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<p style="text-align: center;">AGENCY FOR INTERNATIONAL DEVELOPMENT</p> <p style="text-align: center;">PROJECT IDENTIFICATION DOCUMENT FACESHEET</p> <p style="text-align: center;">TO BE COMPLETED BY ORIGINATING OFFICE</p>	<p>1. TRANSACTION CODE</p> <div style="border: 1px solid black; padding: 2px; display: inline-block; margin-right: 5px;">A</div> <p>A = ADD C = CHANGE D = DELETE</p>	<p>PID</p> <hr/> <p>2. DOCUMENT CODE</p> <p style="text-align: center;">1</p>
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<p>3. COUNTRY/ENTITY Jamaica</p>	<p>4. DOCUMENT REVISION NUMBER N/A</p>
<p>5. PROJECT NUMBER (7 DIGITS) 532-0085</p>	<p>6. BUREAU/OFFICE SYMBOL: SAC CODE: 05</p>
<p>7. PROJECT TITLE (MAXIMUM 40 CHARACTERS) VOLUNTARY SECTOR DEVELOPMENT PROJECT</p>	

<p>8. PROPOSED NEXT DOCUMENT</p> <p>A. <input type="checkbox"/> 2 = PRP <input checked="" type="checkbox"/> 3 = PP</p> <p>B. DATE: MM YY 0 9 8 2</p>	<p>10. ESTIMATED COSTS (\$000 OR EQUIVALENT, \$1 =)</p> <table border="1" style="width:100%; border-collapse: collapse;"> <tr> <th colspan="2">FUNDING SOURCE</th> <th style="text-align: right;">BASE</th> </tr> <tr> <td>A. AID APPROPRIATED</td> <td></td> <td style="text-align: right;">5.00</td> </tr> <tr> <td>B. OTHER U.S.</td> <td>1. 2.</td> <td></td> </tr> <tr> <td>C. HOST COUNTRY</td> <td></td> <td style="text-align: right;">1.08</td> </tr> <tr> <td>D. OTHER DONOR(S)</td> <td></td> <td></td> </tr> <tr> <td colspan="2" style="text-align: right;">TOTAL</td> <td style="text-align: right;">6.08</td> </tr> </table>	FUNDING SOURCE		BASE	A. AID APPROPRIATED		5.00	B. OTHER U.S.	1. 2.		C. HOST COUNTRY		1.08	D. OTHER DONOR(S)			TOTAL		6.08
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D. OTHER DONOR(S)																			
TOTAL		6.08																	

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION

a. INITIAL FY: 8 | 3 b. FINAL FY: 8 | 5

11. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. FIRST FY		LIFE OF PROJECT	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN
(1) EH	660	710	-	.193	-	.668	
(2) EH	610	612	-	1.500	-	2.500	
(3) EH	200	075	-	.500	-	1.832	
(4)							
TOTAL				2.193		5.000	

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)

790 760 740

13. SPECIAL CONCERNS CODES (MAXIMUM SIX CODES OF FOUR POSITIONS EACH)

PVON BR BU

14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (MAXIMUM 240 CHARACTERS)

To contribute to the overall economic recovery of Jamaica at the grass roots level among the poorest of the poor.

16. PROJECT PURPOSE (MAXIMUM 400 CHARACTERS)

1. Provide opportunity for selected PVOs to assist the poor majority to participate in the economic recovery of Jamaica.
2. To assist at least 20 IPVOs to become viable development organizations able to attract and utilize development funds from international donors.

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)

Staff 1) One USAID Officer
2) Four Contract Personnel (1 U.S., 3 local)
3) Funds: PD&S

<p>18. ORIGINATING OFFICE CLEARANCE</p> <p>Signature: _____</p> <p>Title: _____</p> <p>Date Signed: MM DD YY 0 9 8 2</p>	<p>19. DATE DOCUMENT RECEIVED BY AID/W, or FOR AID/W DOCUMENT DATE OF DISTRIBUTION</p> <p>MM DD YY</p>
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VOLUNTARY SECTOR
DEVELOPMENT PROJECT
532-0085

TABLE OF CONTENTS

I.	<u>BACKGROUND</u>	
	a. General Situation	1
	b. Statement of the Problem	2
	c. Strategies and Priorities	4
	d. Project Alternatives	5
	e. Constraints	7
	f. Assumptions	8
	g. Relation to USAID Strategy and Other Donors	9
II.	<u>PROJECT DESCRIPTION</u>	
	a. Project Purpose	10
	b. Project concept and general description	10
	c. Synopsis of the Logical Framework	14
	d. Sampling of Potential Grantees	17
	e. Criteria for Inclusion in the "GOAL" project	20
	f. Tentative Budget	25
	g. Project Paper Development	27
	<u>Annex A.</u> Log Frame	28
	<u>Annex B.</u> Initial Environmental Examination	29

I BACKGROUND

a. General Situation

Over the past eight to ten years the economy of Jamaica has gotten increasingly worse. Only in the past year have things begun to get better. The needed recovery cannot occur overnight but will take several years of planning, hard work and close cooperation among public and private, and international agencies.

During these recent years the citizens have not been accustomed to a very stable and beneficent government. They have had to rely on many kinds of help including that of private and voluntary organizations (PVOs). Most of these have been community-based or Indigenous Private and Voluntary Organizations (IPVOs). These IPVOs have suffered through severe budgetary crises and personnel shortages. It is indeed remarkable that so many continue to exist and that so many leaders are giving so unselfishly of their time and talents. They have made small but substantial contributions to the communities and to suffering individuals and families in Jamaica. Though it is difficult to prove, experienced AID personnel consider Jamaica unusual in the high degree of grass-roots community group efforts. In fact, the private and voluntary organizations should be recognized as a substantive part of the natural resources (often unrecognized) of Jamaica. There are many of these IPVOs - perhaps some two hundred - that could clearly be recognized as such. But there are still more that are highly informal and unofficial and which are ignored in this discussion.

