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AN EVALUATION OF THE
PARTNERS OF THE AMERICAS PROGRAM

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Preface

This report was prepared by Hortense Dicker, Patricia Martin and Vincent Rotundo for Checchi and Company under AID IQC No. PDC-000-I-00-3082-00. The evaluation activities took place during September-October 1985. The findings are based on a four-day orientation at the offices of the Partners of the Americas, Inc., (NAPA), in Washington, D.C., and field visits to the northern and southern halves of seven partnerships: Oregon-Costa Rica, South Carolina-Southwestern Colombia, Vermont-Honduras, Albany, N.Y.-Barbados, Rockland County, N.Y.-St. Lucia, Missouri-Para (Brazil) and New Hampshire-Ceara (Brazil).

While marked differences were encountered between partnerships and regions, there were characteristics and situations common to all of them. The commonalities and differences were factored into this synthesis and will be commented on in the following chapters.

The evaluation is divided into five content areas: the Partnerships, NAPA, ABCA (Brazilian Association of the Partners of the Americas), Other Effects, and Findings and Recommendations.

The evaluators wish to acknowledge the generous assistance of NAPA staff, Partnership volunteers and AID staff, in the United States and in Latin America and the Caribbean. All of these individuals and organizations were open and forthcoming with information requested, and collaborated fully with the evaluation effort. Partnership volunteers, in particular, devoted considerable time and effort to arrange meetings, visits to projects, and to make available needed information.

Executive Summary

This study of the Partners of the Americas was conducted during September-October, 1985, by three consultants visiting seven U.S.-Latin American/Caribbean partnerships: New Hampshire-Ceara(Brazil), Missouri-Para(Brazil), Oregon-Costa Rica, South Carolina-Southwestern Colombia, Albany, N.Y.-Barbados, Rockland County, N.Y.-St. Lucia, and Vermont-Honduras.

The purpose of the evaluation was to: (1) determine the extent to which the activities generated through the efforts of the partnerships and the National Association of the Partners of the Americas, (NAPA), contribute to the achievement of AID's development goals, with special reference to the magnitude and significance of these efforts; (2) assess the success of the program in establishing a self-sustaining national association. Data was collected through a four-day orientation at NAPA headquarters in Washington, a one-week field visit to the northern partnership committees, and a two-week visit to the field in Latin America and the Caribbean.

Findings

The Partners of the Americas is a unique private voluntary organization that is accomplishing its purpose of fostering economic, social and human development in Latin America and the Caribbean through the collaboration of private citizens in the United States and their counterparts in these regions.

The Partners' basic unit of action are 56 U.S. state-Latin American or Caribbean country partnerships, with parallel organizational committees in the northern and southern halves of each partnership. These committees are locally incorporated, autonomous and completely managed by volunteers

The Partners' reliance on volunteer participation to achieve its goals is one of its strengths, in that it promotes diversity, enthusiasm and strong mutual identification at the people-to-people level between the U.S. states and Latin American/Caribbean countries participating in the program.

The volunteer character of the organization is also a limiting factor, since part-time volunteers, though many are accomplished professionals in their own fields,

cannot be held to the same results-oriented standards as professionals working full time in a development organization. Nonetheless, Partner volunteers are genuinely concerned with the issues of social, economic and human development, and many worthwhile results and benefits have emerged from Partner activities.

Partners is going through a transition from an earlier emphasis on international understanding and people-to-people relationships, to a greater focus on social and economic development, as the result of increased emphasis on development needs by southern country members, and the increased availability of development-oriented programs funded by AID and other public and private (primarily foundation) sources, and offered to the partnerships through NAPA.

This transition is placing increased strains on partnership organizational and administrative resources, as the partnerships strive to cope with the evolving "professionalization" of the program. Many partnerships require stronger organizational structures and administrative procedures; almost all require funds for some permanent administrative staff, permanent offices, north-south telephone communications (a major problem) and similar expenses. At the same time, local fundraising is weak in both northern and southern partnership committees, due to lack of skills, and in the south, poor economic conditions and a comparatively limited private sector that might otherwise provide a pool of available funds.

Partners relationship with AID is a factor in the transition to a more professional, development-oriented organization. This relationship has gradually shifted from one in which Partners was primarily a recipient of AID core support for its basic program, to one in which Partners is increasingly a contractor, implementing AID-funded development programs. This shift, including the awarding of direct AID grants to individual partnerships, has implications for the organization deriving from the need for greater specialization and professional staffing in order to implement such programs, calling into question the essential volunteer nature of the Partners program. This is a basic issue for Partners, with implications for the future of the program that need to be addressed in terms of goals, structure and programming.

In recognition of the increasing need for organizational and administrative efficiency at the partnership level, Partners has adopted the Standards of Excellence program, a series of criteria delineating standards for partnership charter-

ing, organization, communications and project planning. Adopted one year ago, it is already having important positive effects on the manner in which partnerships operate, as they gradually come into line with the standards.

The scope of partnership activities is wide, but overwhelmingly development oriented, through mostly small-scale projects in the areas of health and rehabilitation, rural development and agriculture, women in development, income generation, emergency preparedness, youth development, etc. Technical exchanges of professionals and north-south institutional linkages are an important and growing part of partnership activities, as is short, and to a lesser extent, long-term training, again covering wide substantive development areas.

Partnerships are generally able to leverage small seed money grants for projects, available through NAPA, into in-kind contributions of service, technical assistance, materials, equipment, etc., that far exceed the value of the original grant. At the same time, project development is frequently slow, hampered by the requirements of north-south and NAPA approvals, north-south organizational imbalances within partnerships, and certain rigidities in NAPA rules for project-related travel support that also effect project implementation.

Project development and management activities at the partnership level require more focus and greater skill in a number of partnerships.

Sports and cultural activities, once important areas of Partner activities, have generally diminished in importance in partnership programming relative to socioeconomic development activities. Nonetheless, these are important elements in cross-cultural relationships and understanding that engage people in ways that other activities do not, and should be maintained and even strengthened in partnership programming.

NAPA has placed a priority on strengthening partnerships and project development, and has invested major financial and staff resources to this end. The partnerships feel that NAPA's servicing is essential and helpful, though sometimes slow. The latter issue appears to be a function of the NAPA staff's multiple responsibility areas, spreading their efforts thinly. This is a growing problem in light of the partnerships' increased need for technical assistance in organizational management and project implementation.

NAPA's funding support for partnership economic and social development activities has risen dramatically in the last five years, and currently constitutes 42% of its budget items. It is the fastest growing item in the total NAPA budget. Partnership development is the second highest, at 22%. While precise statistics on the relationship between AID-provided funds, and numbers and impact of development projects are difficult to determine, it is significant that NAPA's project-related expenditures rose from \$650,000 annually to a current \$2,450,000. This has been possible in large part through increased AID funding apart from the core grant.

While the proportion of NAPA revenue represented by the core grant has declined to 18%, its importance for NAPA should not be underestimated, since it makes it possible for NAPA to obtain other public and private funds for programs.

NAPA has been very successful in attracting non-AID funds. Private contributions now average 32% of total revenues, primarily from foundations.

NAPA's creation of a public image for Partners is supported by significant media and publications outreach. Its newsletter, published in English and Spanish, has a circulation of 18,000. NAPA's publicity efforts appear to be effective, and its publications of a high content and graphic quality. The organization also publishes and distributes to its membership a number of useful manuals and training materials directed to partnership and project development.

All partnerships have ongoing direct or indirect contacts with AID missions and regional representatives. AID is viewed as supportive of the Partners program and relationships and cooperation are felt to be good. Opinions expressed by AID officials in the field were generally favorable with regard to the Partners program. Its strengths are seen as success in reaching low-income groups, mobilization of high-level volunteer professional resources, and strengthening U.S.-local country bonds of friendship. A smaller number of AID representatives see the Partners program as too diffuse to be effective.

Recommendations

It is recommended that NAPA promote and facilitate dialogue within the Partners organization to surface and articulate concerns as to current changes in focus

and level of activity within the program. Partners should reach consensus on future directions, with special reference to the volunteer nature of the organization versus the increasing professionalization of much of its programs.

In order to meet the challenge of increased development programming, partnerships require assistance in obtaining administrative support and institutional stability. NAPA should assist those partnerships not benefitting from special program grants (e.g. the Central American Expansion Program), to obtain needed funds from other sources, and/or to strengthen their own fund-raising capabilities to meet these needs.

NAPA should increase its partnership servicing activities to include more frequent personal contacts with partnerships and training for volunteers in organization development, leadership skills and project design and management. Improved skills in these areas will make it easier for partnerships to integrate the changes they are experiencing, benefitting the partnerships and their activities.

Partnerships should be encouraged to identify long-term goals and a focus for programming; program selection and project planning should be related to previously established priorities.

AID should continue its core support of NAPA, since this enables the organization to obtain other funds to develop its programming activities. These further AID's goals for socioeconomic development in Latin America and the Caribbean.

NAPA should review its staff structure and reorganize it to allow for more direct assistance to partnerships in the areas of organization development and project development and implementation.

AID should consider instituting simplified accounting and reporting procedures when awarding direct grants or OPC's to partnerships, taking into account the limitations of partnership administrative resources and the volunteer nature of the partnerships.

