

Bureau for Management's Support for Local Solutions 2015 Year in Review



USAID/Indonesia supports the local government to manage the decentralized education system and address education disparities.

Photo: USAID/Indonesia



USAID supported Sri Lanka's first government-operated DNA laboratory. Photo: USAID Sri Lanka



Female leaders from Ghana took part in a workshop on the local governance system. Photo: LOGODEP



USAID helped Moroccans work with local authorities and non-governmental organizations to create income-generating activities. Photo: Karima Rhanem, USAID/Rabat

Note from Bureau for Management Assistant Administrator, Angelique M. Crumbly



I am pleased to present the Bureau for Management's (M Bureau) 2015 consolidated report on our contributions to institutionalize Local Solutions. In March 2015, we finalized the M Bureau Local Solutions Operations Management Plan, a three-year strategy to improve the enabling environment for the use of Local Solutions. This plan helps focus the efforts of M Bureau backstops and offices to enhance our support for Local Solutions.

Although the plan is internal to the M Bureau, we have been collaborating with teams across the Agency to ensure that M Bureau backstops have the knowledge and skills necessary to support the Agency's Local Solutions strategy, and ultimately, our mission.

We have worked closely with Agency and partner staff to strengthen the enabling environment for delivering sustainable, results-oriented approaches. M Bureau has continued to engage our development partners to improve partner government public financial systems and the ability of local governments and actors to produce sustainable results. Through industry and partner days, we are improving our outreach to local organizations to communicate more clearly USAID's needs and priorities. By engaging in regional LS summits, field missions better understand M Bureau initiatives and expertise that are vital to LS efforts. Finally, through our continuous efforts to streamline policies and guidance, we are making it easier to do business with local organizations.

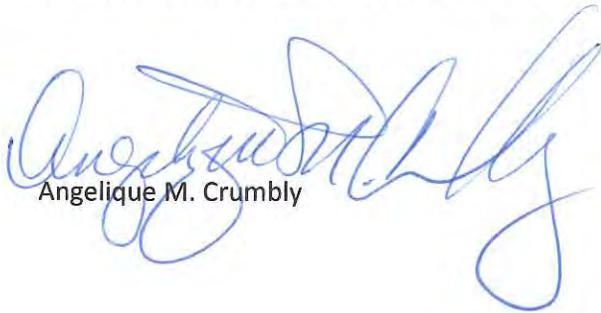
These efforts are empowering the Agency to use, strengthen, and partner with local entities. For example, in South Africa, M Bureau backstop support was instrumental in helping the local organization Mothers2Mothers build its capacity. Mothers2Mothers helps HIV positive mothers provide psychosocial support to HIV positive pregnant women. It started as a small organization in Cape Town and now, with the support of USAID and other donors, is working in eight countries.



Pictured right to left: Barry Gill (Deputy Controller), Yvonne Habulembe (A&A Specialist), Nonhlanhla Masha (Financial Analyst), Jackie Ramanitrera (Acquisition and Assistance Specialist), Michael Ashkouri (Office of Acquisition and Assistance Director), and Kent Benson (Health Officer) at Mothers2Mothers' office in Cape Town.

M Bureau's efforts are also helping the Agency save money. In Kenya, the Office of Acquisitions and Assistance and Regional Legal Officer worked closely with technical teams to address internal control weaknesses of the Kenya Medical Supply Agency (KEMSA). Thanks in part to these efforts, KEMSA successfully procured over \$50 million in supplies from USAID in the last two years. USAID no longer has to create parallel health commodity supply chains, because it now contracts directly with KEMSA, significantly decreasing costs for the mission.

We hope that by sharing some of our 2015 accomplishments, you will gain insights on how, together, we can continue to build and improve the enabling environment for Local Solutions in the coming years.



Angelique M. Crumbly

Saving the Agency Money



The Kenya Office of Acquisition and Assistance and Resident Legal Office coordinated closely with the technical office to improve the capacity of the Kenya Medical Supply Agency (KEMSA) by:

- Advising on the appropriate implementation mechanism for the program based on KEMSA's organizational structure and USAID's needs;
- Performing a review of ADS 220, which determined that KEMSA is a commercially oriented parastatal and should be treated as an NGO under ADS 302 or 303 for award purposes;
- Performing an initial review of KEMSA's capacity and efforts made to date to strengthen its systems and processes;
- Making site visits to gain a better understanding of the organization's capabilities, operations and business processes;
- Advising on required documentation and internal approvals; and
- Providing guidance on possible incentives that could be incorporated into the award to motivate contractor performance.

