The Economic Justice Network has played a crucial role in ensuring participation by the Civil Society in the development process of the Poverty Reduction Strategy Paper (PRSP). These networks do not only exist among local NGOs, but also between local and international NGOs. Examples of local and international NGO relationships is drawn from Action Aid Malawi, Oxfam, Save the Children (USA) that provide technical and financial support to CBOs.

Sector networks have only been established recently in Malawi. Some of these networks are said to have been very strong at the time of inception but of late have become weaker because a) most of them have no structures in place to effectively coordinate their activities partly due to CONGOMA's lack of capacity to guide them, and b) they appear to suffer from problems of disorganization, lack of direction, lack of financial resources and poor coordination.

And because of limited capacity in CONGOMA coordination has, in certain instances, shifted from CONGOMA to the NGOs. For example church-based organizations have established their own forum called Churches Development Coordination Committee (CDCC) as an alternative to CONGOMA where advocacy issues are coordinated.

Despite the problems networks face, they enable NGOs to share expertise, experiences and resources among themselves. The networks have a tremendous potential to strengthen NGO operations and therefore require effective support and leadership from the secretariat. It is therefore essential that CONGOMA be strengthened so that it is able to provide the necessary support and backstopping services to networks that have potential to grow.

Linkages between International and Indigenous NGOs

To some extent there is some working relationships between international and indigenous NGOs especially among development NGOs. Areas of collaboration are mainly in capacity building, financial support, and networking (sharing information and experiences) but most local NGOs feel that this is only cosmetic because international NGOs are not ready to establish long-term relationships.

There seems to be no clear agenda/guidelines for cooperation between international and indigenous NGOs, and this had led to a number of suspicions and mistrust between the two sets of NGOs.

The local NGOs describe the relationship with the former as "exploitative" i.e. to gain popularity and get the credit from donors at their expense. Most local NGOs also felt that the INGOs use these linkages just to fundraise and not build capacity as there is limited sharing of their experiences on the ground. Most NGOs felt that

instead of building capacity, the INGOs destroy the very foundations of capable local NGOs through enticement with high remuneration for professional staff normally poached from indigenous NGOs. The local NGOs felt that this lack of interaction is because the INGOs are also in competition with local NGOs for funding.

To this effect local NGOs suggested that international NGOs should be confined to supporting local NGOs in funding and capacity building and leave programme implementation to local NGOs. To some extent this is already happening in the human rights sector where international NGOs are mainly viewed as “donors”.

Most international NGOs confirmed that they were not fully interacting with indigenous NGOs because indigenous NGOs lack experience, direction (follow where the money is), accountability and transparency, have limited capacity in management, and that most local NGOs are based on individual personalities.

Donors up-hold the need for inter-NGO collaboration. However they observed that some NGOs compete for resources not in the primary interest of the citizenry but for capital accumulation and improving the financial base of NGO staff.

4.1.6 NGO-CONGOMA Interface

Collaboration

The basic function of CONGOMA is to provide facilitation and coordination roles to its members. However, currently CONGOMA has financial, technical, and administration bottlenecks to support its service delivery mechanisms more effectively.

CONGOMA lacks professional staff to perform its core functions effectively. Apart from the Executive Secretary there is no other professional staff to facilitate and coordinate programmes. This is very critical for CONGOMA and the NGOs.

Due to limited capacity there is therefore little collaboration between NGOs and CONGOMA, and most of the members appreciate the capacity problems CONGOMA has been going through. As mentioned earlier on some NGOs have thus established other fora/networks to enhance their collaborative efforts and information sharing.

One other issue from the NGOs was that CONGOMA has lost its credibility as a unifying voice for NGOs and this has resulted into loss of interest, confidence and trust in CONGOMA (their secretariat). Some NGOs felt that there is limited added value to their operations resulting from their membership to CONGOMA. For example there are no longer quarterly or regional meetings, which were valuable in the past for networking and information sharing. There appears to be no feedback mechanism/forum with its members on what the secretariat is doing, what has been

achieved, and what problems it is facing. In addition the NGOs noted that governance committees do not provide progress reports on what they are doing.

Some member NGOs also noted that when NGOs are threatened by government policies and utterances from politicians, CONGOMA has remained silent. This has divided the membership because it is individual NGOs that defend each other. Other members attributed the loss of confidence in CONGOMA by the NGOs to weak governance bodies that have failed to give direction and support to the secretariat.

Because of capacity constraints some NGOs suggested that CONGOMA should be delegating some of its responsibilities to lead NGOs. These would coordinate some of the activities and through CONGOMA share the information or experiences. CONGOMA does not have to attend to all meetings by itself nationally or regionally.