Many of the IPVOs are well-organized, exist for clear-cut purposes and accomplish a great deal considering their tight finances. A few of the IPVOs are competent and effective on a "national" scale. However, "national" frequently means "national capitol" (kingston) only. Just a handful of IPVOs could be considered to be approaching broad national representation.

The role of IPVOs in Jamaica is an accepted fact. The individual in Jamaica values his individuality, perhaps even flaunts it. He tends to be suspicious of governmental agencies, even though he guards well his right to vote. But when an IPVO proves its value and procudes results in a practical and non-partisan way, the people quickly grow to respect and trust it. Such IPVOs have helped to quell strife, generate community action and establish ongoing helpful activities to meet real needs.

This project will build on the public esteem for IPVOs. It will provide funding for carefully designed projects to be run by IPVOs that meet necessary criteria. It will be a link between the Agency for International Development and many of the poor individuals of Jamaica who are unemployed, disheartened and lacking the small assistance this project can give. It will also be a link between the IPVOs and USAID.

b. Statement of the Problem

There are three key problems relating to the purposes of private and voluntary organizations in Jamaica and to the methods of helping them. These are:

- Access of the rural poor to opportunities to better their economic and social conditions;
- The newness of IPVOs in the Jamaican economic development arena; and
- The understaffing of USAID/J.

1. Both the rural and the urban poor have great difficulty in bettering their economic and social conditions. They need help through practical skills training and job opportunities. They need assistance in increasing food production, improving nutrition and sanitation practices, in health and family planning. Private and voluntary organizations are working hard, but on a limited scale in all of these areas.

2. The IPVO's in Jamaica are relatively new entrants into the economic arena. Although there are about two hundred IPVO's in Jamaica, only a few are having a significant impact on the economic-development scene. These few are increasing in number and are conducting simple, practical skills training classes, helping graduates to find jobs, aiding the handicapped, providing family planning services, solving problems of childcare, furnishing remedial classes for literacy and numeracy, teaching crafts, setting up agricultural projects, and the like. There are, however, probably less than fifty that have the basic structure, vision and leadership (to say nothing of funding) to become viable development-oriented IPVO's.

It is to this smaller group that this project is addressed. It will give some of them the experience and training needed in actual project selection, planning, design, implementation, and evaluation. In other words, this project will help them to become much more active and effective participants in the economic development process.

It should be noted that both the Council for Voluntary Social Services (CVSS) and the Partners of the Americas (Jamaica and Western New York) have helped to the extent possible in providing technical assistance and instruction on fund-seeking and managerial skills to many such organizations.

3. The Agency for International Development is affected by the recent efforts to reduce the number of federal government employees. Consequently all Missions, including USAID/J, are looking for ways to maximize the effectiveness of existing staff. One of the areas most affected by efforts to cut labor-intensive activities is naturally the IPVO community. The AID project development process is complex and time-consuming. It takes time on the part of the USAID staff and it also requires much of the IPVO. Consequently, many IPVO's of excellent potential are turned down, turned off or just postponed.

This project proposes to provide opportunity for selected IPVOs to be guided through the development process, the OPG project approval process and project implementation by the VSD Project Staff. It is expected that approximately 20 projects during the 3-year life of the project will be approved and many of them completed, giving about one-half of the qualified IPVO community an opportunity to gain this valuable experience and training. The intent is not to make the IPVOs dependent on USAID but to give them the experience and stature that will encourage and provide them the avenue to tap other worldwide sources of funding for their very valuable development input. According to the U.S. Department of Commerce, the U.S. voluntary sector sent contributions overseas of a little more than \$25 billion. It is estimated that the worldwide availability of donor funds is about \$47 billion. Qualified IPVOs can expect to become serious contenders for some part of this vast amount of donor funds if they learn well the development process.

c. Strategies and Priorities

In its party manifesto, "Change Without Chaos: A National Programme for Reconstruction", the current GOJ stressed the need to get the private sector out front in its economic recovery programme. The need to revitalize the private sector as described by Prime Minister Seaga is echoed in the need to put the voluntary community of the private sector to work also. The grass roots, where the poorest of the poor (both rural and urban) are more likely to be found, cannot be left out or the growth and strength of the private sector will be distorted. What the commercial and business elements of the private sector can do for the middle and upper class, the voluntary organizations in place are prepared to do for the disenfranchised.

The Foreign Assistance Act has stressed over the years (1974-1981) the need for AID to include the poorest of the poor in its development programs.

Congress has especially stressed the danger of AID becoming overly involved in development that provided illusionary assistance to the poor. They then directed that the majority of AID's development projects should be in direct projects providing quick, measurable benefits to the needy. The IPVO community of Jamaica can do this through the funding made available from this proposed project.

This project therefore rounds out the total strategy of USAID and the GOJ by closing the loop on assistance provided to the private and voluntary sectors thus making assistance more readily available to the poorest of the poor, allowing development and progress to take place throughout the full spectrum of need.

d. Project Alternatives

The USAID Mission has examined other options to meet this need for social and economic development among the disenfranchised of both the rural and urban poorest of the poor. One such option was considered at the time when the Skill Training Project, 532-0083, was being developed. However, it was found that the skills training system of Jamaica would have been severely strained if taxed with the assignment to undertake the special work of providing job opportunities in addition to training to those who need basic life-support systems at the same time, to allow them to be able to absorb the learning and discipline to re-shape their life-style. This option was rejected as the vehicle to serve the rural and urban poor.

The USAID Mission also considered the option of contracting with a U.S.-based PVO to undertake the challenge of working with the IPVO community and providing the direction and financial assistance necessary to help the IPVOs become more self-sufficient. But there is the obviously negative impact of the excessive cost to a U.S. PVO which, if the USAID agreed to provide all or part, would be considerably more than the current proposal. There is also

the problem of any PVO selected being the representative of a certain special interest group. PVOs tend to be grouped into four main sub-groups: (1) Quasi-Governmental (i.e. New Transcentury-U.S., S.I.T.A.-Sweden, Foundation for Cooperative Housing-U.S., Most U.S. Cooperative Organizations, American Labor Organizations); (2) Private sector non-religious-related organizations (i.e. CARE-U.S., ACCION International-U.S., Caribbean Council-U.S., Community Development Foundation-U.S., Goodwill Industries of America-U.S.); (3) Private Sector, religious-affiliated groups, associated with the National Council of Churches, liberal in policy and religious orientation (i.e. Church World Service (CWS)-U.S., Catholic Relief Services, C.O.D.E.L.-U.S., American Friends Service Committee-U.S.); (4) Private Sector, religious-affiliated groups, associated with the National Association of Evangelicals, conservative in policy and religious leaning (i.e., Compassion-U.S., World Relief Corporation-U.S., World Vision-U.S., TEAR-FUND - England and Holland, Food For The Hungry-U.S., M&P International-U.S.).