By using KEMSA, the cost of procuring health commodities has decreased significantly and the integration is expected to further improve cost effectiveness and efficiency of managing health commodities. Furthermore, as a result of USAID's local solutions efforts with KEMSA and the organization's strong performance, other development partners, including UNICEF, Global FUND, World Bank and Danish Embassy, are now partnering directly with KEMSA for similar services.

Local Solutions (LS) at USAID

There are two main drivers behind USAID's development of the LS initiative. One is the international development community's effort to strengthen, deepen, and modernize aid, marked by the High Level Fora on Aid Effectiveness in Rome (2003), Paris (2005), Accra (2009), and Busan (2011). The central theme of these fora is that effective development means inclusive development. That is, external aid is more efficient and effective when it reinforces a country's internally determined development priorities and arrangements.

The second driver is feedback from mission leadership and staff from across the Agency about the importance of engaging more directly with government partners, local organizations, and the local private sector. This feedback came from a wealth of development experience and a desire to re-energize and redesign Agency operations and development programs.

The Agency incorporated efforts to meet these expectations into its ambitious USAID Forward reform agenda, an effort to strengthen the Agency by embracing new partnerships, investing in the catalytic role of innovation, and demanding a relentless focus on results.

Bureau for Management Institutionalization of LS

The Bureau for Management (M Bureau) is committed to improving the Agency's ability to achieve its LS vision by institutionalizing efforts among all M Bureau offices and backstops. M Bureau actively supports LS by strengthening the enabling environment—which is crucial for the Agency to achieve its goals. The enabling environment includes the policies, human capital, data systems, donor collaboration, and communications that are critical for missions to achieve development results.

LS is a core part of USAID's business model, and it is important to ensure M backstops have the skills to move this approach forward as appropriate. The M Bureau is uniquely positioned to provide technical expertise, institutional knowledge, and historic support for LS programs. This expertise is particularly relevant in operations areas such as training, policy development, talent management, risk assessment, and acquisition and assistance, which are fundamental to the Agency's ability to support local actors.

As part of M Bureau's institutionalization of LS, a cross-office team created the M Bureau LS Operations Management Plan (OMP), which outlines its strategy.

M Bureau's LS Plan

In March 2015, M Bureau developed a strategy outlining the M Bureau's three-year approach to facilitate a more efficient and effective enabling environment to support LS activities.

The strategy builds on previous work performed by M Bureau and includes input from field offices around the world. It has focused the M Bureau's approach to supporting LS efforts and further institutionalizing LS reform. This paper outlines the critical role that the M Bureau backstops play in supporting the Agency's LS vision and has the following intermediate results:

- **Policies and Guidance Strengthened:** M Bureau establishes policies and procedures that enable government-to-government assistance and awards to local organizations.
- **M Bureau Backstops Serve as Business Advisors on Project design and LS Capacity Building Teams:** M Bureau personnel from all backstops serve as business advisors on LS matters –

advising, providing technical expertise, and conducting training on subjects such as acquisition and assistance, capacity building, and risk assessment and management.

- **Availability of Quantitative and Qualitative Data Improved:** M Bureau improves the quality and availability of data from management systems to support the enabling environment for LS. These systems include Phoenix, the Agency's core accounting system; the Global Acquisition and Assistance System (GLAAS); the audit tracking system, TRACS-APC; the Uniform Risk Internal Control Assessment (URICA) system; and the Past Performance Information Retrieval System (PPIRS).
- **Development Partner Collaboration and Harmonization Enhanced:** M Bureau facilitates partnerships with organizations such as the World Bank (WB), United Nations (UN) Donors, the International Organization of Supreme Audit Institutions (INTOSAI), the International Federation of Accountants (IFAC), the International Monetary Fund (IMF), and the Organization for Economic Cooperation and Development (OECD) among others, to improve the development community's ability to collaborate with local actors.
- **Communication Enhanced:** M Bureau communicates LS results to Congress and the public, which is crucial to building awareness and support, and further institutionalizing LS.