NGOs Contribution to CONGOMA

The major sources of funding for CONGOMA are contributions from its registered members and to a certain extent support from donors. It was envisaged at the inception stage of CONGOMA that membership contribution would gradually take over from donor support. Because of CONGOMA's declining credibility among NGOs some members are unwilling to pay membership subscriptions because they do not anticipate getting additional benefits by being members.

There are occasional cash injections into CONGOMA from some international NGOs but these are usually small and targeted to specific activities – all in the bid to sustain the viability of CONGOMA.

Limited support to CONGOMA is a weak point for NGOs that are expecting so much from the umbrella organization. Some NGOs cited costs of travel and board and lodging while attending meetings organized by CONGOMA as their contribution (cost-sharing). The NGOs are aware that the subscription fees alone cannot adequately cater for operational costs and other overheads; they need to do more than just paying the fees for sustainability. It is just fortunate that CONGOMA has in the past, mainly been supported by donors.

The emerging NGOs indicated that they are struggling to survive and therefore could not make any contributions to CONGOMA. They also indicated that the current subscription fees pegged at MK 12,000 per annum are prohibitive for emerging NGOs especially when they do not see any tangible benefits from CONGOMA. The issue of how the subscription fees are raised also came up during the study. Most NGOs felt that since CONGOMA is a membership organization, the issue should be presented to the membership for discussion before making a final decision on fees.

Other NGOs observed that CONGOMA does not submit to the NGOs its needs or shortfalls to solicit support from the NGOs. A needs assessment is required each year to make NGOs aware of the shortfalls and enable them identify potential areas of support for CONGOMA.

NGOs Support to CONGOMA

Not much support at the moment but the idea of NGOs contributing to CONGOMA needs further exploration. Some NGOs have no idea on how they can contribute to CONGOMA and suggested that CONGOMA should come up with a specified list of commitments/ requirements at the beginning of each year for NGOs' consideration.

Those NGOs that give support to the secretariat indicated that it was difficult to know whether the support they give is adequate or not because of lack of knowledge about the financial structure of CONGOMA operations..

Resource Mobilization for CONGOMA

The financial contributions in form of subscription fees from member organizations remain the most viable and sustainable source of core funding for CONGOMA. As indicated above, some NGOs, especially International NGOs have occasionally made donations to support CONGOMA. Examples include instances when Action Aid and the Development Center respectively rescued CONGOMA with financial resources, vehicles and office equipment.

Currently there is no legal framework to bind NGOs to engage in resource mobilization for CONGOMA. Other NGOs observed that because of limited cooperation with CONGOMA, it is difficult to assess the level of financial assistance required.

The issue of resource mobilization is very critical for most of the indigenous NGOs visited. These NGOs, which normally experience financial problems to support their own programmes, felt that they can only fundraise for CONGOMA if there is an assurance that they will get a share of the money realized. Most of these NGOs expect CONGOMA to fundraise for them and not vice-versa.

The larger indigenous NGOs indicated that they could support CONGOMA in fundraising and subsidizing some of its costs if CONGOMA re-establishes its position to be an effective umbrella organization. The International NGOs also expressed willingness to support CONGOMA if it can deliver the goods, and is financially accountable and transparent.

Possibilities for fundraising for CONGOMA can include the following:-

Members can lobby their traditional donors to fund CONGOMA if they demonstrate that membership to CONGOMA is making them more effective

(value adding) in their service delivery. Members can set aside a certain % in their proposals to donors for CONGOMA.

CONGOMA can organize workshops based on specific needs of members. These workshops could be funded through donors and CONGOMA would get facilitation or administration fees if it had the capacity/expertise.

CONGOMA can hire out some of its services at a reduced rate to its members e.g. e-mail or Internet services, photocopying, hiring out its vehicle to members.

Some suggested that CONGOMA should approach donors for specific programmes such as networking and information dissemination.

4.1.7 CONGOMA Governance Issues

CONGOMA Governance Bodies

CONGOMA governance bodies include: the Board of Trustees, Governing Council, and the two sub-committees (Administration and Finance, and Standards Committee). The Secretariat is responsible for facilitating and coordinating NGO activities and is headed by the Executive Secretary.

It was surprising to learn that some NGOs had no idea on CONGOMA's governing bodies and their functions. This raises the question of credibility for some NGOs and to what extent they understand the environment in which they are operating.

The general impression from the NGOs was that CONGOMA governance bodies are weak to effectively steer and guide the secretariat. Some NGOs could not remember when the last Annual General Meeting was held and what resolutions were passed or adopted. And some NGOs were not aware of any criteria that is used to elect/select board members and what mechanisms were put in place to replace those that retire or die.

The Selection Process for Board Members

The selection process for board members is viewed by NGOs as the major contributing factor to non-performance of these bodies. The current practice of selecting NGOs into governance bodies rather than individuals with high drive and good leadership qualities is said to have weakened the performance of CONGOMA's governance bodies. The selection criteria need to be redefined.