Future AID grants to Partners should have built in specific goals and targets toward which the organization and the partnerships can work in a given period. Such measures would enhance the effectiveness of the Partners program, and facilitate

I. INTRODUCTION

A. Background of the Partners

Partners of the Americas is a private, volunteer organization dedicated to promoting economic and social development in Latin America and the Caribbean. Founded in 1964 by AID to complement the Alliance for Progress, its earliest objectives were those of fostering good will and private-sector cooperation between the people of the United States and our southern neighbors. While these objectives still obtain, their implementation in recent years has increasingly emphasized social and economic development, with good will resulting as a secondary effect.

The Partners' volunteer-based activities are carried out by paired U.S. State-Latin American/Caribbean country partnerships. There are currently 56 such partnerships, each consisting of parallel committees in the northern (U.S. state) and southern (Latin American or Caribbean country) half. Each committee is locally incorporated, locally managed, and autonomous.

Partnership activities include the implementation of a wide variety of small-scale socioeconomic development projects, promotion of north-south institutional linkages and international leadership development.

State/Country Committee Structure

Local committees, representing the northern and southern halves of each partnership, are composed of elected officers and subcommittees representing the substantive program areas, in addition to support functions such as public relations, fund-raising, and membership recruitment and maintenance. Ideally, the northern and southern committees within each

partnership mirror each other's organizational components, with parallel sub-committees complementing each other's activities in the development and implementation of projects. (See Appendix 1.)

National and International Structure

The U.S. Partner committees are members of the National Association of the Partners of the Americas, Inc. (NAPA), based in Washington, D.C. Each Partner committee has a representative on the NAPA Board of Directors, which meets annually. The NAPA Board elects an eleven-member Executive Committee that meets four times a year. The membership of the Executive Committee is divided among four NAPA officers and seven U.S. partnership representatives.

The international governing body for the total organization, north and south, is the Partners of the Americas, Inc., composed of seven representatives of the Latin American/Caribbean Partner committees elected regionally, and the seven members of the NAPA Executive Committee. The two groups form the International Board, which meets twice a year to formulate policy for the Partners of the Americas. (See Appendix 2.)

The role of NAPA is to provide technical assistance to the partnerships in organization and program development, to raise money for the Partners, and to promote a national image for the Partners program. While it is a U.S. organization, it services partnership committees in the U.S. and Latin American through staff in its Washington headquarters and regional representatives in the Caribbean, Central America, and South America. Partnership committees in Brazil (there are 19) are federated under the Brazilian Association of Partners of the Americas (ABCA), which serves as a regional conduit for NAPA assistance.

B. Evaluation Purpose, Scope and Methodology

The purpose of the evaluation, as outlined in the AID scope of work, was to:

1. Determine the extent to which the activities generated through the efforts of the partnerships and NAPA contribute to the achievement of AID's development goals, with special reference to the magnitude and significance of these efforts.

2. Assess the success of the program in establishing a self-sustaining national association.

This evaluation will focus primarily on the Partners' AID-funded activities, but will comment on other areas of the program as they impact on the general goals of the organization and the objectives of AID-supported activities.

Data for the evaluation were collected through meetings, interviews and review of materials at AID and NAPA, and field visits to the northern and southern halves of seven partnerships. These were:

Missouri-Para (Brazil)
 New Hampshire-Ceará (Brazil)
 Albany, N.Y.-Barbados
 Rockland County, N.Y.-St. Lucia
 Vermont-Honduras
 South Carolina - Southwestern Colombia
 Oregon-Costa Rica

The principal evaluation instrument was an outline of indicators developed from the AID Statement of Work, divided along the major areas of interest indicated in the statement: U.S. state partnership committees, Latin American/Caribbean partnership committees, NAPA, interaction of southern Partner committees with AID, and other effects.

The visits to U.S. Partner committees took place over a period of six days (September 23 to 28), and included interviews with committee

presidents, past, current and future, members of boards of directors, program subcommittee members, recipients of training grants, attendance at board meetings and a review of relevant materials.

Visits to most of the southern partnership committees took place over a period of ten days between September 30 and October 17, and in addition to the above data collection activities, included visits to Partner-supported projects, interviews with local AID representatives, visits to two NAPA regional offices, and meetings with representatives of public and private institutions related to the partnerships.

The unique volunteer nature of Partners of the Americas was taken into account during the evaluation activities, and was factored into the findings and recommendations.

II. THE PARTNERSHIPS

The state-country partnerships are the basic units of the Partners program, and its success or failure as a program depends to a large extent on the effective organization and functioning of the partnership committees, the interrelation of committees within the partnerships, their shared vision of goals and objectives, their ability to carry out mutually agreed-upon projects, and their linkage with the resources and the larger purposes of the Partners of the Americas.

This section of the evaluation will address these issues based on the information obtained from the study of the aforementioned partnerships. It should be noted beforehand, however, that one of the strongest impressions gained by the evaluators was the diversity among partnerships, as well as between the north-south committees within partnerships. Each committee tended to have its distinct "personality," structural variations and procedures, influenced greatly by its history, the composition of its present membership and officers, as well as by the cultural characteristics of the state or country to which it belongs.

At the same time, enough common denominations were discerned among the partnerships to permit general findings, conclusions and recommendations. These will be presented in the following discussion, and synthesized in the section on Recommendations. Differences will be commented on where appropriate.

A. Membership and Organization

Membership Characteristics

Criteria for membership vary among committees, and members come to the partnerships in different ways. Most are recruited for their professional

expertise in a specific area required by a partnership at a given time, and then remain in the organization. Others hear about the program through requests for hospitality, or through friends.

Membership figures for the partnerships are difficult to interpret exactly and depend on whether payment of dues and/or active participation are considered to be criteria for membership.

Some committees accept only those individuals who are willing to work actively in the partnership. Others list as members those individuals, or even families, who have shown any kind of interest in the program, with or without payment of dues or active participation.

Most committees have a core of 25 to 40 active members, with "official" membership reaching 150 in some cases. Of its 150 members, South Carolina has an active core of approximately 30, but it encourages the broader membership as a means of raising funds and increasing its partnership's visibility in the state.

Members tend to be drawn from middle to upper class professionals, with considerable representation from academic circles; the latter phenomenon is undoubtedly due to the fact that many Partner committees are located in or affiliated with institutions of higher learning. Minority participation is varied, and again, depends on local conditions. Women are, however, well represented in all partnerships, and have been elected to the presidency of a number of them. Age spread is wide, and most age groups appear to be active in the partnerships, with one or two exceptions. The South Carolina committee, for example, has a high percentage of retirees, since, according to the committee president, these individuals have more time to participate in the program. At the other extreme, the Costa Rica committee boasts a subgroup

of young people who are former participants in the partnership's unique high school exchange program.

Most Partner committee membership is concentrated in one or two cities within a state or country, although many committees are making deliberate efforts to broaden their geographic, and in a few cases, their socioeconomic base.

Business groups tend to be underrepresented and underutilized in the partnerships, and represent an area of opportunity that should be strengthened. With some exceptions, the partnerships have not known how to integrate this sector into their activities, and the weakness of most of the small business subcommittees in the partnerships observed is indicative of the problem. Part of the difficulty may stem from the heavily academic-professional makeup of the Partners' membership, and the traditional discomfort of these groups with the business community. Nonetheless, the partnerships need to make some efforts to include the business sector in their activities, since it has the potential to make a significant contribution to the Partners' program in the areas of economic development and fund-raising.

The exception to the above comments are those partnerships that are participating in specially-funded programs directed to economic development, e.g., the Caribbean Market Assistance Program (CMAP) and the Vermont-Honduras small-business training program. Even in the latter example, while the Honduras Partner's Committee has a Small-Business subcommittee, its Vermont counterpart does not.

Those Partner members who are active are enthusiastic believers in the program, and demonstrate great personal commitment to it through considerable voluntary contributions of time, money, services, materials, hospitality, etc. Board meetings are well-attended, and the members' high degree of

involvement with the program is underscored by their frustration when obstacles arise. (More on this later.)

Development Orientation

There is a general consensus among partnership volunteers on the importance of socioeconomic development programming, although some southern partners feel that they understand the needs in this area more clearly than their U.S. counterparts. Northern committees are nonetheless collaborating fully in helping to identify, design and implement development projects, and most northern partnership volunteers appear to be making genuine efforts to learn more about and understand the needs of their counterpart countries.

At the same time, there is still a strong identification with the Partner's objective of forming bonds of friendship between the people of the United States and those of Latin America and the Caribbean through sports and cultural exchange, and other social activities, although these activities have a secondary emphasis in the totality of partnership programming.

Organization and Viability

Most of the Partner committees visited appear to be going through an organizational transition from a comparatively informal; ad hoc mode of operation, dependent more on personal interests and contacts than on established goals and procedures, to a more formal structure based on more clearly defined concepts, procedures and parameters for action. The change has been in the making over a period of years, and is in large part a response to the increase in socioeconomic development programs offered to the Partners through NAPA by public (principally AID) and private (principally foundation) sources. These programs require varying degrees of accountability for project substance and funds, and inevitably involve considerable paper work

and administration, all of which require a level of organization and formal procedures that many partnerships did not, and to a considerable degree still do not, possess, though they are moving in that direction at differing rates.