Because these organizations have been created by, and are operating under, funds provided by the contributors with special interest and support, it is extremely difficult for the PVOs to cut across ideological lines and use their funds for purposes other than that understood by the contributors.

Usually the liberal groups will work with liberal counterparts, conservative groups with conservative counterparts and the quasi-governmental and non-religious groups will naturally lean toward their own kind. Although this has proven to be a satisfactory system in the past and allows the entire range of needs to be met, the USAID in this case would prefer to have one central group not identified with any of the other four. This will let this project serve a balanced selection of all the various IPVOs and strongly identify USAID with the entire development process.

e. Constraints

Anyone familiar with voluntary organizations knows some of the problems encountered in helping them in any country. There are difficulties for them in getting and keeping good staff workers. AID ends up doing some things that the local PVO should be doing. Things don't happen fast enough. In general, they lack the resources of all types to be able to create and carry out effective projects of a nature that will assist Jamaica socially and economically to a significant degree. Listed below are some of the pertinent constraints on local PVOs:

1. All IPVOs are currently hindered by the economic restraints of Jamaica (shortage of funds, lack of foreign exchange, problems of transportation and communication).
2. IPVOs are generally unable to hire sufficient staff to operate at efficient levels.
3. Often IPVOs come behind private business and government in attracting employees, so do not hire the quality of employees desired. (This is sometimes balanced by the public-spirited and dedicated quality of volunteers.)
4. Some IPVOs (VOUCH for example) are located in areas where there is much crime and consequently have been "ripped off" several times.
5. Most IPVOs lack elementary equipment (typewriters, pickup trucks, file cabinets) and none have mini-computers.
6. Some IPVOs have had only limited experience in careful budgeting, planning and implementation of programs.
7. Most IPVOs have had no experience with formal evaluations.
8. Not enough training has reached the local IPVOs in the areas of practical administration. Some earlier efforts were sound but were hindered by political unrest, such as transportation strikes, telephone sick-outs, electrical shortages, criminal activity.

9. Some political districts are represented in government by members of the opposition party. It is possible that IPVOs headquartered in these areas may find it harder to get governmental assistance and cooperation than do others. (In such case the nationally-based IPVOs can be more helpful.)

10. Costs of advertising and public information campaigns are high. Fortunately, the present head of the national television station is a very strong supporter of IPVOs and grass-roots level action. She has been most helpful to PVOs in fund-raising and in general reporting to the public of needs and activities of concern to the IPVOs.

An analysis of these constraints leads one to believe that the Voluntary Sector Development project could help many IPVOs overcome the constraints. At least twenty key IPVOs and more smaller ones can be helped to make greater impacts on Jamaica's economic and social problems and to strengthen their own competencies as well.

f. Assumptions

Any project is based on certain assumptions, recognized and unrecognized. The following are these consciously considered in writing this project proposal:

1. That many of those helped by sub-projects are the truly poor,
2. That political manipulation will be kept to a minimum,
3. That each IPVO will continue to receive its normal support,
4. That the economy will gradually improve,
5. That hurricanes and other natural disasters will not unduly hamper project activities,

6. That other serious bottlenecks beyond project control will not occur
7. That the USG and GOJ will maintain their positive relationship,
8. That skill training activities will lead to actual employment or higher production,
9. That manpower forecasts used in developing training plans will turn out to be reasonably accurate,
10. That when family planning is taught actual changes in practice may result,
11. That the projects may result in an increase of disposable income to the recipients,
12. That training leading to the employment of one person leads to the helping of five relatives, on the average,
13. That each sub-project deals with or impacts upon 100 recipient families of five members each per year for three years,
14. That employment of one person leads to the tertiary benefit of fifteen others.

g. Relation to USAID Strategy and Other Donors

In both the FY 1983 and FY 1984 CDSSs, USAID/J has emphasized both the variety and influence of IPVOs in Jamaica and their potential for contributing to the GOJ's recovery program. This potential includes not only involvement of people at the grass-roots level, but also more equitable distribution of the benefits of economic recovery to the poor majority. The FY 1984 CDSS states specifically on p. 33 that a "non-institution-specific PVO project will be implemented during the plan period to provide immediate, field-level response capability to PVO proposals"

The proposed Voluntary Sector Development Project will complement ongoing and proposed USAID initiatives in areas such as basic skills training, agricultural marketing, primary health care and maternal/child nutrition. As noted above, it will also augment the Special Development Activities Fund.

Although other bilateral and multilateral donors do provide occasional support for specific IPVO projects in Jamaica, this support does not begin to address the needs described in this PID. USAID, and/or the U.S. Embassy, are by far the most frequent recipients of requests for assistance from the private voluntary community. In the development of selection criteria for projects to be funded under VSDP, USAID will assure that no duplication of effort exists between AID-supported IPVO projects and those financed by other donors.

II. PROJECT DESCRIPTION

a. Project Purpose

1. To expand and increase the economic and social development of Jamaica's poor majority, through enlarged opportunities to participate in local level development projects.
2. To increase the effectiveness of indigenous PVOs to plan, design, implement and evaluate their own local development projects.

b. Project Concept and General Description

The money provided for this project will establish a fund from which selected PVOs will be able to receive grants for specific approved projects.

Indigenous and U.S.-based PVOs will be eligible to request assistance under this project. IPVOs will be required to show evidence of GOJ status as a not-for-profit organization with a tax exempt status. The U.S.-based PVO must be registered with AID/W - Advisory Committee on Voluntary Foreign Aid.