The NGOs felt that there is need to have an effective and supportive board that would ensure that the Executive Secretary is running the affairs of CONGOMA in a professional manner. They suggested that board members should be elected on individual merit, and not necessarily as heads of NGOs but should at least have NGO background/politics. The individuals should campaign for the positions

they want to hold, should have a vision, good track record, drive, integrity, diligence, commitment, professional expertise and diversity of skills, demonstrate the desire to lead, and with high potential to deliver. The credentials of potential candidates and their manifestos should be circulated to the membership in advance of the elections. Some NGOs further suggested that these board members should have a fixed term as well as the maximum number of terms a board member can serve. But with the propositions in the NGO law on the appointments of board members, these suggestions may not work.

Most small indigenous NGOs feel that board representation should encompass all categories of NGOs: large, medium, and small.

Board' s Guidance/Vision/Directions to CONGOMA

Most NGOs feel that because governance bodies are weak, their contribution in guiding CONGOMA is very minimal. The NGOs feel that there is lack of commitment. Other NGOs feel that lack of commitment is possibly a reflection of low incentive packages for board members.

On governance CONGOMA' s view is that the board should be composed of people that meet certain criteria that have to be developed. The current arrangement whereby NGOs rather than individuals are selected is not enough for choosing effective leaders to guide CONGOMA.

4.2 TOR 2: Understanding the Role of NGOs

4.2.1 NGOs', Donors, Govt Perceptions of NGO Roles in Development

The role of NGOs in complementing government effort in its development efforts is widely acclaimed and recognized. However, Government maintains that there is lack of clarity on the extent to which NGO work can be audited by “outsiders” hence the need for the NGO law which is now there. If a coherent and comprehensive policy framework existed, it would contribute to a better understanding of the NGO work. With adequate measures put in place for transparency and accountability, the government, donors, and the private sector could provide resources (e.g. public funding) to NGOs in support of the citizenry.

The NGOs viewed their roles in development as follows :-

- NGOs viewed themselves as development agents, organizations that bring change in the lives of the communities.
- Others felt that their major role as NGOs is to supplement/compliment government efforts where government is failing or cannot manage.

- A number of NGOs indicated that the major role that NGOs should play in development is awareness raising through civic education for good governance and participatory development.
- Other NGOs viewed themselves as facilitators of the development process where people are empowered to determine the type and level of development they require.
 - Some NGOs indicated that NGOs role is to facilitate people-centred development for sustainability (long-term objective) and respond to crises such as floods or drought.
 - Build capacity at the grassroots to enable the communities implement development initiatives more effectively through activation/motivation of young people as well as provide training to committees responsible for coordinating project activities.

Although NGOs are contributing significantly to the socioeconomic development of Malawi they are generally perceived by government and donors that:

- They have problems with priority setting and targeting--- this is why a number NGOs operate in areas that are close to urban centers while most remote areas remain untouched and deprived of social services and infrastructure.
- Most local NGOs lack vision, commitment, transparency and accountability. They also lack human and financial capacity to the extent that they waste a lot of time looking for resources and building capacities instead of delivering services to the people. Since they usually get financial assistance from donors their activities appear to be donor-driven.
- The international NGOs are perceived to be rigid and inflexible in their approach to issues.

4.2.2 NGOs' Perceptions of their Role in the Political Process

Although NGOs participate in political activities such as civic education through training and information dissemination (to empower vulnerable members of the society to know their civil and political rights, while advocating for peace, justice, fair roles), political debates on topical issues and human rights education, their perception is that the playfield is not leveled. Government usually perceives human rights NGOs as a mouthpiece of the opposition and as such, treats them as political rivals. This is particularly the case with Human Rights-based NGOs.

NGOs also observed that their potential responsibilities include: constructive criticisms to government, and play the role of watchdogs against misuse of political structures (abuse of power) to ensure that the leadership respects the constitution and rule of law. Advocacy is another major role whereby NGOs are supposed to comment with one voice on issues of national importance.

4.2.3 NGOs' Perception on the Current Role of CONGOMA

Although the perceived roles of CONGOMA are quite clear, NGOs feel that CONGOMA is failing to deliver because, among other reasons, CONGOMA does not have the capacity. Some of the expectations from NGOs on CONGOMA include:-

- Coordination, collaboration, facilitation roles and information dissemination/sharing.
- Priority setting. NGOs feel CONGOMA is no longer transparent and accountable to its members.
- CONGOMA-NGO meetings: to ensure that its members are meeting frequently to confer on issues of common interest. Communication with members is poor. More often than not invitations of members to its meetings have been impromptu, and as a result many of them fail to attend crucial meetings.
- Advocacy role: NGOs expect CONGOMA to stand for the interests of its members. Instead it is having a cordial relationship with Government and a poor one with members.
- Other NGOs view CONGOMA's role as that of fundraising for NGOs.