This evaluation is viewed with considerable ambivalence by many partners in both the northern and southern halves of the partnerships. While there is an appreciation of the need for the new program opportunities, and the formal responsibilities they bring, many partnership members expressed concern that the unique, spontaneous, volunteer, people-to-people characteristics of the Partners program is being lost or diluted in the process and that Partners is in danger of becoming "just another international development contracting agency." This is a major issue confronting Partners at this juncture--one where NAPA should take the lead in helping Partners come to grips with the problem by promoting dialogue in the organization at the partnership and national/international levels, to help articulate concerns about the changes taking place, and to move the organization to a consensus as to future directions.

The Standards of Excellence

In response to the evolving changes in program emphasis, as well as a recognition of the needs of organizational maturation, Partners of the Americas, Inc. adopted the Pursuit of Excellence Program at its 1984 Twentieth Anniversary Convention. The program outlines standards in the areas of organizational structure, communications and project planning to which partnerships should aspire, in addition to delineating new chartering requirements for membership by partnerships in the organization. (See Appendix 3.) Partnerships should, for example, exchange annual Letters of Understanding, describing joint responsibilities and understandings of their present and future relationships under the Partners program. Annual plans of action should also

be mutually developed by the northern and southern halves of the partnership committees.

Adoption of the Standards of Excellence has acted as a spur to the partnership committees to tighten their organizational structure and strengthen organizational procedures. Most partnerships either have or are now in the process of working out Letters of Agreement and Annual Plans. The Oregon committee has completely redrafted its bylaws to bring them into line with the new chartering requirements and its southern partner committee in Costa Rica is in the process of doing so. The Rockland/St. Lucia partnership is planning to bring officers of both committees together in Rockland in the spring to work out a Letter of Agreement and an Annual Plan.

While some committees question how joint this planning process is--the Honduran committee, for example, seems less impressed with the process than Vermont--and north-south communication problems exist that hamper joint planning, at least the system is in place, and the partnerships are trying to implement it. The Standards of Excellence represent a new way of operating for many of the partnerships, and it is to be expected that its full implementation and integration into the partnership system will take some adjustments and time. There is no question, however, that the standards represent signposts to organizational maturity, and will, if effectively implemented, strengthen the partnerships.

Program Subcommittees

The north-south committees of each partnership are composed of subcommittees representing the substantive areas of action within the partnership, e.g., agriculture, community education, emergency preparedness, women in development, health and rehabilitation, etc., as well as such support

functions as membership, fund raising, and publicity. Projects and activities are developed through coordinated north-south planning and implementation.

To a large degree the system works fairly well, but in many partnerships observed there are programming difficulties arising out of subcommittees that are more active or effective in one half of the partnership than in the other, inadequate north-south communication, and/or differences in emphasis or approach between the two committees or subcommittees. In some cases, one half of the partnership may have a program subcommittee in a substantive area, but the other half may not.

Some of these issues may be resolved in some partnerships through the improved north-south communications that will be possible as a result of additional funds for administrative expenses that will become available shortly under the AID-funded Central American Expansion Program and the Colombian Expansion Program.* Others will require joint north/south organizational analysis by the affected partnerships and modification of committee structures, where appropriate.

In some of the partnership committees the program subcommittees operate quite independently, and have more contact with their northern or southern counterparts than with other partnership subcommittees in their state or country. Projects or activities are initiated within the subcommittees, and the total partnership may only be apprised of the project

*These two specially funded Partner programs have been funded by AID in order to strengthen partnership activities in the respective areas. The Central American Expansion Program was begun in 1983, with a \$600,000 three-year grant, recently increased by. The latter increase is to support administrative expenses at the partnership level. The Colombian Expansion Program was begun in 1984 to strengthen each of the three Colombian partnerships, and to promote coordinated action by the partnerships in six national priority areas. The program was expanded by \$600,000 in November 1985 to strengthen institutional linkages, and to support administrative expenses of the partnerships.

when a partnership president's signature is required on a document, through reports at periodic meetings, or in committee newsletters. In other partnerships, there is some indication of a trend toward greater integration and coordination, particularly in Honduras and Barbados, where subcommittee chairpersons stressed the need for the subcommittees to work together to make the best use of committee resources.

Institutional Stability

Administration of each committee is a major task that is approached in different ways by different committees. In earlier years, committee coordination and administration was primarily handled by the committee president. While many committees still are administered by the volunteer president, this is proving to be an increasingly inadequate arrangement, given the growth of partnership activities. A number of committees have now acquired executive directors; almost all committees see this as an urgent need, and the Pursuit of Excellence standards list this as a norm to be pursued.

For most committees, the major obstacle to acquiring an executive director is financial. Most partnership committees have limited budgets, with the exception of those involved in special programs that include some funds for administration. Of the fourteen partnership committees studied for this evaluation, only six had executive directors: the Oregon and Missouri Committee Directors are volunteers (Oregon's locally-raised funds for this purpose had run out); Southwest Colombia has a half-time director, paid by the Foundation for Higher Education (FES), with which the local Partners committee is associated; Costa Rica's full-time executive director is paid by a grant from a local AID-supported funding agency; in the Rockland (N.Y.) committee the part-time executive director is a college professor whose nominal compensation (\$1,200 a year) is provided by a local college headed by the president of the

Rockland committee; in Vermont the role of executive director is partially filled by the coordinator of special AID-funded training and agriculture projects.

The acquisition of an executive director has had vitalizing effects on those partnerships where it exists. Problems arise when only one half of a partnership has an executive director and other administrative staff. The counterpart committee lacking such support generally cannot function at the same level of effectiveness as its partner, and partnership activities suffer.

It seems apparent that as the partnerships expand their programs, some type of formal administrative assistance will be required for each committee on a paid or volunteer basis. The role of that assistance will vary from committee to committee, and depend on the characteristics of the local group.

Those who have the responsibility for working with the Partner committees, whether they are officers or executive staff, should have the ability to manage organizational and interpersonal dynamics in the volunteer context, and to implement as well as value democratic processes. These are skills that are not automatically available in volunteer organizations. Since the Standards of Excellence place emphasis on them, NAPA should consider providing periodic training for Partner presidents, presidents-elect and executive directors in the development and maintenance of volunteer organizations. More than one partnership officer presented this as a felt need, and observation confirmed its usefulness for all partnerships.

Partnership offices tend to be varied and impermanent, moving with the incumbent president of the local committee. The president's institution or business generally contributes space for the partnership committee. The exception among those visited was in Costa Rica, where the committee occupies

space donated by the Ministry of Education. (Prior to receiving the donated space earlier this year, the committee's "office" was essentially in the president's briefcase, a fact not lost on the Costa Rican AID Mission, which viewed this as an indication of institutional weakness in the local Partners committee.)

It is worth noting that donated space for the partnership committees represents considerable in-kind contributions to the Partners on the part of local institutions. Along with the space comes the use of ancillary facilities such as telephones, typewriters, duplicating machines, computers, office supplies, in some cases secretarial assistance, mailing services, etc. In the case of Columbia College in South Carolina, the college has not only donated an office and staff, but makes available four double guest rooms in its guest facility for visiting Partners from Colombia. The estimated dollar value of these contributions on the part of the college is a minimum of \$13,000 annually. The value of the contributions of the other institutions is comparable.

Having said this, it is still important to note that none of the partnerships observed have permanent offices, which is inconsistent with the notion of institutionalization and stability. Acquisition of permanent space should be a goal toward which partnerships work.

Data collection is a weak link in most of the Partner committee operations and should be a priority area for the attention of executive directors and NAPA. It was, for example, difficult to extract basic information on numbers of projects, trainees, exchanges, etc., from some committees for lack of essential data. NAPA could assist partnerships by developing a simple system for data collection that would not unduly burden their administrative resources.

Institutional Linkages

The partnerships generally excel at developing collaborative relationships with academic and other professional institutions that provide valuable resources for the partnership activities. The Oregon committee has relationships with three state universities, a medical school, two private colleges and six community colleges, in addition to many area high schools and community organizations. The South Carolina committee has relationships with three private universities, a medical school, two private colleges, several technical and vocational institutions, state offices and departments, as well as excellent relations with the office of the governor (he is honorary chairman of the committee) and with the office of Senator Strom Thurmond. The Southwestern Colombia committee involves two universities, a medical school and five regional development institutions in its activities.

Important formal collaborative relationships have been established between the U.S. and Latin American institutions within many partnerships, e.g., between the Medical University of South Carolina and the Medical School of the University of Valle (Cali) that involved 33 faculty exchanges between May 1984 and July 1985, and between the University of San Buenaventura (Cali) and Columbia College. While no formal north-south agreements have yet been developed in the Oregon-Costa Rica partnership, a new University Relations Committee has been organized in the Oregon committee to explore the possibilities. At the time of this evaluation a delegation from the committee visited Clark Community College to explore a collaborative relationship with the Superintendent of Schools of Costa Rica that would involve faculty and staff exchanges, in addition to material and equipment.

In the New Hampshire-Ceará (Brazil) partnership, the State University of Ceará has developed academic exchange programs with several colleges in

New Hampshire. Dartmouth College has expressed interest in developing exchanges in computer science. The UNH College of Life Sciences and Agriculture will work with the State University of Ceará to develop an intensive program in human and animal nutrition, and a joint research program in botany is being planned between the Ceará university and Plymouth College. The Jackson Estuarine Laboratory of the University of New Hampshire, as well as other departments of the university, are working with their counterparts in Ceará on various aspects of marine research.