OPGs approved under the Voluntary Sector Development Project will reflect the Mission's priority to satisfy basic human needs of the disadvantaged sections of the Jamaica population. Such activities would be addressed in such areas as (1) enabling the poor to increase their income through raising their production, improving their access to productive resources and/or expanding their opportunities for productive employment (since women are a particularly disadvantaged group in Jamaica, this will necessitate an emphasis on productive programs that impact on women, as well as men); and (2) increasing access to goods and services such as skill training, sanitation, health, basic education, family planning, nutrition, information, etc.

The demand for such project support has been increasing over the past 3 years. The work load generated by the OPG approval process has resulted in some project requests having to be postponed. Project implementation in turn adds further staff work that stretches the capacity of those within USAID/J's staff ceiling. The Mission has looked for ways to overcome this.

The Mission has explored the various models of PVO project funding in Africa and Asia. It seems these models have all been developed to overcome these same difficulties - the long lead time for the approval process and the demand on staff time to do an adequate job of monitoring the implementation of the OPG.

The Upper Volta model recently proposed to AID/Washington seems to have many advantages for USAID/Jamaica. We propose, however, to make some modifications in the Upper Volta proposal to more completely fit the needs of the PVO's, the GOJ and USAID in Jamaica.

USAID notes that the Asia model of PVO project funding puts heavy emphasis on the U.S. PVOs with a presence in the host country. The indigenous PVOs seem under that model to be regarded almost with suspicion and are generally given assistance by AID only when they are in close cooperation with

a U.S. PVO. However, after a lengthy testing period, in the case of the Indonesia co-financing project, the Mission does deal with the indigenous PVO directly rather than through a U.S. PVO.

In the case of the Upper Volta model which does accept the indigenous PVO, as well as U.S. and other third country PVOs, the plan is to divorce the Mission almost totally from the development process and have most of the selection, planning, design and implementation done by the PVO community consortium, only reserving to USAID the actions of concurrence, funding and evaluation. This does eliminate the foreign language problem. This seems to be the other extreme and would not seem necessary in the Jamaica scene, where English is the national language.

This proposal will use much of the Upper Volta concept because it provides a good working plan for the IPVO. However, we are proposing that an OPG Development Committee be selected by USAID and that it report to a direct-hire project manager within USAID. Also, contrary to the Upper Volta plan, all PVOs are eligible to apply for assistance, not just those who are members of a certain association. A pre-project screening process will be developed that will allow the committee to select those projects best-suited to the criteria and priorities of the GOJ and USAID.

This project will not be used to provide funds for the Special Development Activity Fund nor will it be used to replace or substitute for the SDAF in any way. The SDAF will continue to operate for small projects generally in the \$2,000 to \$10,000 range. The VSD OPG Project will provide PVO project funding for a range of projects grouped in three size categories:

1. Projects developed by PVOs judged able to manage projects in the \$25,000 to \$100,000 range;
2. Projects developed by PVOs judged able to manage projects in the \$100,000 to \$400,000 range; and

3. Projects developed by PVOs judged able to manage projects up to \$600,000.
4. Successful performance on activities within the first category will allow an IPVO to be considered for categories 2 or 3.

In those exceptional cases where a special project and an extremely able PVO can demonstrate a need for funding from \$600,000 up to \$1.0 million, the Mission Director can make the determination to waive the \$600,000 limit. It is not anticipated, however, that this will be a common practice.

It is expected that the demand for a locally-administered OPG fund will be very great. Out of the approximately 200 PVOs in Jamaica it is reasonable to expect that at least 20 to 30 will avail themselves of the \$25,000 - \$100,000 range of funding, 15 to 25 to qualify for the \$100,000 to \$400,000 range and a much smaller number for the upper limit.

USAID is proposing that \$5.0 million be provided for this four year project with support cost and sub-project funding for the first 3 years and support costs only for the fourth year. The first year start-up costs are estimated to be \$2,193,000, including support costs. The second year will require \$2,000,000, the third year \$658,000 and the fourth year (support cost only) \$158,000. The support cost for the start-up year is estimated at \$145,000 plus contingency if required and \$110,000 per year plus contingency thereafter (see budget). The IPVO community will provide 25% of the sub-project funding for a total in-kind and cash contribution of \$1,082,812. Total project cost is estimated to be \$6,082,812.00.

This schedule is expected to produce a total of 20 OPGs either completed or underway during the life of the project (3 years).

USAID is unable to undertake the day-to-day implementation of the overall project or of the individual sub-projects. Instead, the project will find an office and personnel who will be responsible to USAID for the day-to-day implementation. This should probably include a U.S. technician, two local administrative assistants, a secretary and driver/messenger. The technician could be an individual PSC with PVO experience or a U.S. PVO could have a contract to manage the project. Either way the administrator would be responsible to the Mission Director for general guidance and the EHRO Chief for regular technical direction. The support costs for the staff and office space, a micro-computer for project planning, writing and monitoring, and for transportation and operations should not exceed \$150,000 for the first year and \$120,000 per year for the remaining two years (see budget estimate).

USAID sees this project as a direct result of the priorities and directions of the 1984 CDSS. Many of the OPGs under this project will have a significant emphasis on skill training and job creation.

c. Synopsis of the Logical Framework

1. Project Goal

The goal of this project is to contribute to the overall economic recovery of Jamaica by directly and indirectly increasing the quality of life for a minimum of 250,000 poor people currently not able to partake of the economic growth through lack of opportunity.

2. Project Purposes

The purpose of this project is two-fold: (i) To provide an AID-funded, locally administered Group OPG which would give selected Indigenous Private Voluntary Organizations (IPVOs) the needed resources to assist the poorest of the poor in participating in the economic recovery of Jamaica; and (ii) To

see the IPVOs that take part in this project become viable development organizations through experience and training, able to attract funds for continued development activity from other donor sources.

3. End of Project Status

The project proposes to achieve the following by the end of the project:

(a) At least 20 IPVOs skilled in project selection, planning, design, implementation and evaluation, allowing them to attract funding from world-wide donors.