M Bureau backstops work collaboratively with technical staff, their Mission Director, and pillar bureau staff to determine the mission's priorities and how best to meet the mission's development objectives. The whole-of-mission approach to LS is already having success. USAID/Morocco was selected to participate in USAID's *localworks* program to promote the capacity for locally owned and led development by strengthening networks of local development actors and increasing access to local resources. The Mission's proposal took an all-inclusive mission approach, where technical, program, contracting, financial management, and executive officer staff worked together to address gender-based violence in Morocco. This activity will bring about \$8 million in new funding to the Mission.

M BUREAU INSTITUTIONLIZATION OF LOCAL SOLUTIONS

M/AA

Approved M Bureau LS OMP and made metrics part of report at the ALC.

M/OAA

Reformed A&A to make it easier to make awards to local organizations.

M/CFO

Signed agreements with the IMF, GAO, and INTOSAI to support LS.

M/CIO

Created the Enterprise Reporting Portal to make it easier to access information.

M/MS

Embedded LS into ADS 527: Functions of the Mission Executive Office.

M/MPBP

Published Agency-wide LS data online and responded to legislative requirements.

The M/CFO team at the Memorandum of Understanding signing between USAID and the IMF for capacity development.



2015 at a Glance



Rolled out the
M Bureau LS Strategy



Organized
two rounds of
speaker series



Participated in or
organized training
for over 500
people



Institutionalized LS
in the M Bureau



Launched the new
version of the
Enterprise
Reporting Portal



Made LS data public
on USAID.gov

Policies and Guidance Strengthened

Policies and guidance are the strategic link between the Agency's vision and day-to-day operations. We are committed to creating and strengthening policies and guidance that facilitate LS implementation.

Policies and guidance drive USAID's daily operations and are how the Agency communicates to staff around the world. Ensuring that formal guidance in the Automated Directives System (ADS) and its mandatory chapters and informal guidance is clear, streamlined, and constructive is crucial to strengthening the LS enabling environment. To improve the Agency's ability to work with and fund local organizations, M Bureau offices are addressing roadblocks to implementing awards to local organizations and improving and developing tools which support the government to government (G2G process). Recognizing the value of bringing M Bureau backstop expertise in early to the design phase, M Bureau is also working closely with the Bureau for Policy, Planning, and Learning (PPL) to ensure that M Bureau participation is incorporated in the new ADS 200 chapter on the Program Cycle.

Highlights:

- Eliminated the \$1,500,000 ceiling on fixed amount awards;
- Simplified technical evaluation and cost analysis methods for a 15-20 percent reduction award times;
- Established a ten percent de minimus indirect cost rate for organizations with no approved rate;
- Extended the Local Competition Authority Pilot Program, which limits competition to local entities for contracts under five million dollars; and
- Improved the PFRMRAF Stage Two process by incorporating good practices from the field on preparing Stage Two Statements of Work, working with contractors on Stage Two Risk Assessments, and developing a Stage Two Reporting template.

Successes:

The NUPAS is the main tool for making responsibility determinations on the financial and managerial capacity of non-U.S., including local and regional, recipients of USAID funds. It helps missions to assess the strengths and weaknesses of a potential partner and provides actionable recommendations for improvement. Office of Financial Management (OFM) staff in USAID/South Africa, working closely with M Bureau and others, developed and successfully piloted an automated tool, Link, to enhance and simplify the process. Valuable feedback from local organizations was incorporated during the pilot. Currently, USAID/South Africa, in collaboration with the Africa Bureau, M Bureau, and Controllers in African Missions, are expanding the geographic scope of the pilot to 11 countries. In addition, M Bureau is currently evaluating the tool to determine if it is suitable for the PFRMRAF process.

M Bureau Backstops Serve as Business Advisors on Project Design and LS Capacity Building Teams

Project design defines how USAID will operationalize its strategy, and M Bureau backstops have an important role to play in its success. We are dedicated to elevating the capacity and role of M Bureau backstops to serve as business advisors by setting expectations for their active participation and bolstering backstops' skill and knowledge base to participate effectively.