Similar examples abound in other partnerships.

In addition to academic institutions, local chapters of organizations such as Rotary, Lions, AAUW and the Scouts are involved in partnership activities. The Missouri Committee works closely with the Lions and Rotary in Rollo, and is currently planning to link the Rollo Lioness Club with one in Santarem, Pará. The Ceará partnership has several members who are Lions, and works closely with the Fundo D'Apoio Comunitario (FAC), a volunteer organization serving families in the "favelos." Honduras has worked on joint well-digging projects with Rotary, and Vermont sent an AAUW photo exhibition on Vermont women to Honduras.

Local Visibility

The degree and effectiveness of public relations varies among the committees. While most partnership committees engage in some level of publicity outreach, there is common agreement that Partners is not known widely enough in either the U.S. or in the southern Partner countries, and a number of committees are making a determined effort to improve the situation.

The southern partnerships tend to have better access to the media than do their northern counterparts, although almost all of the northern partnerships can point to occasional media coverage. Most of the northern

partnership committees and a lesser number of the southern committees have quarterly or semiannual newsletters which are distributed to members and other interested parties. A number of committees have public relations chairpersons, some of whom are professionals in the field. The Southwestern Colombia committee in Cali has an annual event at which it awards a prize to the "Volunteer of the Year." The event takes place with considerable fanfare at one of the city's prominent clubs, with local dignitaries in attendance, and full media coverage.

Overall, the impact of these activities could be strengthened by a more deliberate public relations and public information approach at the partnership level. This is an area in which specific technical assistance from NAPA would be useful. NAPA does have at least one public relations resource publication, but it should be supplemented by periodic workshops--perhaps combining it with one on fund-raising, with which public relations are closely allied.

North-South Partner Linkage

Relationships between the northern and southern halves of the partnerships appear to be based on genuine feelings of mutual respect and understanding even when problems arise. Some of the partnerships have developed strong north-south personal linkages of friendship over the years, and a feeling of mutual identification and "family" exists between them to a remarkable degree. They exemplify what is truly unique about the Partners program at its best--the personal, caring interaction between "ordinary" people of the United States and their counterparts in Latin America and the Caribbean. There is a consensus among the partners that language poses a barrier to effective communication in those partnerships where English is not the common language. Many volunteers feel that despite the geniality and hospitality enjoyed in exchange visits, they were not getting the full benefit

of professional relationships. In many cases, serious efforts are being made to learn the partner's language: the new president of the Oregon committee has gone to spend a month in Costa Rica, at her own expense, for an intensive course of Spanish language studies; another member of the Oregon committee will spend next summer in Costa Rica, also at her own expense, teaching English. Increased efforts by Partner volunteers to learn needed languages would make a valuable contribution to partnership effectiveness.

On an operational level, partnerships are now functioning through mutually arrived-at Letters of Understanding and annual plans of action, as described earlier. While most committees complain about the additional time and paperwork involved in the preparation of these documents, they recognize their ultimate usefulness.

The implementation of the annual action plans, however, depends to a large extent on the realities of subcommittee effectiveness and how well the activities have been planned. This in turn depends considerably on north-south committee communication, which in some cases is painfully slow. Most program subcommittees have no budgets and must depend on the notoriously slow north-south mails as a primary source of communication. Many committee members, particularly in the north, spend considerable sums of their own money on international phone calls in order to facilitate communication with their counterpart committee, but this is an expensive proposition and cannot be done on any regular basis. As a result, some projects are held up for months for lack of communication, with resultant frustration on both sides.

The problem was illustrated when the head of the Emergency Preparedness subcommittee in the South Carolina Partners committee expressed concern to the evaluator at the lack of response to a proposal made to the Southwestern Colombia counterpart, but when the evaluator visited Cali, the head

of the counterpart committee complained about the lack of response from the northern committee. There was an obvious gap in the communication link. Similar concerns were heard from enough other program committees to confirm again that ineffective north-south communication is a major hindrance to program implementation.

Another serious impediment to the implementation of annual plans is imbalance between north-south committee structures. In a number of partnerships program subcommittees exist in one half but not in the other, or one committee is better organized and/or has more resources than the other, etc.

Interpartnership Linkages

Communication and coordination among different partnerships is quite varied, ranging from considerable communication among the Brazilian partnerships to very little contact and communication among other partnerships, with variants in between. With the exception of the Brazilian partnerships, most felt that more communication and contact was needed to exchange experiences and information, and to collaborate, as appropriate opportunities arise.

The 19 Brazilian partnerships present a special case, since they are federated under ABCA, the Brazilian Association of Partners of the Americas, and as a result engage in more interpartnership communication and collaboration than do most other partnerships. The Brazilian committee presidents meet at least three times a year, through ABCA, which affords them an opportunity to exchange ideas and to plan for informal visits to each other's committees and projects, which take place whenever committee officers or subcommittee chairpersons are on personal or official business trips to their respective cities.

Some collaboration also takes place among the U.S. partners of the Brazilian committees. The New Hampshire committee turned to its Maine

counterpart when it needed assistance to ship, at no cost, 25 crates of vitamins and medicines to the Social Welfare Foundation in Fortaleza. The Maine training ship took the medicines to Ceará during its cruise to Brazil.

The Caribbean region has established some effective linkages, particularly among the various PATH (rehabilitation) committees, which have facilitated broader program impact and lowered costs by promoting sharing of resources. The Barbados committee has requested a meeting of all the Caribbean committees, and would like AID financial assistance to make this possible.

The three Colombian partnerships are working towards increased collaboration through the Colombian Expansion Program, which has this as one of its objectives. Other partnerships do not have this kind of deliberate support for closer interpartnership linkages, with the exception of Brazil.

While NAPA understandably encourages partnerships to devote most of their energies to the north-south relationship, the advantages of interpartnership communication and collaboration are evident and should be facilitated where possible. The annual conventions of Partners of the Americas do not adequately fulfill this need, since only 60 to 70 percent of northern Partner committees, and 30 to 40 percent of southern Partner committees are represented there, the cost of travel being prohibitive for many, particularly the southern members.

B. NAPA-Partnership Relations

NAPA is viewed by the partnerships as a source of new programs, funding, services and technical assistance. At the same time, some of the committees observed act quite independently of NAPA, to the extent that NAPA is not always aware of all of their activities, with the exception of those that require approval or funding through the central organization, e.g., project

and travel grants. A member of the Oregon committee commented that his partnership would continue to exist even if NAPA did not--a tribute to the long-standing personal and institutional relationships that had been built up over the years between the state and country in that partnership.

NAPA is also seen as the source of most Partners policy-making, although, formally, Partners policy emanates from Partners of the Americas, Inc. The latter group appears to have little significance to the rank and file of the partnerships visited. There is an additional perception on the part of southern partners that Partners policy is made in the north, although this does not appear to be a major issue among them at this time. Nonetheless this is an area that Partners should address if the vitality of north-south participation is to be maintained in the long run.

Visits to partnerships from NAPA program staff and regional representatives are seen as helpful in clarifying information and in problem-solving. NAPA regional representatives visit their partnership committees on the average of once a year, although in the case of one committee there had been a hiatus of a year and a half between visits of the NAPA representative, which was viewed dimly by the committee. Representatives of specific programs had visited the committee, but this was not considered to be an adequate substitute.

In addition to providing information and generally reviewing project activities, the NAPA regional representative, whether out of Washington or the regional offices in Latin America, has an important role in assisting partnership committees with issues of organizational maintenance, which may involve program subcommittee problems or north-south partnership issues and needs. The relationship between the committees and the NAPA representative is therefore an important though delicate one. The representative must walk a fine

line between providing information and assistance, and not giving the appearance of interfering unduly in the affairs of the committee. The NAPA representatives appear to be negotiating that line quite successfully. Some frustration was expressed with regard to NAPA staff turnover or changes in responsibility with regard to individual partnerships, and what is felt as slow response and feedback from NAPA staff to inquiries and to grant proposals. The latter may well be a reflection of the multiple function "hats" worn by NAPA staff, that make it difficult for them to attend all functional areas equally well at the same time. This issue will be discussed further in Section II of the evaluation.

Given the evolutionary change most partnerships are going through as the result of more program options and the pressures of an increasing development focus, it would seem desirable that more technical assistance in organization and project development be made available to them through increased visits by NAPA representatives, and additional NAPA-sponsored seminars and training programs.

The partnerships do receive additional technical support from NAPA through a number of excellent publications directed to topics such as fundraising, public relations, membership, grant and training application procedures, etc., in addition to many regional training activities related to specific program areas. Members of all committees are regularly given opportunities to attend training events and these are generally considered useful. However, there is some indication that the training tends to remain with the individual who attends the event, rather than benefiting the particular program subcommittee or the partnership committee as a whole. Here too, NAPA could be of assistance in suggesting ways that seminar participants might implement "miniseminars" within their own organizations, as a means of

multiplying the impact of such training. This would to some extent ensure that the training benefits remained within the group, regardless of member turnover.

Interestingly, the Small Business subcommittee in Costa Rica, on its own initiative, implemented a short seminar on project development for all of the subcommittees in the southern partnership group. While the seminar apparently had problems in terms of organization and the need for training materials, it does show that intracommittee training is feasible, and should be encouraged and supported by NAPA through the development of training-of-trainers manuals.