(b) A minimum of 250,000 people living in urban and rural poverty conditions who have been benefitted directly and indirectly by an improved quality of life. Benefits to immediate targets would be recognized by such indicators as:

1. Increases in disposable income;
- Improved health conditions;
3. Increased food production;
4. Increase in self-worth, dignity, self-respect.

4. Outputs

Although it is not possible at this stage to estimate with a great degree of precision, we anticipate that this project will produce a minimum of forty skilled development officers in a minimum of twenty IPVOs. There will also be numerous grass-roots committees and working groups that will have had the experience of working successfully together toward a common goal. We also expect there will be up to fifteen new community organizations who, for the first time, see the possibility of self-help being a viable alterna-

tive for their previous dead-end life style. We also anticipate that several thousand people will benefit directly and indirectly through improvement opportunities and increased earning capacity through improved health and additional skill training. More food will be grown and made available in the markets of Jamaica.

5. Inputs

The establishment and operation of the VSD Project office will be the major input to this project. This will be the lead agency responsible both to the USAID Mission and to the IPVO community for the successful implementation of this project. It will be charged with the task of monitoring the OPG selection criteria, project selection criteria, project design, implementation and evaluation.

The VSD office will also be the primary training unit for the IPVOs. It will make certain that each IPVO taking part in the Group OPG program is given clear detailed guidance in the preparation and implementation of the sub-projects. The VSD office will also be responsible to USAID to complete all pre-project work and apply all selection criteria as directed by the USAID. The final approval of the selected IPVO will be the responsibility of the USAID. The VSD office must seek USAID concurrence prior to proceeding with final project design preparation with each approved IPVO. Finally, the VSD office will submit the completed project plan to USAID/J for approval and funding.

Support costs for the VSD office will come from the Group OPG fund as outlined in the "Tentative Budget" that follows.

d. A Sampling of Potential Grantees for the Project

What IPVOs might be helped by the Voluntary Sector Development Project? There are certainly many from which to choose. Estimates range from two to three hundred organizations, local and national, in Jamaica. They run from the well organized and well motivated to the unorganized and inefficient. Well over one hundred have sought assistance from the Special Development Activity Fund of USAID/Jamaica.

Some Jamaican PVOs are large in scope and others are very narrow and specific. One may aim at hundreds or thousands of beneficiaries and another at dozens. Their purposes vary from health, morals, and rescue work to feeding, schooling, welfare, and skills training. A current OPG recipient, "Operation Friendship", has universal acceptance for its integrity, organization, skills training, and placement of graduates. Below are thumbnail sketches of four current applicants for OPG assistance. The Mission holds them in high esteem and would like to assist them. Unfortunately, the OPG review process is labour intensive and as a result, long delays often occur between submission of a proposal and its eventual approval. The administrative aspect of this VSD project grant will avoid that.

There are many examples that might be described from among those smaller PVOs that have had SDAF grants and proven to be sound investments. They would fit in as small and middle-range PVOs for the VSD project. The four below are illustrations of the larger end of the scale.

PVO No. 1

One PVO has been working since 1965 particularly with teenaged girls and mothers. Many of these are dropouts from elementary or secondary schools. The majority come from very poor families scattered throughout the roughest parts of Kingston. Due to economic and sociological problems, these are girls who without this program could be expected to end up on the wrong side of the law and become serious liabilities to Jamaica.

This PVO was established with such long term goals as education, civic consciousness, morals, and proper family life. Short-term goals include skill training and family planning. Girls have been graduating with skills in arts and crafts, child care and cooking. The teachers are highly respected by the community and all but one have been there since the school began.

This PVO's desire is to add on now to its school facilities in order to give formal classes, training and practice in cosmetology, for which there is a ready market.

PVO No. 2

Another private and voluntary group was founded three years ago by the merger of two child centered associations. They have been dealing with parts of Kingston that are almost never seen by visitors to Jamaica. Even people from another part of Kingston are afraid to visit these neighborhoods.

Yet this PVO has established three childcare centers in these very depressed areas. They help to provide for little children who otherwise would have no care while their mothers are trying to earn their livings in a hand-to-mouth fashion. The PVO also teaches likely candidates the skills of running a childcare center.

One of the paradoxes of their helping the most depressed are is that the workers themselves are respected and protected from physical harm or threat, yet at night their centers and offices are constant targets for burglary. In fact, they average being burglarized once per month. Their van was stolen, their files were vandalized, family records were destroyed and their central office was burned down. The new buildings will require heavy security against night-time burglary.

Yet the staff is determined, continues in the face of extreme financial need, and wants to extend their work into other needy areas of the country.

These include the expansion of their preventative health care and their ability to handle immediate and emergency medical problems. Their aim is to provide a broad type of health care, family planning service, counselling, and basic social development service to babies and children up to the age of twelve where virtually no other such group is functioning.

PVO No. 3

One of the causes for the failure of many projects is that they have too small a scope. If they teach some new techniques to a farmer, help in sanitation, begin an irrigation system, introduce a new strain in horticulture, initiate a marketing program, or start anything in isolation, progress frequently ends when the funding stops. All innovations run the risk in Jamaica as elsewhere, of being ignored, ridiculed, burgularized or vandalized. A different approach is the "total village" involvement concept.

In this manner a PVO will go in to help a village only if the entire village is willing to participate in the planning, in various aspects of work, in marketing sanitation, education, etc. When all are involved then no one stands out as the innovator to be attacked. Progress quickly becomes apparent as more are working, village pride is increasing, and all can see the benefits of planning and cooperating.

One such group has worked in a rather remote highland village of Jamaica. It now is at the point of expanding to the surrounding 14 villages. It needs help in developing a training center to assist these villages and eventually others in Jamaica. This seems to be a unique and relatively certain way of helping the poor to help themselves.

PVO No. 4

A group of religious sisters and brothers are running, with minimal GOJ assistance, a residential center for boys who are orphans or neglected or wards of the court. About a hundred and forty boys between the ages of seven and seventeen live on a 125-acre site two hours away from the Kingston slums, from which most of them come.