To sum it all, CONGOMA is perceived by NGOs as struggling in its service delivery and thus requires strengthening.

4.2.4 NGOs/Donors/Govt Perception on the Potential Role of CONGOMA

Most donors have lost track as to what CONGOMA is actually doing at the moment. Some government officials have little or no idea of what it is doing. Donors expect CONGOMA to take a leading role in facilitating the formation of sectoral forums and acting as a mediator between them and the Government. On the other hand Government feels that CONGOMA can do more in the area of promoting a culture of responsibility, transparency, accountability and a spirit of voluntarism among NGOs and in the broader Malawian society.

The general view from NGOs was that CONGOMA has a role to play in the development of this country, but it has to be an effective coordinating body. Most NGOs felt that the role of CONGOMA should be to protect and enhance the work of its members. The NGOs want CONGOMA to provide support to its members and for it to act as the facilitator, coordinator, advocate, information exchange centre and networking, and represent a united voice for NGOs in Malawi.

Some NGOs felt that CONGOMA should have the ability to lobby international NGOs to transfer the responsibility of programme implementation to indigenous NGOs while INGOs focus on capacity building and funding.

Other NGOs felt that CONGOMA should facilitate the capacity building process for NGOs especially in the emerging ones e.g. training in management and proposal development, organizing regional workshops for member NGOs, providing support in terms of communication and information technology services to nascent members, and tap expertise from experienced NGOs to build capacity in indigenous NGOs where there are capacity gaps.

NGOs would also like to see CONGOMA maintaining good relations with the donor community with desk officers at the secretariat for coordinating donor assistance.

Protection of its members whenever they are threaten through identification of legal services.

CONGOMA should promote conflict resolution within and among NGOs or Government and NGOs.

Negotiate with government on behalf of its members e.g. on duty and review of the NGO law.

4.3 TOR 3: Expectations on the Role of CONGOMA

4.3.1 Expectations on CONGOMA in Terms of Service Delivery to NGO Constituents

Most Donors know that CONGOMA exists, but are ill or inadequately informed about its mission objectives. Ideally they consider that CONGOMA should be a route through which NGOs should receive public awareness and cooperation, and a route through which anyone can get to or be adequately informed about NGOs. Government views CONGOMA as an important coordinating institution/framework that facilitates the work of NGOs, GoM, donors, private sector & the citizenry. Its effectiveness in this regard needs re-consideration. Because the role of CONGOMA is to coordinate activities that benefit the citizenry, Government can and should support CONGOMA with funding.

Specifically expectations on CONGOMA are:-

Information sharing and Networking: The majority of members want CONGOMA to act as a source of information. CONGOMA should continue to share information through newsletters and other means of communication by focusing on relevant experiences applicable both to the NGOs as service delivery organizations and to their constituents. It should also promote networking among member NGOs operating in the same sector in order for them to share information and experiences that can generate positive impact at the grassroots.

Resource Mobilization: Assist members in fundraising: Members expect CONGOMA to have a high reputation, which it can use to source funds from donors that small and emerging NGOs can access and utilize in its programmes.

Capacity Building: Members also want CONGOMA to organize/coordinate seminars, study tours, scholarship for member organizations. Members want CONGOMA to coordinate the establishment of a training fund to support the capacity building process for its members. Well-trained NGO staff would potentially improve service delivery to the targeted beneficiaries.

Councilors/MPs: The few representatives from the political parties indicated that they were aware of CONGOMA' s role as coordinating the activities of NGOs. But they were disappointed with NGOs because there is little interaction with them (NGOs work in isolation) although the NGOs are operating in their constituencies. Although these leaders represented different political parties each one accused the NGOs of political alignment of some sort, which they described as unfortunate for the NGOs. These leaders expect CONGOMA and the NGOs to be non-partisan, to be aggressive in its approach, consult the political leadership during project initiation and implementation stages, train their constituents in human rights and democracy, and alert the people on HIV/AIDS epidemic.

Private Sector: Interviews with the Malawi Confederation of Chambers of Commerce and Industry (MCCCI) revealed that the private sector expected CONGOMA to be its member to represent the NGOs who are in the SME sector. This would provide opportunities for the small NGOs that can otherwise not afford the membership fees.

On the other hand the private sector expect CONGOMA to be a partner since it is supposed to represent the voice of NGOs. It would be a potential partner when it comes to advocating for changes in policies that would benefit consumers especially those living in rural areas including the vulnerable groups, who are also primarily the target beneficiaries of CONGOMA members.

The private sector sees CONGOMA and the NGO sector as potentially a big market segment if properly organized. In turn the NGOs through CONGOMA can

negotiate for special terms and discounts for services/products targeted at its constituents.