As a further measure to strengthen its technical support, NAPA might send multiple copies of its technical publications to the partnerships, since single copies are often guarded carefully in central files in the president's office, and do not reach those volunteers who could make best use of them.

C. Partnership Projects

Programs and activities related to social and economic development dominate partnership programming. The scope of these projects is wide, including attention to a myriad of areas affecting the quality of life of the southern partner countries; most are aimed, directly or indirectly, at improving the lives of the rural and urban poor.

The "typical" partnership will have activities in the basic areas of agriculture and rural development, health, education and training, rehabilitation (usually the PATH* program), community education, women in development, income generation, sports and recreation, and culture. Individual partnerships also engage in projects in areas of specific interest and

*Partners Appropriate Technology for the Handicapped.

relevance to them, such as small business development, natural resources management, ecology, mass media development, high school student exchanges, drug abuse prevention, international marketing and exports, etc.

Newer programs that have been made available to the partnerships through NAPA are being gradually integrated into their project activities. These are: emergency preparedness and youth development.

Within these program areas the partnerships are supporting projects and activities that respond to local needs, conditions and opportunities. With some exceptions, most projects are small, and local in scope.

Most projects begin through the initiative of the southern partner, although some are jointly initiated through the visit of a northern committee member to the southern counterpart, or as a result of joint attendance at a program-specific seminar. In most cases both halves of a program subcommittee must review and approve the project. Approval by a committee board of directors or president varies from committee to committee, even within partnerships. In Oregon, the president's signature is pro forma, once the program subcommittee approves a project. In Costa Rica the board must approve projects. When possible, representatives of the northern program subcommittee will visit the southern partner to explore the project before approval is given. Since most projects include small grants (up to a maximum of \$5,000) available through a number of programs administered through NAPA, project and grant proposals must be forwarded to NAPA for its approval. These are reviewed by NAPA twice a year. The time elapsed from project design to total approval can easily be six months to a year, or more.

An exception to this procedure was found in the Vermont-Honduras partnership, where two major projects were primarily initiated by the northern half of the partnership, which received direct OPG grants from the AID

Mission in Honduras to administer them. The projects, their results and their consequences for the partnership are described and commented on in the next section.

Precise information on the number and scope of projects was not easy to come by since data collection and record keeping are yet to be systematized in most of the partnership committees. Nonetheless, through field visits, interviews and review of material, it was possible to obtain a general picture of recent and current activities within the partnerships. A representative summary of selected activities within each substantive area is given below, to permit a fuller understanding of where and how partnerships are investing their energies and resources.

PROJECT DESCRIPTIONS

Agriculture and Fisheries*Oregon-Costa Rica

- A family and community gardens project for low-income communities in and near San Jose. The project is teaching 500 primary school students in five schools how to grow gardens, and teaching 70 selected families how to grow, use and sell vegetables in a community garden.
- An income-generation project for 40 low-income fishermen and their families, including training to upgrade their fishing and marketing skills, and improvement of fishing equipment. In connection with this project, two Oregon Partners committee members visited Costa Rica this year to provide technical assistance in the development of the project, and the Costa Rican committee has proposed to send ten of the participating fishermen to Oregon for one month to study fishing, canning, marketing and quality control techniques. In order to facilitate these studies the committee has requested assistance from the Peace Corps in providing English language training to the candidate fishermen.

South Carolina-Southwestern Colombia

- Support of a multipurpose youth rehabilitation and agricultural development project to train 50 delinquent and predelinquent boys in agricultural skills, and to improve and maintain crop soils on a project farm.

*The categories of projects are somewhat inexact since many of them cut across several program lines. This study uses the name of the sponsoring subcommittee, although in some partnerships a project is sponsored by one subcommittee in the northern half, and another in the south.

The project was developed and is administered by a priest who has modeled his program after a well-known rehabilitation program for run-away boys in Bogotá. The farm, known as Miravalle, is located near Cali, and houses many boys from a Cali squatter settlement.

Vermont-Honduras

- Demonstration, training and introduction of appropriate technology for improving agricultural techniques, in the area of Sáhanagrande, to conserve water and increase yields. The project currently has over 450 beneficiaries. Peace Corps and the Rotary Club are collaborating in the project. A proposed extension will provide increased support for women in development and health activities. Local people are trained as promoters to work with farm families, backed up by more highly trained promoters and specialists.

The success of the project to date has prompted the Honduran Ministry of Natural Resources to consider replicating the project elsewhere, through the Honduran Partners.

Women in Development

New Hampshire-Ceará

- A project to improve a broom production income generation activity of women in a Ceará "favela." The project will transmit Shaker Village technology to the favela production facility, to increase the quality and salability of the brooms, and to permit more women to be employed in the enterprise.

Albany-Barbados

- Organization of a rape crisis center. Guidelines have been drawn up through the visit of an Albany partner, and a New York resource person has been identified to help organize the center.

Oregon-Costa Rica

- Development of a cooperative sewing enterprise for 25 women in a low-income neighborhood in San Jose. This is one of the older ongoing development projects of the partnership, having begun in 1982. The project has received two small grants, one at its initiation and another a year later to help it expand the number of participants and to improve its production capacity. This project has become a show piece for the committee. Despite some serious problems in its developmental phase, it is still functioning and viable after three years. It has affiliated with a large marketing cooperative, developed by the Federation of Volunteer Organizations (FOV), to assist similar women's groups to obtain sewing contracts. It currently sews uniforms for the larger cooperative.

South Carolina-Southwestern Colombia

- A model project in nutrition education and the production, preservation and marketing of fruits and vegetables, involving women in ten families of two rural communities, in conjunction with a larger rural community development project under the direction of CENCOA, an organization of agrarian cooperatives.

Community Education

Oregon-Costa Rica

The Community Education subcommittee is sponsoring a wide array of projects that cover a number of areas, some of them clearly women in development, others dealing with cultural exchange, services for older persons, income generation, rehabilitation for the handicapped, etc. Among its current projects are:

A small business incubator for students of a secretarial school, to assist them to start their own secretarial service businesses.

Albany-Barbados

- In 1984, four educators received training in computer literacy for teachers, in Albany, and visited centers for learning technology and educational communications.
- Nine Barbadians were trained in Albany this past summer in mass communications and computer programming.

Rockland County-St. Lucia

- The NAPA-supported Caribbean Regional Community Education Center (CARCEC), based in St. Lucia, has funded a nutrition project, training for community health workers in physio-occupational therapy, and provided fellowships for three St. Lucians to do work related to educational development.

Brazil

- Brazil's NAPA-supported regional community education center, CENAEC, founded in 1980, has organized a broad network of 16 subregional centers in the country, whose community projects cover education, health, recreation, family relations and citizenship. For a more detailed description of this impressive program, see Appendix 4.

Partners Appropriate Technology for Health (PATH)

Oregon-Costa Rica

The PATH subcommittee has also sponsored a sheltered workshop project for handicapped women in Guanacaste province, in connection with a number of local groups. Other current activities include extensive technical

exchanges and training programs focusing on vocational, social and basic skills training for disabled and handicapped children and adults.

Albany-Barbados

- The Albany subcommittee has produced a regionally-oriented videotape training program on rehabilitation techniques for distribution among the Eastern Caribbean countries. The cost of producing the videotape, including accompanying materials and volunteer time, was \$5,000 of which NAPA contributed only \$450 in travel costs to Barbados. The film was distributed throughout the region.

Rockland County-St. Lucia

- The PATH program has been particularly strong in this partnership. Activities have assisted schools for the blind and deaf, and have included seminars on early detection of handicaps, short- and long-term training, small grants (\$5,000 or less) for equipment for vocational training, etc.

The videotape training program produced by Albany has also benefited St. Lucia through AID, OAS and Peace Corps grants which enabled purchase of video equipment for five Caribbean countries. A small Partners grant has helped the National Resource Center for the Disabled in St. Lucia to publish a booklet to go with the tapes, which has been distributed to other PATH committees in the region.

Small Business

While almost all income-generation projects developed by partnership subcommittees can be considered "small business," a number of special projects implemented by some partnerships deserve special mention.

Vermont-Honduras

The Vermont Committee developed, and received direct AID funding for, a training program for grassroots level small business people, implemented in cooperation with the Peace Corps, and a newer training effort in the export and marketing of agricultural products, developed with a Honduran agro-export association. To date, four small business and three agro-export two-week training courses have been given in Vermont, each for 20 participants. AID is funding five similar courses in 1986. The beneficiaries of the small business training have been low-income leather workers, tailors, seamstresses, metal workers, and potters. The agro-export trainees have been mainly members of agricultural cooperatives or government mid-level managers.

Albany-Barbados

Barbados is a participant in the Caribbean Marketing Assistance Program (CMAP), separately funded by AID for three Eastern Caribbean partnerships--Barbados, St. Lucia and Dominica. Begun in 1983, it is due to end in December 1985.

Albany-Barbados CMAP activities have included bringing a group of six small hotelkeepers from Albany to Barbados for a four-day promotional campaign. This led to coordination of airline schedules to allow easy connections between Albany and Barbados, and organization of two group tours of one week each, for a total of 74 persons, from Albany to Barbados, to stay in hotels which participated in the campaign.