Virtually all of these boys arrive in a disturbed, untrusting state, unable to read or write. Now they are gaining self-control, self-assurance and basic skills. These skills are not only reading and numbers, but crafts, care of animals and irrigation of plants. Children learn to live with respect for each other. Discipline is firm but fair and gradually the children are losing their fears. Each seems to realize that this may be his only chance to a better life and that he must not lose it.

The children get up early to care for 700 chickens, 60 pigs, pumpkins, coffee, and peanuts. There are also citrus and tropical fruits and vegetables to be sold or eaten.

Goals of this project are to grow food enough for good nutrition, teach basic habits and skills and create career opportunities in agriculture and meat butchering. The staff is planning a meat processing plant, broiler production program, fish rearing tanks, maintenance training, and a retailing system. Thus eventually they plan to be self-supporting.

e. Criteria for Inclusion in the Project

In view of the fact that this type of project is dependent for its success on voluntary groups not as yet selected, it is not possible to spell out in detail all of the activities, costs or expected results in advance. Therefore it is most necessary to give a great deal of care to that which will determine which PVOs and which sub-projects will enter the project. In other words, the selection criteria are of major significance in the planning of this project.

The criteria are here presented in two groupings. The first is the more important, dealing with the selection of the PVO groups. The second covers the factors for inclusion of a particular project (or sub-project under the broad project). Of course, no matter how farseeing such lists of criteria may be, it will be advisable to leave with the Mission Director the right to

waive criteria for a given sub-project. But without set criteria the project cannot expect wide impact and success.

Criteria for Inclusion as a PVO

1. Any PVO wishing to gain assistance through VSDP must: (a) demonstrate clearly a positive track record in completing successfully development projects of similar or greater size than the project for which it currently is seeking assistance, or (b) submit for examination the collective experience in related or similar activities of its Board of Directors (or its equivalent), Advisory Board and its staff. The information should be of sufficient detail so that a reasonable and accurate judgment can be made relative to the organization's ability to manage the proposed project.

2. PVOs intending to carry out productive programs will be required to have the capability to identify, design and assess the feasibility of income generation projects. Staff must be adequately trained in and experienced with evaluating the costs and benefits of projects, market potential, transportation and marketing requirements, etc. The organization will also be required to have in place or to develop a system of monitoring and evaluation so that problems arising during project implementation may be recognized and addressed before they take on major proportions, and so that project successes can be systematically accounted for and replicated.

The PVO should also have a policy of utilizing market rates of interest when making loans to groups or individual entrepreneurs so as not to encourage the development of projects which would not be economically viable in the long run.

The organization should make a clear distinction between community development/service oriented activities and those activities which are focussed on direct income generation. Community development staff should not be asked

to carry out the design and implementation of income generation projects. Rather, staff trained in economic feasibility analyses should be called upon to manage these projects.

3. The PVO must be able to produce valid, current, legal evidence that it is a bona fide not-for-profit organization according to the laws governing such status within Jamaica and they must be able to demonstrate that they are exempt from import taxes.

4. In the case of the U.S. PVOs they must be registered with AID/W - Advisory Committee on Voluntary Foreign Aid and to be acceptable to GOJ as a bona fide PVO.

5. Any U.S. PVO must be in partnership (or other satisfactory arrangement) with an IPVO that meets above criteria 1 and 2 in order to qualify for participation under this Group OPG. Consortium arrangements involving several IPVOs and a U.S. PVO are highly desirable.

6. Expatriate staff of the U.S.-based PVO should be kept to a minimum and a training of the IPVO staff should be one of the principal purposes of the U.S. PVO involvement.

Criteria for a Sub-Project under the VSD Project

The following criteria are illustrative only and not the sole guide for approval of individual projects under this Group OPG. However, preference will be given to proposed PVO development activities in keeping with the extent to which they meet the following criteria:

1. Have a component of skill training or remedial education which is linked to existing demand for particular skills;

2. Help increase the capacity of communities and target groups to plan and execute self-help local development projects;

3. Help bring about one or more of the following changes in community target groups:

- (a) Greater equality of income distribution: This will necessarily involve a focus on enhancing women's economic opportunities since large earnings differentials currently exist between men and women.
- (b) Reduced rate of unemployment and under-employment: Unemployment rates in Jamaica are extremely high and women are particularly hard hit in this respect. In all age categories, women experience unemployment rates at least twice as high as those for men -- and in several age categories, three and four times as high as those for men. Nonetheless, women bear economic responsibilities equal to or greater than those of men. One-third of all households are headed by women and in another one-third of households women in non-legal, often unstable unions, provide the major part of family income.
- (c) Increased agricultural productivity per unit of land through small-farm, labor-intensive agriculture: Female farmers are not uncommon in Jamaica -- 17% of women workers are involved in agriculture -- and special efforts should be made to develop extension services which respond to their needs. In addition, attention should be paid to the marketing and processing of agricultural products, in which women play a major role, and which directly affect incentives for improving production.
- (d) Reduced infant mortality;
- (e) Sanitation;
- (f) Controlled population growth.

4. Directly improve the lives of the communities and target groups, especially the rural or urban poor;

5. Have an on-going benefit in the nature of 1 through 3 above for the target group following the end of the project and can be replicated elsewhere in Jamaica and/or the developing world;

6. Encourage and bring about local participation and financial support;

7. Be headed by people held in respect by the community, and believed to be competent administrators;

8. Be administratively and financially feasible, and which are designed to be administratively and financially viable after the period of planned USAID assistance. This means that, in the case of income generation programs, any loans to PVO clients must be made at market rates and accurate assessments of project viability must be performed.