4.3.2 Willingness to Participate in Efforts Initiated by CONGOMA

Voluntary Services/Resources to CONGOMA

Once CONGOMA has re-established its constituency and regained the confidence of its members most NGOs are willing to support its efforts. Support would include attending meetings on behalf of CONGOMA and NGOs and sharing information with others, distributing reports to other NGOs on behalf of CONGOMA, and providing technical expertise in specific areas as part of the capacity building process for indigenous NGOs.

Other NGOs are willing to support CONGOMA financially and materially. Most NGOs indicated that potentially they have a lot to offer to CONGOMA with assistance ranging from subsidizing CONGOMA's operational costs to providing human and material resources in support of some CONGOMA-led initiatives. Some NGOs would even go to the extent of fundraising for CONGOMA.

4.3.3 NGOs and Other Stakeholders Vision of CONGOMA

NGOs would like to see CONGOMA as an effective coordinator, facilitator, networker, and leader in the decision making processes for NGOs.

A vibrant CONGOMA that can lobby with government and donors to advance the cause of NGOs on policies that affect the NGO sector and the civil society.

A CONGOMA that can play the role of mid-fielder i.e. maintaining information flow : collecting, analyzing, and disseminating it to NGOs and getting feedback where necessary. But it has to have the right capacity levels to perform this function.

A CONGOMA that can assess the needs of its members especially those that have limited capacity by giving them information on available service providers. A CONGOMA that can play a coordination role in linking indigenous to regional NGOs for them to gain experience.

A CONGOMA that can bring together all NGOs i.e. an umbrella organization for all NGOs, as well as a voice/mouthpiece for all NGOs in Malawi.

A CONGOMA that can provide an enabling environment for the growth of emerging NGOs e.g. provision of services (e-mail, computer, resource centre, solicit legal services).

A CONGOMA that can enjoy the credibility, confidence, and trust of NGOs because of its integrity, transparency, financial stability, and advancing the code of conduct for NGOs in Malawi.

The commonly shared vision of CONGOMA is that it should become a cohesive and functional corporate body of the NGO community *with effective linkages to the citizenry* (Gov/donors).

CONGOMA's vision of CONGOMA is that currently there is a mission for CONGOMA but not a vision. Therefore NGOs/CONGOMA should come up with a vision and a mission should be built out of a vision.

4.3.4 NGOs Views on CONGOMA's Role in Managing Funds from Govt (in future).

There were mainly three views:-

Some NGOs felt that for those NGOs with financial systems in place e.g. accounting packages and staff, funds can be disbursed directly to their accounts. But for those NGOs that do not have the capacity e.g. emerging ones, funds should be channeled through CONGOMA on the premise that the Administration and Finance committee is functional. This committee will be responsible for assessing the needs, disbursing funds, monitoring use of funds, and providing feedback to CONGOMA and government.

Other NGOs, though experiencing funding problems, did not support the idea of CONGOMA and indeed NGOs accessing government funds. The main reason given for this rejection was that this would be a tool for government's control over CONGOMA and this would compromise CONGOMA's objectives and independence.

Other NGOs had no problem with CONGOMA managing funds from government. These NGOs believe that since NGOs and government work hand-in-hand there is nothing wrong for NGOs accessing government funds. They argued that most NGOs in Malawi and indeed from the west benefit from government funds in the donor countries. These NGOs suggested that if such funds were made available there should be a special committee to manage the funds.

4.4 TOR 4: Comments on the NGO Law

Government enacted an NGO law in January 2001. The law will come into effect as soon as it is gazetted. Although the law is in place the majority of NGOs have expressed reservation with some of its provisions. NGOs are worried that the law gives Government and CONGOMA excessive powers and fear that the law would erode the independence of NGOs and possibly undermine CONGOMA's legitimacy.

Government considers that the conflict between the aspect of "freedom of association" enshrined in the Malawi's Constitution and the requirement that

NGOs register with CONGOMA needs to be resolved to strengthen the law. Government maintains that there is no law or policy without some loopholes. The important thing to realize is the requirement to review the relevance of the laws and policies in relation to their goals.

The NGO bill is considered as one of the milestones of NGO work in Malawi. However some NGOs are not comfortable with certain sections that have been inserted into the bill, which they consider to be different from what was agreed-upon during the consultative stage. They observed that the changes were not communicated to the NGOs before presenting the bill to parliament. This has put CONGOMA in a very awkward situation, especially with the human rights-based organizations.

As indicated above the NGO Act has received mixed reactions from the NGO sector with some NGOs supporting it and others having reservations on some of the provisions. Those supporting the Act indicated that as long as the politics is functioning normally there is no problem with the law, otherwise it can be used by government to control the NGO sector. They argued that the Act is necessary as a quality control assurance mechanism to ensure that NGOs meet certain criteria before they are registered. It is crucial to recognize from the outset the credibility of those operating NGOs, their mission and vision, and these must be vetted by CONGOMA and communicated to the Malawi Government.