Another major activity included a trade fair of Barbadian products in Albany, resulting in technical assistance in furniture production and formation of a consortium of manufacturers to buy raw materials in bulk, and market furniture in the U.S. To date, orders in the amount of \$390,000 have been filled. Finally, the fair also led to a joint U.S.-Caribbean venture to

distribute furniture finishing products appropriate to the U.S. market; in the Caribbean the distributorship's worth is estimated at \$250,000.

Since the cost of bringing the Barbadians to the trade fair was less than \$60,000, of which Partners paid \$7,000, the favorable cost-benefit ratio in increased benefits for Barbados is obvious.

Health and Medicine

Missouri-Pará

- Based on a proposal from Pará, Missouri undertook construction of three demonstration shallow wells located in three villages along the Amazon. Poor drinking water was the chief cause of disease among children, because water sources were too close to drainage ditches and latrines. Local personnel were trained for each village, using locally purchased materials. The self-help operation was partially financed by NAPA and a local community organization, which loaned villagers money at low rates to buy materials. As a result of the project's multiplier effect, seven villages now have a total of 35 wells. Each village has five people trained to maintain its wells.

South Carolina-Southwestern Colombia

The area of health and medicine is a particularly active one for this partnership as a result of the long-standing formal and informal collaboration between the Medical University of South Carolina in Charleston, and the Medical School and Hospital of the University of Valle in Cali. Collaboration to date has centered on extensive professional and technical exchanges (33 exchanges have taken place within the past two years), in addition to considerable contributions of medicines and equipment by the northern medical school. It is estimated that over the past nine years the school has contributed at

least \$500,000 worth of equipment, materials and pharmaceuticals to its partner institution in Cali.

Rockland-St. Lucia

- This partnership has completed a Rubella immunization project; a spin-off effect of an original \$5,000 grant from Partners has resulted in Rotary Foundation funding of \$66,000 for additional immunization programs for the next five years.

Emergency Preparedness

Although this program is new, a number of partnership committees have initiated activities in this area:

Vermont-Honduras

- The partnership has planned a training of trainers course for 20 Honduran firefighters to take place in Vermont. The Honduran subcommittee has independently organized meetings in the several local groups, as well as a two-day workshop on emergency preparedness concepts and planning.

New Hampshire-Ceará

- The New Hampshire Partners invited two civil defense officials from the Ceará state government to participate in a planned three-day state civil defense seminar in New Hampshire. Though the seminar was cancelled due to Hurricane Gloria, the Brazilian civil defense officials were able to witness, firsthand, preparations to meet the hurricane emergency, and participated in actual emergency activities during and after the hurricane.

The Ceará Partners helped organize and participated in a Fortaleza meeting on "Floods in Northeast Brazil." The meeting, held under the auspices of ABCA, had the participation of Partners Committee presidents and state civil defense coordinators from six neighboring states that experienced floods during March and April 1985.

Sports and Recreation

South Carolina-Southwest Colombia

- Activities in this area have centered on training grants and numerous professional exchanges in both Cali and Colombia, including assistance to the University of Valle (Cali) in reorganizing its athletic programs, as well as assistance to the city's park system.

Albany-Barbados

Sports activities have brought extensive media coverage for Partners in Barbados. Activities have included sending track, field, basketball and women's sports coaches from Albany and holding a "Barbados Run" in Albany to generate publicity. A similar run will be held in Barbados in December.

Partners is planning major participation in the 1987 Pan American Games, to be held in Indianapolis, Indiana in August 1987. Partners has been designated as an official "people to people" organization for the games by the event's organizing committee, and is mobilizing all partnerships to promote and facilitate participation in the games from their areas.

Culture

While cultural activities take a minor role in partnership programming, they add an important element in promoting links of mutual understanding and appreciation between partners. Some examples of activities in this area are:

Albany-Barbados

- Barbados will participate in the Albany tricentennial celebration in July 1986 by sending a Police Band, dancers, and a choral group; a Barbadian violinist will give a joint concert with an Albany violinist in Albany, as a fund-raising event; a dance team from Albany have gone to Barbados; links have been formed between Albany and Barbados museums with regard to their use as an educational resource.

South Carolina-Southwest Colombia

- Plans made for 1985-86 include exchanges of exhibits of local artists and musicians, and photography exhibits. Doctors from the Medical University in Charleston are collecting old musical instruments to send to Cali, where they are badly needed.

Missouri-Para

- The head of the Department of Music of the University of Para visited music departments at Missouri high schools, universities and conservatories to learn about U.S. teaching techniques. He also gave piano recitals and conducted school and community choral groups.
- A professor of Art at the University of St. Louis gave a series of lectures at the University of Para on "American Culture: Film, Literature and Painting," using examples of the three media.

Observations

Time did not permit more than brief visits to two or three projects in any of the southern partnerships; nor was it possible to explore any of the basic programs in depth. Nonetheless, on the basis of the visits, study of materials, and interviews, certain findings are indicated:

o The partnerships engage in an impressive variety and number of substantial activities and projects. While most of the projects are modest in scope, many appear to have significant impact on the communities and people they touch, although objective determination of impact was not possible in the time available for this evaluation. Other projects have the potential for impact with appropriate technical assistance.

o The small grants awarded to projects through NAPA are, in almost all cases, equalled or exceeded by the value of contributed partnership or other services, materials, equipment and/or funds.

o Partnership volunteers, north and south, are highly motivated to make a difference in the areas they are working in. Their activities are often hampered by communication problems within the partnership, unequal levels of effectiveness in counterpart committees, and in a number of instances, poor project development skills.

o A number of projects reviewed appeared to have poorly defined goals and objectives, with few, if any quantifiable stated outcomes, making it difficult to evaluate them. Some cases in point: the secretarial business incubator project in Costa Rica describes participants as "those students who wish to participate in the project," without setting a target as to numbers, or to specific outcomes. In the Miravalle project in Cali, it is difficult to determine whether the project is primarily a youth rehabilitation project or an agricultural development project, or both. If both, then clear outcomes in both areas should be defined, and the respective program committees should become involved to help achieve the outcomes in their areas, collaborating with each other when appropriate. Many of the other projects reviewed were similarly vague as to objectives and expected results.

o The degree of partnership involvement in "Partners" projects varies. In some cases projects are directly related to a member's professional responsibilities, and in these examples there is obviously considerable member participation, such as technical assistance, monitoring, etc. At the other end of the spectrum are projects that apparently receive small grants, and little other attention, the assumption being that the institution or group receiving the grant is in a position to implement it effectively. In the latter case, most information on the project comes from the interim and final reports required from groups that receive small grants. In between are projects that do receive different degrees of monitoring and assistance. Some committees assign specific members to follow up projects, but the results are spotty. As more rural projects are developed, it becomes increasingly difficult for city-based volunteers to monitor projects for reasons of time, the cost of travel to outlying project sites, the need to remain overnight in some instances, etc.

Observation suggests that the most effective Partners projects are those that have direct, ongoing involvement of Partner volunteers through technical assistance and monitoring. This not only makes for stronger projects, but enhances volunteer learning and motivation, as well as the people-to-people objectives of the program. Partnerships should therefore endeavor to select projects where a previously defined level of member involvement is possible. Specific member responsibilities should be assigned, including that of periodic reporting to the partnership on progress and problems. Where needed, modest funds should be made available to volunteers to help defray the cost of travel and overnight stays. Partnerships should avoid projects where participation is limited to financial grants.

These examples are illustrative of a need to upgrade program and project planning, management and evaluation skills in both partnerships,

including the north and south committees. NAPA should develop a generic project development training module that can be periodically implemented within each partnership committee, to ensure that all members are trained in this basic skill.

- o Many partnerships appear to have only the most general of goals to guide them in project development, with little attempt at focus on either the partnership, committee, or program subcommittee level. Terms such as "improved quality of life" or "socioeconomic development" are understood differently by different people, and lead to project development resulting more from targets of opportunity than from specific guidelines based on commonly-agreed-to goals.

A few committees and partnerships have defined, or are moving toward, a clearer focus. Vermont-Honduras has determined that its efforts should be concentrated on rural low-income areas, and geared primarily to socioeconomic development. The Costa Rica committee is moving towards a focus on working only at the grass roots level. The process of defining this approach is causing some divisions in the committee, but if these can be worked through, it should lead to more effective project development and a more efficient use of partnership resources. As an example, the Committee has already decided that all future international training grants should be related to specific projects--a criterion not always observed in the past.

- o Current understanding by some Partner members of the definitions and distinction between "development," "community development" and "community education" tends to be hazy. The programming of the Community Education subcommittee in the Oregon-Costa Rica partnership, for instance, is interchangeable with that of the Women in Development or Rural Development

subcommittees, with an added bow to the area of cultural exchange. There appears to be a dichotomy in the interpretation of "community education" in some quarters as a community school-based tool for human growth and community change, and the general processes of community development. While the two are clearly related, there are distinctions that do not appear to be generally understood in the partnerships evaluated. It is therefore difficult to identify "community education" as a separate contributing element in some partnership programs.

o As the partnerships increase their focus on projects oriented toward socioeconomic development, there is a decreasing emphasis on activities in the area of culture and sports. While keeping the need for a development focus in its proper perspective, it is important to recognize that involving partnership communities, north and south, in sports and cultural events often provides the motivation that attracts individuals to the Partners program, and then involves them in other activities. Sports and culture are extremely important elements in Latin American and Caribbean societies. Support and exchanges in this area can strengthen international understanding at the human level that is such a unique feature of the Partners program.