9. Fit the current priorities of USAID/J.

e. Tentative Budget

VSD SUPPORT COSTS		(US\$)	
I.	SALARIES		\$288,000.00
	1. Ex-Pat-Executive Director		
	@ \$30,000/yr 4 person yrs	(120,000)	
	Allowances @ 25%	(30,000)	
	2. Local Hire, Program Officers		
	2 each @ \$1,00 mo each - 8 person years	(96,000)	
	Allowances @ 15%	(14,400)	
	3. Local Hire, Secretary @ \$500/mo 4 person yr	(24,000)	
	Allowances @ 15%	(3,600)	
II.	HOUSING		29,280.00
	Ex-Pat-Executive Director		
	@ \$610.00/mo including utilities		
III.	CONSULTANTS		68,200.00
	Fee @ \$200/day x 200 days	(40,000)	
	International Travel 14 RT US-J@\$300	(11,200)	
	Local Travel	(3,000)	
	Per Diem @ \$70.00/day x 200	(14,000)	
IV.	VEHICLE & SHIPPING - (ONE TIME START UPCOST)		12,000.00
V.	VEHICLE OPNS AND MAINTENANCE @ \$250/mo		12,000.00
VI.	OFFICE RENT AND OPERATIONS		63,200.00
	Rent @ \$600/mo	(28,800)	
	Furniture (one time start up cost)	(10,000)	
	Supplies, telephone, cable, printing,		
	utilities @ \$400/mo	(14,400)	
	Micro-computer (one time start up cost)	(10,000)	
			<hr/>
		SUB-TOTAL	477,680.00
		INFLATION & CONTINGENCY @ 40%	191,072.00
			<hr/>
		TOTAL	668,752.00
		(13.3% support costs)	

VSD SUB-PROJECTS (US\$)	<u>IPVOs</u>	<u>AID</u>
	1,082,812	4,331,248
Administrative Support		668,752
	<u>1,082,812</u>	<u>5,000,000</u>
TOTAL PROJECT		6,082,812

FIRST OPN YEAR - OBLIGATIONS

SUB-PROJECTS		2,000,000
Contingency & Inflation		47,768
IPVOs Local Contribution (25% project costs)		500,000
Administrative Support (GOAL)		145,000
TOTAL		<u>2,692,768</u>

SECOND OPN YEAR - OBLIGATIONS

SUB-PROJECTS		1,831,928
Contingency & Inflation		47,768
IPVOs - Local Contribution (25% project costs)		457,812
Administrative Support (GOAL)		110,000
TOTAL		<u>2,447,508</u>

THIRD OPN YEAR - OBLIGATIONS

SUB-PROJECTS		500,000
Contingency & Inflation		47,768
IPVOs Local Contribution (25% project costs)		125,000
Administrative Support (GOAL)		110,000
TOTAL		<u>782,768</u>

FOURTH OPN YEAR - OBLIGATIONS

Administrative Support (GOAL)		110,000
Contingency & Inflation		47,768
TOTAL		<u>157,758</u>

f. Project Paper Development:

The USAID Mission proposes to submit the P.I.D. for approval in July, 1982. Following the P.I.D. approval we will need additional help from outside the Mission to complete the project paper.

We have inquired of AID/W concerning the availability of some assistance from the office of Private and Voluntary Cooperation in the FVA Bureau. There is a possibility that one officer could be made available if USAID Jamaica could arrange transportation and per diem for about 5 weeks. There may also be the possibility of securing the services of one person from "New Transcentury", an AID-funded organization that is set up to assist other PVOs in carrying out their activities. It would be reasonable to make a case for their assistance on the basis that this project paper is to benefit the IPVO community and therefore New Trans Century's grant from FVA/PCV is appropriate for this purpose.

If we are able to secure assistance from New Trans Century, we would need one of them here for about two or three weeks. During that same period of time one of the AID/W people would be here working as a team with the NTC representative. The person from AID/W could stay through the Mission review (or return after a period back in Washington) and finalize it here. This would keep costs to a minimum for USAID/J.

Another alternative would be to have the AID/W person in Jamaica for about 5 weeks and get the project paper finalized before leaving.

It also might be possible for USAID to negotiate a PSC with one of the major active US PVOs for someone to assist in this undertaking.

PROJECT DESIGN SUMMARY

PRELIMINARY LOGICAL FRAMEWORK

Project Title and Number: Voluntary Sector Development 532-0085

Life of Project - From FY1983 to FY 1987

Total US Funding \$5,000,000

Date Prepared: July 6, 1982

<u>NARRATIVE SUMMARY</u>	<u>OBJECTIVELY VERIFIABLE INDICATORS</u>	<u>MEANS OF VERIFICATION</u>	<u>IMPORTANT ASSUMPTION</u>
<p>Program or Sector Goal: To contribute to the overall economic recovery of Jamaica at the grass-root level among the poorest of the poor.</p>	<p>Measures of Goal Achievement: As a result of the project there will be an improvement in the quality of life for at least 250,000 people living in selected poverty targets.</p>	<p>Each individual s b-project will be required to establish baseline data for the target group relating to disposable income, skill level, health and family size, Percentage of possible improvement will be a part of the project design function.</p>	<p>Assumption for achieving goal targets: Favorable political, economic climate for economic growth during life of project. No major natural disaster strikes the island during life of project.</p>
<p>Project Purpose: 1. Provide opportunity for selected PVOs to assist the poorest of the poor to participate in the economic recovery of Jamaica. 2. To assist at least twenty IPVOs to become viable development organizations able to attract and utilize development funds from world-wide donors.</p>	<p>End of Project Status: a) Minimum of forty development officers trained (on-the-job training) in project selection, planning, design, implementation and evaluation. b) Minimum of twenty IPVOs functioning on their own and able to attract and use funds from worldwide donor agencies. c) Ten to fifteen continuing self-supporting, self-help projects at the grass-root level benefitting the poorest of the poor.</p>	<p>Project evaluations. Survey of sub-projects. Quarterly reports from the VSD Project Manager. GOJ Statistics.</p>	<p>Assumption for Achieving purpose: IPVOs can get non-profit status. IPVOs can keep staff from emigrating. Political interference with IPVOs is kept to minimum. USAID/J policies & IPVO policies do and continue to coincide. USAID/J grants stimulate rather than substitute for PVO money-raising.</p>
<p>Outputs: 1. VSD Project management center established and providing guidance, selection, recommendations, and funding. 2. Systematized accounting & reporting via micro-computer. 3. Assistance, training, planning, budgetting, purchasing, implementing. 4. Number of participating PVOs. 5. Number of sub-projects begun. 6. Number of sub-projects completed.</p>	<p>Magnitude of Outputs: Manager and three or four person staff, Approximately four 3-day training sessions during life of project, Micro-computer in place, Numbers to be determined,</p>	<p>Quarterly reports, Training records, Quarterly reports,</p>	<p>Assumption for achieving outputs: No political interference or unusual economic disaster. PVOs collaborate with USAID project management. Realistic targets are determined.</p>
<p>Inputs: 1. Technical assistance & Training; workshops, seminars. 2. Equipment, furniture, supplies; tools, transportation of goods. 3. Construction, building materials 4. Services, wages, salaries, honoraria 5. Travel, per diem, administration 6. Inflation costs. 7. Other local inputs, in kind & / or financial</p>	<p>Implementation Target: Expenditures: FY 83-87 \$(000) OPG 5,000 PVOs budgets & in-kind contribution (25%) 1,250 <u>TOTAL 6,250</u> Inventories, Participation & involvement of recipients and volunteers,</p>	<p>Project proposals from IPVOs and subsequent grant agreements signed with USAID/J, Micro-computer reports (Quarterly and Annual). Micro-computer records. Annual Evaluations (PES)</p>	<p>Assumptions for providing inputs: AID continues to receive funding from Congress. IPVOs continue their own giving and fund raising and participation. Locals participate in planning and making inputs.</p>