Comments on the NGO Act included the following:-

NGO Board: Most members felt that the NGO board composition was all right but the appointment and removal of board members posed some problems and need to be revisited. The law gives absolute power to one person (Minister) who is a political appointee to remove board members without giving reason and at point in time. Even though the law says that there will be consultations with CONGOMA, CONGOMA has not been given any powers to oppose or refuse the Minister's directives. NGOs feel that people should not be appointed to the CONGOMA board but should campaign from NGOs, and those with a vision and leadership qualities should be elected to sit on the board.

Coordinating Body of NGOs: Most of the NGOs feel that it is ironical that CONGOMA having been established as a voluntary membership organization with members deciding its course, the law is now forcing all NGOs to be members of CONGOMA. They said that they were not fully consulted to arrive at this decision and feel that compulsory membership is a tool of control and not for coordination. Some NGOs also felt that since CONGOMA is losing its grip on NGOs it is in its interest to ensure that all NGOs become members in order to realize more money from membership subscription to run its affairs.

De-registration/Suspension: Most NGOs feel that some of the terms used by NGOs in the law that would warrant de-registration and suspension are vague and prone

to different interpretation. It is believed that these have been deliberately put in the law in order to stifle the freedom of association and activities of the Human Rights NGOs.

Exemptions/Incentives: The law does not provide specific incentives and exemption that would accrue to NGOs. It is actually more difficult now for NGOs to get such incentives than it was before the NGO law.

In general most NGOs felt that the law needs to be re-visited to take into account the concerns of members. Some NGOs commented that instead of creating an enabling environment the law would inhibit the operations of NGOs in Malawi.

Specifically NGOs felt that the following sections need to be re-visited :-

- Section 6 : Establishment of the Board
- Section 7 : Composition of the Board
- Section 8 : Disqualification from Appointment to the Board
- Section 9: Removal of Board members by the Minister
- Section 20 Subsection 2 :Qualification that a minimum of 2 members should be citizens of Malawi.
- Section 24: Designation of the Coordinating Body and Functions of CONGOMA.
- Section 26: General Assembly.

4.5 TOR 5 : A Review of CONGOMA's Capacity and Resource Base

4.5.1 CONGOMA's Perception of its Role

Creating and Enabling Environment for NGOs' Operations

This demands strong interactive approaches with stakeholders. Focus is on constraints affecting NGO operations such as policy issues, laws, fiscal incentives and others. For effective NGO operation these constraints need to be addressed favourably.

Capacity Building for Members

Beyond conventional management of NGOs including better understanding of the environment around NGO operations and the dynamics of the development concept. CONGOMA's role is to facilitate a better understanding of regulations, conventions, agreements, protocols, etc. that government signs i.e. do NGOs understand these agreements? It becomes difficult to advocate if NGOs do not understand them.

Networking/Outreach with Information

CONGOMA's role is to collect, analyze, and repackage information for members using the Internet, publications and other sources. It also collaborates with other

organizations and other blocks in the region to share information and experiences.

Role of Advocacy

This is a crosscutting role on issues of enabling environment, capacity building, networking, democracy, and good governance. Of late there has been mistrust for one another especially between the NGOs and government due primarily to lack of knowledge about one another. The NGOs need to learn from government and vice-versa.

4.5.2 CONGOMA's Perception of its Potential Role

To support membership driven/guided programmes beyond the strategic planning.

Windows for Financing NGOs

For example from government to be managed by a committee of NGOs (?)

Establishment of Several Committees around CONGOMA

Networks should become permanent programme committees e.g. on gender, agreements/conventions, information sharing, food security, the environment, advocacy, and other potential focus areas.

Capacity Building

Need to have a lean and stable staff, and a clear training policy on short-term training programmes: short courses for technical staff and exchange programmes within the region.

4.5.3 CONGOMA's Capacity

Professional /Technical Staff

Suffers from high staff turnover firstly, due to the type of people recruited who are mainly young graduates with ambitions to build up their careers. It would be ideal to get people that are well established with no further career ambitions. Secondly, the remuneration is very low and needs to be seriously reviewed for good people to join CONGOMA.

There is therefore need to hire professional staff to match with the potential responsibilities of CONGOMA and NGO expectations. Currently the only technical person is the Executive Secretary but more professional people are required to coordinate programmes, process and disseminate information, and manage the finance division. The exact number of professional required should be determined during the strategic planning workshop.

Office Equipment

The need for additional computers cannot be overemphasized. Computers are required not only for word processing but also for communication and information sharing through the Internet and e-mail services. Additional computers would also provide start-up support to emerging NGOs in terms of their communication and word processing needs.

Vehicles

Currently CONGOMA has only one vehicle at its disposal. With the new challenging roles for CONGOMA, there will need for more coordination and follow up that will sometimes require a lot of travel. One vehicle will not be adequate to meet the transport demand. More vehicles are thus required.