Based on the observation of two partnerships, sports and culture are areas that require assistance from NAPA in helping partnerships to devise more creative programming than is presently being carried out. It should be noted that sports and recreation projects can be designed along developmental lines, particularly in the field of urban recreation. Some committees are already approaching their sports projects from that perspective. Activities in the area of culture appear to be the weakest in the partnerships studied. Here again, information-sharing among partnerships about successful strategies would be of help. The Partners involvement in the Pan American Games,

to be held in 1987 in Indiana, should go a long way to strengthen sports activities in the partnerships. Unfortunately there is no parallel activity in the cultural area, but it would not be difficult to link some elements of popular culture to the Games. A useful activity in this area for partnerships would be to develop orientation materials or packets on the state and country of the partnership, to assist exchange visitors in both directions. Some partnership committees, notably Oregon, are already doing this.

With an average of 10 to 15 different program or support subcommittees in some partnerships, including more than one project or activity in many of them, the management of this scope of programming requires a large volunteer input and administrative support if it is to be effective. Administrative support has only recently become available in some partnership committees, and does not exist in others. While some volunteer program subcommittees have full complements of members, others function with only one or two persons. The question arises as to whether there is a finite number of programs or level of activities a given partnership or subcommittee should engage in relative to volunteer, staff and financial resources, and whether the issue of quality needs to be taken more into account as a guiding criterion for partnership expansion and programming.

The above issue is particularly relevant in terms of a recent trend toward larger, more significant programs in some partnerships or regions, e.g., the Vermont-Honduras Sáharagrande project, and the small business training project, the CMAP program, etc.

These projects, by their nature, have required professional staffing, and at least in the Vermont-Honduras projects, have given the local partnership committee in Honduras some feeling that the projects are out of their hands. There is a perception that the AID Mission prefers to work with the

professional full-time staff persons attached to these projects, and that the committee and its needs are by-passed. While special circumstances in the Honduras partnership may have contributed to the problem, a need for some substantive analysis by both Partners and AID as to their respective expectations seems indicated. Does Partners want to become a contractor implementing AID projects with the inherent professionalism and risk of bureaucratization this implies? What does AID want from the Partners? It is not easy to achieve efficient, professional project implementation while still conserving the voluntary, people-to-people qualities traditionally associated with the Partners program.

D. Technical Exchanges

Volunteer technical exchanges constitute one of the impressive aspects of the Partners' activities. This activity cuts across all programming. Most projects benefit from volunteer technical input in the field in the design and/or implementation phase. The exchange of professionals between institutions has been noted. It is growing.

Recent volunteer technical visits to Southwestern Colombia from South Carolina have included that of a marine biologist from the University of South Carolina, to explore the possibility of establishing a collaborative relationship with the University of Valle in the study of the ecology of a Pacific coast swamp; a former dean of the College of Physical Education at USC visited Cali as a consultant on parks and sports; the head swimming coach at USC conducted seminars and lectures at the Cali parks department; two specialists in education of the mentally handicapped presented a series of workshops in Cali; six specialists in pharmacology and infectious diseases from the Medical University in Charleston gave a three-day conference at the University of Valle; a specialist in family medicine gave a series of lectures at the southern university.

In the Oregon-Costa Rica partnership a specialist in special education spent two weeks in Costa Rica making presentations and counseling on the adult physically handicapped; two Oregon specialists in community education assessed the state of the profession in Costa Rica and developed a plan of action for the respective committee; two Oregon specialists in cooperatives visited Costa Rica to plan a rural development project; two specialists in emergency management assessed needs in Costa Rica; two Oregon business management experts gave technical assistance to project development; two Oregon fisheries specialists assisted in project development in Costa Rica, as did two forestry specialists.

In the Missouri-Para partnership a group of eight dentists and students from Kansas City traveled to Para under Partners auspices to perform dental work in villages near Belem; the partners plan to make this an annual event and to include University of Para dental students; a soccer and tennis coach at the University of Missouri taught the fundamentals of tennis at a training school for physical education in Belem; a professor of adult education at the University of Missouri, St. Louis, taught a course at the University of Para; the Chairman of the Department of Electrical Engineering at the University of Missouri conducted a short course on electric power transmission for faculty and advanced students at the University of Para.

The value of this type of professional assistance to the southern partnership countries far exceeds the cost of travel, which in some instances is self-funded. The one complaint heard, both from southern partnership members and an AID Mission, is that these visits are rarely followed up by the same expert, and continuity in project assistance is lost when the exchanges are connected with specific projects. This is partly due to NAPA restrictions on the number of times an individual can receive a travel grant in a given

period as well as the amount of time that must be spent in the partner country, a minimum of ten days. NAPA has logical reasons for these restrictions, but they need to be reconsidered or modified to allow for flexibility when it will clearly strengthen project development and progress.

E. Adequacy of Funding

The major portion of partnership projects and activities reviewed receive essential financial support from NAPA through small grants, international training grants and travel grants. Special partnership expansion programs in Central America and Colombia will receive additional funds for administrative and program purposes, the need for which has been commented on above.

Project data indicate that these funds are supplemented by in-kind, and in some cases matching, grant support, generally equal to or well above the NAPA/AID contribution. The total value of the many types of in-kind support to Partners programs is impossible to calculate. On a national scale it has been estimated at well over one million dollars annually, including both north and south contributions.

Fund raising per se is minimal at the partnership level among those observed, with the striking exception of Brazil partnerships, which carry out fund raising through ABCA. At the same time, as noted earlier, partnerships have an urgent need for funds for administrative and operational costs, which cannot be covered by dues. Dues are modest in most partnerships, very low in others, and nonexistent in still other committees such as Southwestern Colombia, where the Committee's basic expenses are met by the Foundation for Higher Education with which it is associated.

A number of northern Partner committees do engage in fund raising activities, but these are quite modest or only incipient.

The southern partnerships must compete with a large private voluntary community for a very limited local pool of available funds. In light of the difficult economic situation in all of the region, it is not realistic to expect that they can raise more than modest amounts to cover administrative expenses, and perhaps occasionally for specific program support. Nonetheless, these modest amounts could be a partial hedge against over-dependency on outside sources, and the committees would do well to consider some formal fund-raising operations.

The southern committees have made effective use of combining small grants with locally contributed matching grants and in-kind contributions, and it would appear that for the foreseeable future this will be their principal avenue of local project support. Nonetheless, the north-south committees of both partnerships would benefit from training and technical assistance in the techniques of fund raising.

F. Interaction with AID

All partnerships have ongoing direct or indirect contacts with local AID missions or regional representatives. Communications with the regional Caribbean AID Mission in Barbados are usually handled by the Partners regional representative for the Caribbean, also based in Barbados. In Honduras contacts with the AID Mission relate almost exclusively to the mission-funded agriculture and training projects, and are handled mainly by the resident Vermont coordinator in Honduras. The Costa Rica committee maintains frequent contacts with the local AID Mission, as do Oregon committee members who visit Costa Rica. The Partners Central American regional representative maintains ongoing contacts with all AID missions in the region.

The Southwest Colombia committee in Cali has direct contacts with the AID representative at the U.S. Embassy in Bogotá, and indirect contacts through the regional representative in Bogotá.

The Brazilian committees maintain contact with AID through ABCA.

AID is seen by partnerships in all regions as supportive of the Partners programs; relationships and cooperation appear to be good.

Opinions expressed by AID officials interviewed in the field were generally favorable with regard to the Partners program. Its strengths are seen as success in reaching low-income people, mobilization of high level volunteer professional resources, and strengthening U.S.-local country bonds of friendship. In Colombia, which has no bilateral agreement with AID, the Partners are considered highly by the AID regional representative as a viable avenue for implementing development objectives and for strengthening linkages between the two countries.

On the negative side, some missions, though few, see the Partners program as too diffuse to be effective.

III. NATIONAL ASSOCIATION OF PARTNERS OF THE AMERICAS (NAPA)

NAPA is officially the regional federation of the U.S. committees of the partnerships; however, the NAPA staff in Washington serves as an overall secretariat and service staff for the partnerships; the staff works directly with the northern committees and either directly or via the Regional Offices with the southern committees, since only Brazil has its own parallel federation. In this report, the term NAPA refers to the Washington staff, not the policy body representing only the U.S. chapters. This section examines the effectiveness of NAPA staff activities in supporting the Partners programs and the individual partnerships, and making use of AID funding.

Effectiveness in Encouraging Development Projects

NAPA has used various means to encourage the partnerships to undertake and effectively implement socioeconomic development activities. These include both partnership development and program support activities: partnership development to build organizations capable of implementing effective projects, and program support to help them plan and carry out specific activities.

Partnership development activities are a major NAPA focus. A policy decision has been taken to improve existing partnerships as the major priority, and only organize new ones in cases where the demand is very strong. Thus, two new partnerships have been formed--Washington State-Chile and Western Pennsylvania-Maranhao, Brazil--and communications are in motion to establish a partnership with Grenada with AID support.

Ongoing partnership development activities include preparation and dissemination of materials and manuals on organizational development, including the guidelines prepared under the Pursuit of Excellence Plan to improve chapter and partnership organization and management and detailed manuals on

membership recruitment and retention, fund-raising and public relations. Also included are periodic partnership development workshops for individual partnerships or regional groupings and the Fellowship in International Development Program, designed to develop volunteer leadership. Comments from the partnerships visited indicate that these activities are helpful, but that more intensive work on organizational development may be needed.