M Bureau backstops have an important role in advising and providing technical expertise to facilitate LS on matters such as acquisition and assistance, local procurement systems, enterprise and public financial management, local human resource development and labor laws, risk assessment and management, and information technology. As resource levels and skills permit, M backstops may also participate in targeted delivery of capacity development activities for partner governments and other local organizations.

Highlights:

- Participated in LS summits in Africa, Latin America and the Caribbean, and Europe and Eurasia; sharing perspectives on LS, including PFMRAF, NUPAS, and flexible adaptable mechanisms to best achieve results;
- Improved the ability of Executive Officer (EXO) staff to utilize their skills as mission subject matter experts in areas such as general administrative management, human resources, internet technology, small purchases, USG travel regulations, and communications and records management to make themselves available to host governments and local partners;
- Institutionalized the use of Transition Awards, which requires a USAID prime awardee to collaborate with a local organization to prepare the local awardee to receive the follow-on award without competition; and
- Established an Office of Support Operations in Frankfurt, Germany, to serve as a permanent platform to provide rapid response support to missions who need surge support due to staff displacement related to security issues or where there has been a surge of activity beyond the capability of existing mission personnel.

Successes:

In USAID/West Bank Gaza, the FSN Information Technology (IT) System Manager worked with the health team to complete the Health Information System (HIS), an automated system that saves doctors time, energy, and effort. His knowledge and experience in computer systems and networks allowed him to engage at a technical level and understand the ins and outs of both the infrastructure and application systems. By doing so, he advised the team to separately procure the proprietary application software from the infrastructure hardware—which could be purchased at considerable cost savings—and helped develop a solicitation for a detailed computer and infrastructure assessment for the hospitals to gather all technical information required for the contract. He then engaged at a technical level, helping to resolve issues during the implementation phase.

Building off successes such as this one, M Bureau worked closely with USAID/West Bank and Gaza as they established a Management Advisory Group consisting of the Executive Office, Office of Financial Management, and Office of Acquisition and Assistance as part of their realignment from technical offices

to development objective groups. The Management Advisory Group staff will spend at least ten percent of their time providing management advice and services to the Mission, partners, and the Palestinian Authority (PA) in an initial seven key areas, including direct support to four ministries. This Group, in addition to performing their primary functions, will address development goals and provide expertise both internally to the Development Objective Groups (activity planning and management advice) and externally to partner organizations (39 percent of Mission awards are with local contractors and grantees) and PA institutions (business and management advisory services), leveraging expertise from across the Mission as needed.

In Afghanistan, USAID's team approach to LS is assisting the Afghan national utility, Da Afghanistan Breshna Sherkat (DABS), to contract and implement over one billion dollars in U.S. Government funds through G2G infrastructure projects. DABS praised the project as helping to achieve results. DABS and USAID host monthly senior management meetings with DABS contractors to review construction implementation issues and to provide a unified government response to tough issues. In addition to their ongoing training and mentoring to DABS staff, the Office of Financial Management and Office of Acquisition and Assistance play a key role providing timely expert advice and guidance.



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Highlights: Availability of Quantitative and Qualitative Data Improved

In order to make evidence-based decisions, the Agency needs fast access to reliable data. We are committed to improving access to qualitative and quantitative data to facilitate management decisions and reporting.

The Agency needs access to reliable data to make management decisions to support LS. M Bureau is committed to improving the quality and availability of data from management and information systems such as Phoenix, GLAAS, TRACS-APC, URICA, and PPIRS to support the enabling environment for LS.

In late 2015, the M Bureau launched a new version of the Enterprise Reporting Portal (ERP) to aggregate data from disparate data sources, standardize corporate reports, and produce visualization and export capabilities for customer consumption. Subject matter experts from across the M Bureau who have specialized knowledge of USAID's corporate systems and their reporting capabilities support the Portal. The updated ERP represents a significant milestone in improving the Agency's reporting, data mining, and analytic capabilities, and will be an instrumental tool supporting LS initiatives.