4.5.4 CONGOMA's Resource Base

Currently members support CONGOMA mainly through membership fees while most donors support specific programmes for NGOs that are associated with measurable achievements. These programmes cannot be implemented by CONGOMA that is merely a coordinating and not an implementing agency. CONGOMA therefore needs special attention in order to get external support, which is difficult without tying some of its activities to programmes.

Some NGOs can be supportive to CONGOMA especially international NGOs with capacity. Some NGOs have also pledged support to CONGOMA as long as CONGOMA re-asserts itself as an effective coordinating body.

5.0 Critical Issues from Findings for Consideration during the Strategic Planning Process

- ❑ Image building for CONGOMA: clear the mistrust and divisions between NGOs-CONGOMA and NGO-NGO, restore CONGOMA' s credibility and confidence, and collectively define the way forward.
- ❑ Organizational development issues: there is need for more clarity on the linkages (and roles) between CONGOMA, NGOs, and other stakeholders. How best can collaboration be achieved among: NGO-NGO; CONGOMA-NGOs; and NGOs-CONGOMA-Government. And also examine whether all NGOs have a shared vision for the NGO sector. Small NGOs will also need capacity building in strategic planning so that they are able to define their vision and mission.
- ❑ Capacity constraints for CONGOMA vis-à-vis its service delivery. Relates to funding, hiring professional staff, and procurement of essential equipment. This needs urgent attention.
- ❑ New mandate for CONGOMA: most of the NGOs are questioning the legitimacy and independence of CONGOMA. The NGOs need to re-

examine this and give CONGOMA a fresh mandate based on the challenges ahead of CONGOMA and NGO expectations.

- CONGOMA and NGOs need to redefine/revisit the CONGOMA constitution to address the following issues: governance, selection of members, accountability structure, etc. Also clarity is required on powers of the secretariat, governance bodies and its membership. The question of who is CONGOMA needs to be addressed seriously.
- The reciprocal obligation of members to CONGOMA: these are not clear and members seem to expect too much from CONGOMA without investing and holding the organization accountable.

6.0 Conclusion

From the consultative appraisal there was no doubt that CONGOMA is regarded by NGOs as a necessary entity that can provide leadership and valuable services to the NGO sector as well as establish effective linkages with government, if it re-establishes itself as credible umbrella organization. The onus is therefore on the NGOs themselves to dispel the mistrust and ensure that their secretariat is strengthened through enhanced capacity and support for effective service delivery.

7.0 Recommendations

The Consultative Appraisal was conducted with the aim of gathering ideas and issues from the NGO community and other stakeholders with respect to their perceptions and expectations from CONGOMA. Our view is that the way forward should be defined by CONGOMA and stakeholders through deeper consultations. However looking at the issues we can only make reference to two pertinent ones that need to be addressed:-

- The issues of organizational development were quite pertinent in this study. In this respect we recommend that an expert in OD should further analyze the issues of NGO identity, vision, and mission, and particularly identify mechanisms that can lead to the establishment of effective linkages between CONGOMA and its stakeholders.
- The NGOs and CONGOMA should re-define the mission statement in view of the challenging responsibilities and come up with a shared vision that will bind NGOs to a common goal. CONGOMA should therefore organize a Review and Strategic Planning Workshop where the issues identified in this appraisal should be discussed, and the way forward mapped.

- The government should come up with an NGO policy framework to guide/direct the NGO operations. It was observed that the law on its own cannot be functional without a policy framework through which it can be enforced.

Appendix 1:

TOR for the Consultative Appraisal

- I. Consult NGOs with respect to:
 - The general understanding of the NGO environment and CONGOMA. This will include NGO to NGO relations; and the political and legal environment and their implications on NGOs and CONGOMA operations.
 - Their understanding on the role of NGOs in development and political processes: i.e. understanding the role of NGOs in development; role of NGOs in political processes; current role of CONGOMA (both actual and potential); and identify areas where CONGOMA can assist NGOs to strengthen or not strengthen their roles.
 - Their expectations on the role of CONGOMA in terms of services to their members and to the wider development environment/agenda i.e. their willingness to participate in efforts initiated or carried out by CONGOMA and what role the NGOs can play (e.g. coordination and networking, and voluntary resources that NGOs can contribute to CONGOMA). The consultants should also briefly discuss the different roles and functions that CONGOMA may take or may not take upon itself.
 - Their views on the NGO law.
- II. Consult other stakeholders i.e. government, donors, private sector, trade unions, university research institutions (e.g. centre for social research), community based organizations (CBOs), and political/civic leadership (members of parliament, councilors, chiefs, etc.) as in (I) above.
- III. Review CONGOMA' s capacity and resource base and recommend ideal capacity levels. The capacity and resource base should be reviewed in relation to CONGOMA' s roles and functions, both actual and potential. Capacity and resource base should be assessed in relation to the cooperation and role of the NGOs themselves (point I bullet 3). The assessment of capacity should be beyond technical and administrative and consultants should get an impression of values, dedication, understanding of the political culture and economic environment, etc.
- IV. Identify critical issues for deeper discussion and analyses during the Strategic Planning Process..
- V. Prepare a report on the Consultative Appraisal.
- VI. Prepare a report on the Strategic Planning Process.
- VII. Work with CONGOMA to develop Programme Plans and Budgets following the Strategic Planning Process.