PROJECT LOCATION

Jamaica

PROJECT TITLE

Voluntary Sector
Development Project
FY 1983-1986 Grant

FUNDING

\$5,000,000

LIFE OF PROJECT

Four Years

IEE PREPARED BY

Charles H. Reed
.....
Charles H. Reed
USAID/Jamaica

DATE

May 24, 1982

ENVIRONMENTAL ACTION RECOMMENDED

That the project will not have a significant effect on the environment and therefore a negative determination is appropriate.

Frank L. Morris
.....
Dr. Frank L. Morris
USAID/Director, Acting

Assistant Administrator's Decision

APPROVED _____

DISAPPROVED _____

DATE _____

PROJECT SUMMARY

Indigenous Private and Voluntary Organizations (IPVOs) have made substantial contributions to families and suffering individuals in Jamaica. They have helped train poor people in skills and enabled them to find jobs. There are at least two hundred of these PVOs, of which most are small, understaffed and underfunded.

•Few are national and those are aimed mostly at Kingston and its metropolitan out-reaches.

The VSD OPG is aimed at helping the best of these IPVOs to assist the rural and urban poor in bettering their economic and social conditions. Some will assist in skills training and job finding. Others will help by increasing food production, or improving practices of nutrition and sanitation as well as in health and family planning.

From twenty to forty of the IPVOs have the basic structure, vision and leadership to become viable development-oriented IPVOs. This project will aid them. It will give them training and experience in actual project selection, planning, design, implementation, and evaluation. It will help them to become more active and effective participants in the economic development process.

By setting up a project which will include a small staff, the leader of which will be an ex-patriate, it will make it possible to use part of the OPG funding to administer a much greater number of OPG/PVO-type projects than USAID/J could otherwise staff.

This project will put together twenty or more sub-projects, ranging from just above the Small Development Activity Fund (SDAF) level to large (US\$500,000 for example) ones that can tackle projects like those of "Operation Friendship"

Counting the direct, secondary, and tertiary impacts, some 250,000 poor people will be assisted as the major beneficiaries of the project. From twenty to fifty grass-roots level PVOs will also be strengthened substantially.

These projects not only will be very helpful in reaching the poor and under-privileged, but most valuable in demonstrating to the masses of people in Jamaica the concern of the U.S. citizenry for those who most need help.

IMPACT IDENTIFICATION AND EVALUATION**

Impact Areas and Sub-Areas*

A. LAND USE

1. Changing the character of the land through:	
a. Increasing the population	<u> N </u>
b. Extracting natural resources	<u> N </u>
c. Land clearing	<u> N </u>
d. Changing soil character	<u> N </u>
2. Altering natural defenses	<u> N </u>
3. Foreclosing important uses	<u> N </u>
4. Jeopardizing man or his work	<u> N </u>
5. Other factors	
_____	_____
_____	_____

B. WATER QUALITY

1. Physical state of water	<u> N </u>
2. Chemical and biological states	<u> N </u>
3. Ecological balance	<u> N </u>
4. Other factors	
_____	_____
_____	_____

* See Explanatory Notes for this form

** Use the following symbols: N - No environmental impact
L - Little environmental impact
M - Moderate environmental impact
H - High environmental impact
U - Unknown environmental impact

C. ATMOSPHERIC

- 1. Air additives N
 - 2. Air pollution N
 - 3. Noise pollution N
 - 4. Other factors
-
-

D. NATURAL RESOURCES

- 1. Diversion, altered use of water N
 - 2. Irreversible, inefficient commitments N
 - 3. Other factors
-
-

E. CULTURAL

- 1. Altering physical symbols N
 - 2. Dilution of cultural traditions N
 - 3. Other factors
-
-

F. SOCIOECONOMIC

- 1. Changes in economic/employment patterns Yes Positive
 - 2. Changes in population N
 - 3. Changes in cultural patterns Yes Positive
 - 4. Other factors
-
-

G. HEALTH

- | | |
|-------------------------------------|----------|
| 1. Changing a natural environment | <u>N</u> |
| 2. Eliminating an ecosystem element | <u>N</u> |
| 3. Other factors | |
| _____ | _____ |
| _____ | _____ |

H. GENERAL

- | | |
|---------------------------|----------|
| 1. International impacts | <u>N</u> |
| 2. Controversial impacts | <u>N</u> |
| 3. Larger program impacts | <u>N</u> |
| 4. Other factors | |
| _____ | _____ |

I. OTHER POSSIBLE IMPACTS (not listed above)

_____	_____
_____	_____
_____	_____

532-0085

PID

For The

VOLUNTARY SECTOR DEVELOPMENT PROJECT .

532-0085

USAID/Jamaica
Kingston, Jamaica
L. P. Reade, DIR
July 1982