USAID measures and publicly reports on the USAID Forward Indicator, *Mission program funds per year implemented through local systems*. In order to ensure that the Agency collects data in a standard and replicable manner, the Office of Management Policy, Budget, and Performance (M/MPBP) developed a business process for collecting the data during the Performance Plan and Report data call. M/MPBP oversees the data call, working with missions, regional bureaus, and the LS Team to ensure that the data the Agency publishes is as accurate as possible. M/MPBP also organizes a "Tiger Team" email to provide missions with information during the data collection period. All data are available at <https://www.usaid.gov/usaidforward>.



Success Story

USAID has been praised for making LS data open and transparent, especially from the Modernizing Foreign Aid Network – a reform coalition composed of international development and foreign policy practitioners, policy advocates, and experts. Through timely access to relevant, reliable data, USAID is empowering informed decision-making, in both Washington and the field.

Highlights: Development Partner Collaboration and Harmonization Enhanced

A strong enabling environment for LS will feature donor collaboration and harmonization that supports our mutual ability to partner with local organizations and facilitates the use of country systems. We envision two levels of donor collaboration: central collaboration between representatives from the M Bureau and representatives from donors' headquarters, and mission collaboration on host country planning and activities.

Partnerships with organizations such as the International Organization of Supreme Audit Institutions (INTOSAI), the International Federation of Accountants (IFAC), the International Monetary Fund (IMF), the OECD, EIP, and the World Bank, among others, will improve the development community's ability to collaborate in partnership with local organizations. M Bureau is working with development partners to make it easier to do business with local organizations and to improve capacity.

Feedback from local organizations shows that many have found the USAID onboarding process to be extremely challenging. In response, A&A professionals have promoted communication with local organizations by holding "How to Do Business with USAID" workshops and by providing additional resources to increase their understanding of the pre-award processes.

M Bureau is also working with the Public Expenditure Financial Accountability (PEFA) Secretariat on a multi-donor partnership between seven donor agencies and international financial institutions to assess the condition of country public expenditure, procurement, and financial accountability systems, and to develop a practical sequence for reform and capacity-building actions. During PEFA assessments, the World Bank and other donors work hand-in-hand with host country governments. PEFA assessments are unique opportunities to inform mission strategy and approaches to achieving development objectives and provide USAID with an opportunity to learn about and inform its own efforts to refine processes, including the PFMRAF and other applicable analyses related to strategic planning and project design. PEFA assessments also inform many of the PFMRAF Stage One questions.

Over the past year, financial management officers have developed partnerships with key institutions to enhance staff and partner country institutional capacity. These partnerships will strengthen our ability to provide expertise and more efficiently support capacity development in partner countries. Examples of these partnerships include:

- *International Monetary Fund Memorandum of Understanding:* On August 20, 2015, USAID signed an historic Memorandum of Understanding (MOU) with the International Monetary Fund (IMF) which establishes multiple areas of collaboration, including IMF training for USAID staff, capacity development activities, co-organized events, representation at meetings, and exchanges of information. In implementation of this MOU, USAID provided an initial \$900,000 award to the IMF for the provision of Public Financial Management (PFM) trainings to USAID staff in IMF's core areas of expertise.
- *Collaboration with the Government Accountability Office (GAO):* On June 5, 2015, fourteen GAO International Fellowship Program participants from eleven countries joined a panel discussion with representatives from USAID. The Fellowship Program helps strengthen the capacity of supreme audit institutions (SAIs) in partner countries to enhance governance, accountability, and transparency in the use of public funds.
- *The GAO Center for Audit Excellence:* M Bureau, in coordination with the LS Team, collaborated with key members of the GAO to ensure that the new GAO Center for Audit Excellence would

meet the needs of USAID missions and partner governments. The Center will provide customized training, technical assistance, and other products and services to domestic and international audit organizations.

- *Effective Institution Platform (EIP)*: The EIP, which USAID is co-chairing, is an alliance of over 60 countries and organizations that support country-led and evidence-based policy dialogue, knowledge sharing, and peer learning on public sector management and institutional reform. As part of this overall effort, USAID is engaged in at least two key areas related to financial management and LS: one centers on the use of country systems and the other is in support of SAIs.