Appendix 2:

List of People/Officials Contacted during the Consultative Appraisal

Name	Position	Organization
Ted Nandolo	Executive Secretary	CONGOMA
W B Chiwaya	Programme Coordinator	Self Help International
Henry Khonyongwa	Deputy Programme Coordinator	Self Help International
L Mihowa	Programme Manager	Sue Ryder Foundation
Veronica Kamanga	Programme Officer	Women's Voice
M A Mughogho	Ag. Deputy Director	Project Office, Blantyre Synod
Marcel Chisi	Executive Director	AYISE
Patrick Chimutu	Technical Director	Christian Service Committee
Macbain Mkandawire	Executive Director	Youth Net
Jarvis Chakumodzi	Executive Director	The Samaritan
Mrs E Chanika	Executive Director	Civil Liberties Committee
Isaac Chipofya	Finance Manager	Umoyo Networks
Mrs G Maseko	Executive Secretary	Cheshire Homes
JDL Mchuchu	Head, Rehabilitation Department	Cheshire Homes
Dr Felix Jere	Chief Executive	FAIH
S M F Nkhandwe	Development Coordinator	Livingstonia Synod
Aron Chawinga	Vice President/Discipline Officer	FiFOYO
Hon. Rodger Nkhwazi	Member of Parliament	Mzuzu City
A. Ibrahim	Ward Councilor	Mzuzu City
Marvin Hanke	Managing Director	The Story Workshop
Hewton Samuel	Assistant Director	ADRA
Shaba	Deputy Executive Director	Malawi CARER
G Mwenifumbo	Operations Manager	NABW
Maxwell Matewere	Executive Director	Eye of the Child
Andrew Fitzgibbon	Country Representative	OXFAM
Samson Hailu	Country Director	Concern Universal
Alex Kumwenda	Executive Secretary	SHMPA
Daulos Mauambeta	Executive Director	Wildlife Society of Malawi
Walker Jiyani	Programme Director	Banja La Mtsogolo
Hastings Chunga	Director	World Women's Banking
Queen Gondwe	Executive Director	AFEWO
Mary Padambo	Director	APPGM
Chidzalo	Acting Executive Director	PAMET
Kitty Chimseu	Public Relations Officer	Malawi Revenue Authority
Flossy Manyunya	Trade Promotions Officer	MCCI
Chapola	Executive Director	Mwanza Youth Empowerment-CBO
Rich Gama	Councillor	Ligowe Ward, Mwanza
T.A. Nthache	Traditional Authority	Mwanza District
T.A. Kanduku	Traditional Authority	Mwanza District
Ishtiaq Mohiuddin	Managing Director	FINCA
Wisdom Malongo	Programmes Coordinator	Nkhomano Centre for Development
John Kwengwere	Program Support & Dev Manager	ActionAid Malawi
Nick Osborne	Country Director	CARE International
Arild Skara	First Secretary	Norwegian Embassy

Name	Position	Organization
Kondwani Mwanguluwe	Programme Officer	Save the Children (USA)
Mrs H Giva	Programme Officer	Norwegian Embassy
Mr Kandodo	Coordinator	Episcopal Conference for Justice and Peace
Collins Magalasi	Coordinator	Malawi Economic Justice Network
Mr Hara	Administrative Manager	Save the Children Fund, UK
Mrs R H Mwandira	Executive Secretary	CHAM
Dawit Beyene	CPAR	Malawi
P Kilembe	Director of Social Welfare	Ministry of Gender, Youth, ..
Catherine Hara	Projects Officer	DFID
John Ballerin	Programme Manager	DANIDA
Munday Makoko	Projects Manager	UNDP
E Malunga	Deputy Commissioner	Human Rights Commission
James Chima	Food Security Adviser	Harvest Help/Find Your Feet
Catherine English	Democracy and Governance Advisor	USAID
Kim Smiddy	Ass. Democracy and Governance Advisor	USAID
Wilfred Lichapa	Ass. National Coordinator	Sexual Reproductive for out of School Young People
Dr M Kutengule	Director of Development Policy	National Economic Council
J Ntupanyama	Director of Programmes	Development Centre
Mr Kamphambe Nkhoma	Deputy Secretary to the President and Cabinet	OPC