Success Story

The Office of Acquisition and Assistance (A&A) in USAID/Haiti hosted three “Industry Days” in French and Haitian Creole in which 600 local organizations learned how to identify USAID business opportunities, and learned the basics of USAID procurement and in-country programs. As a follow-up to the Industry Days, the Office of A&A and the Regional Legal Officer developed a series of training modules aimed at educating new partners on the details of completing pre-award processes. These modules included a webinar training series on working with USAID. Future modules are being developed.

In an effort to conduct greater outreach to missions, M/OAA participated in three regional LS conferences to share best practices among LS champions. Out of these conferences, M/OAA developed LS Annual Program Statements for missions to allow for local organization set-asides in procurement.

High salaries for contractors and staff provided to the Government of Afghanistan (GOA) has created market distortions in pay for qualified staff, thus standardizing pay for contractors imbedded in government and those working for donors and their implementing partners has been a high priority for the GOA. They have been in discussions with the World Bank, UN Agencies, and other donors to achieve their goal of a single salary scale for all donor-funded Afghan staff. USAID, the single largest donor, supports this effort and a comprehensive impact review by the Afghanistan Mission’s staff led to the establishment of this policy as an official GOA requirement, an indicator under the New Development Partnership incentive program. A recent meeting of GOA Cabinet Ministers made this policy official. USAID and other donors will now be working with our partners to implement the policy.

Highlights: Communication Enhanced

Efficient and effective communications with internal and external stakeholders are crucial to the LS effort. We will proactively communicate efforts and accomplishments on LS and supporting initiatives.

In order to build a strong enabling environment, M Bureau is communicating its efforts and strategy with its backstops and the Agency. In addition, M Bureau is responding to requests for information from Congress, partners, and other stakeholders to ensure USAID LS efforts are transparent.

M Bureau Offices worked together to convene a webinar on the M Bureau LS OMP to introduce field missions to the Plan and answer questions. The webinar included over 75 participants from around the world who brought up interesting and important issues regarding M Bureau's participation in the Agency's LS effort. The webinar is available at <https://ac.usaid.gov/p60077236/?launcher=false&fcsContent=true&pbMode=normal>.

M Bureau is also incorporating LS into trainings, like *Managing for Efficiency and Effectiveness (MfEE)* and the new *Management, Knowledge, and Learning (MKL)*. MfEE builds participants' abilities to support and respond to USAID Forward reforms and mission Country Development Cooperation Strategies. MfEE also brings USAID's long history of strategic planning and performance management in programming to USAID's operations. MKL is the M Bureau's corporate program that provides an integrated approach to knowledge sharing and training on operations processes, systems, and tools. This program will improve operations efficiency and effectiveness to better support USAID's mission and promote management excellence in development.

M/CFO engaged a Communications Advisor to develop a comprehensive strategy, including on the LS effort, and lead on outreach with both internal and external partners. This role has been instrumental in M/CFO LS efforts, such as the speaker series.

Thanks to its status as the "LS data works," M Bureau responds to questions for the record and other data requests from Congress, the GAO, OIG, and other USAID stakeholders on the data analysis done for the LS indicator. M Bureau offices are part of the Agency's LS team responding to the current OIG review of USAID's LS work.



Success Story

The Office of Acquisition and Assistance (OAA) in El Salvador held a question and answer session for a Science, Technology, Innovation, and Partnership APS for local partners in Mexico. The session was done via Google Hangout and in Spanish. There were over 200 participants and the session generated a 200 question FAQ. OAA uses innovative communication techniques to reach partners, advertising contracts using new, innovative platforms such as YouTube and local newspapers.

M/CFO, the Local Solutions Team, and DCHA/DRG organized two rounds of speaker series featuring renowned speakers at the intersection of management operations and international development.

Video Recordings of the events are available on the M/CFO website:

<https://pages.usaid.gov/M/CFO/speaker-series#>.

Looking Forward



Reduction in grant and cooperative agreement award time

Recommendations for PFMRAF automation and streamlining

Training for M Bureau backstops with LS component



Work to streamline the NUPAS

Strengthening LS in the Frankfurt Global Platform

Outreach to partners, like the IMF



Assistance to other countries to create their own aid agencies

Continued outreach to backstops and stakeholders about our LS efforts

Improved enabling environment increases sustainability and country ownership



USAID
FROM THE AMERICAN PEOPLE