Program support includes providing both information and technical assistance in project planning and implementation via printed materials and program development workshops on specific topics, and financial and other resources to carry out projects. The latter include grants for travel and training, and the small grants program to help fund small-scale, community-based development projects. The partnerships visited had all made quite effective use of such resources, though there were a few cases in which response to requests was slower than desired, or restrictions applied to such funds were felt by partnerships to impede activities.

A review of NAPA funding patterns shows that the proportion of the total budget spent on support for economic and social development has risen from 18 percent in 1980 to 42 percent in 1984; partnership development spending increased from 12 percent in 1980 to 22 percent in 1984. These two areas are the two largest budget items, with the relative share for social and economic development increasing at the fastest rate. These figures indicate greatly increased emphasis on these critical areas. The results are evident in the increased concentration on development-oriented projects in the partnerships observed.

The general conclusion is that NAPA has made serious and effective efforts to promote development projects, but that further measures are needed, for example more frequent organizational development workshops and

follow-up, and funding to help cover operational expenses so that partnerships can work together more effectively in planning and implementing projects.

Effectiveness in Using AID Funding

Available information indicates that NAPA has used AID funding in accordance with individual grant stipulations for the overall purpose of promoting socioeconomic development activities in accordance with the expressed priorities of both AID and the Partners program.

Over the 1980-84 period, AID funding provided an average of 48 percent of NAPA revenue. A substantial increase in AID grants in 1984 raised the proportion considerably: the average for 1980-83 was less than 40 percent. While the proportion of NAPA revenue represented by the AID core grant has declined from 30 percent to about 18 percent between 1980 and 1984, the proportion represented by other AID grants has risen sharply, from 2.5 percent to almost 45 percent of total revenue over the same period. This shift reflects the changing relationship between the Partners program and AID, referred to previously at the partnership level, as the program has shifted from being a client largely dependent on AID core support, to a contractor-type relationship in which Partners carries out substantive AID-funded development projects. However, the importance of the AID core grant to NAPA's ability to serve and strengthen the partnerships should not be underestimated; it is very difficult to get private funding for core support, so such sustained AID support has been essential, even as its relative proportion to overall revenue has declined. As noted in the Partnerships section, such core support is an urgent need of the partnerships as well. Without such support, it is very difficult for the partnerships or NAPA to mount the kind of effective programs that attract non-AID funding.

As such program grants have increased, so have the resources utilized by the partnerships for program support: from 1980 to 1984 use of travel, training and small grants almost quadrupled, from about \$650,000 to about \$2,450,000 per year. Partnership development funding has also increased substantially during the same period. As discussed in the Project section, precise numbers of development projects could not be easily determined, nor was any realistic assessment of project effectiveness and impact possible during the brief time allotted for this evaluation. It is clear, however, that development-oriented projects are becoming an increasingly important element in partnership activities, due in large part to the increased AID funds available, making it possible to translate local needs and priorities into action. It is also clear that AID-funded Partners programs with paid coordinators and provision for administrative costs have been quite effective in implementing development projects, and that these and other partnership activities which enjoy similar institutional support fare best.

The Partners program has been very successful in leveraging AID funds to achieve a significant multiplier effect. Although hard figures are difficult to come by, some of the projects described in the foregoing section on partnership activities have achieved considerable multiplier effects. For example, Barbados's participation in the Albany Trade Fair set in motion a process which eventually resulted in actual revenues of \$390,000 to Barbadian furniture manufacturers, with a much larger amount in estimated potential revenues, for a total CMAP expenditure of \$7,000, or 56 times the investment. The Barbados library exchange program has multiplied the original travel grant cost 12 times in library materials alone, without counting volunteer expertise provided. Partnership projects have also resulted in significant spin-off or ripple effects, attracting other funding or activities as the

result of a small Partners project, as in the case of the St. Lucia immunization program already cited and Honduran Ministry of Natural Resources plans to replicate the agricultural project approach developed by Partners in other parts of Honduras.

Finally, NAPA has been able to attract a substantial amount of non-AID funding. Private contributions have averaged 32 percent of total NAPA revenues from 1980-84, while other government grants accounted for 20 percent, for a total average for the period of 42 percent of the budget funded by sources other than AID. In-kind contributions are also substantial at the NAPA as well as at the partnership level. For example, Pan American Airlines provides NAPA with between \$50,000 to \$75,000 per year in free plane tickets, and Eastern Airlines provides \$10,000 to \$20,000 per year. NAPA has also been successful in getting donated consultant time and equipment.

Effectiveness in Outreach and Development Education

Outreach/Public Relations

The major goals of NAPA's Publications/Public Affairs Office are to: recruit new members; attract financial and other support for the program; strengthen hemispheric relations by increasing knowledge about Latin America and the Caribbean by publicizing private, people-to-people involvement; and promote development education.

To accomplish these goals, the office promotes press coverage of Partner activities in the U.S. and encourages partnerships to do so in their localities. Brief training workshops on public relations have been organized at Partners conferences and regional meetings, and a public relations manual has been developed and distributed to the partnerships (as was recommended in the 1980 evaluation of the Partners program). Two training workshops on getting out information to the public have been held for journalists involved

in the Partners program. Some partnerships have set up information/publicity linkages, e.g., a Virginia PBS station exchanges television programming with Brazil, and an Iowa public TV station sent a film team to Yucatán to film Partners projects.

NAPA also has an active publications program consisting of the following major elements:

- o General descriptive brochures and maps describing the program and partnerships. These go to the partnerships as public relations, membership recruitment and fund-raising tools, and are also used by NAPA for fund raising and promotion.
- o A newsletter with a circulation of 18,000, which goes to all Partners members and other related institutions, such as private voluntary organizations and universities. In addition, a Spanish version is published and distributed from Bogotá to Spanish-speaking chapters; the Brazilian Partners federation (ABCA) also publishes its own newsletter; some regional programs have newsletters, such as that put out jointly by CARCEC and the Caribbean Regional Office. The purposes of the NAPA newsletter are to share organizational news and program ideas and experience among partnerships, and to promote Partners visibility among nonmembers.
- o Special supplements to the newsletter are included periodically on specific topics, such as Women in Development, project development, etc.; they are designed so that they can be removed and used as educational and informational material on their own.
- o Program brochures geared to the partnerships to inform them of program guidelines, resources available, and how to obtain them. Such

information is also useful to the partnerships in attracting members and participants in program activities.

Development Education

NAPA has an AID grant to promote development education among the U.S. partnership committees through regional workshops to train U.S. partners in techniques for disseminating information in their own states about Latin America and the Caribbean, the Partners program, and development in general. Participants are required to develop a specific project in development education following the workshop, for which they can apply to NAPA for a grant of up to \$1,000. The program is aimed at school systems as well as the general public. Press coverage of the Partners program is also used to promote development education.

In general, NAPA's publicity efforts appear to be effective and its publications are of very high quality in both content and format. The development education program did not appear to have taken hold yet in the U.S. chapters visited, but it is not known whether any representatives from these chapters have participated in a regional development education workshop.

Partnership Servicing

U.S. As noted in the discussion on "Partner-NAPA Relations," NAPA's principal purpose is to provide service and technical assistance to the partnerships. NAPA U.S. staff is organized into regional teams, with team members dividing responsibility for servicing a given number of partnerships. In addition to servicing partnerships, team members have multiple additional responsibilities for administering specific programs such as Emergency Preparedness, Youth Development, Community Education, etc. Some staff members have five substantive areas of responsibility, including servicing

partnerships. The given rationale for this arrangement is that program administrators can do a more effective job if they understand the day-to-day functioning and problems of the partnerships, and that partnership servicing is enriched by a better understanding of programs.

In practice, given the partnerships' need for increased organization and project development assistance, this arrangement spreads the NAPA staff woefully thin, and it is questionable whether either programs or partnerships are given adequate attention under it. NAPA should give serious consideration to reorganizing its U.S. staff to permit greater attention to servicing partnerships and at the same time allow more focused development and follow-up of substantive programs.

Regional offices. NAPA's regional offices in Latin America and the Caribbean represent an extension of partnership servicing into the southern hemisphere. Three regional offices were visited during the evaluation: the Central American regional office in San Jose, covering seven partnerships of the region, the South American regional office in Bogota, covering 13 partnerships, excluding Brazil (some South American countries have more than one partnership, e.g., Colombia), and the Caribbean Regional office in Barbados.

These offices extend essentially the same services to the southern partnerships as their counterparts do in the north, that is, provide information on specific programs, travel, training and project grants, assist with proposal development and organizational problems, arrange regional seminars and training programs, and maintain contacts with local AID missions and representatives.

Comments by members of the southern committees interviewed indicate that the regional offices are perceived as useful. The type of assistance most

used is help in preparing and reviewing proposals and expediting action and communications. The regional representative in the Caribbean is seen as helping facilitate interpartnership linkages, and as the principal contact with AID.

As with their northern counterparts, the southern partnership committees are experiencing organizational pressures and require more attention from the regional NAPA representatives. Given the number of countries and their proximity to one another, the Central American regional office may be able to provide increased service without any reorganization, although this should be realistically examined. In the case of the South American regional office, it is clear that the regional representative, well-organized and capable as she is, can hardly be expected to devote more time to partnership servicing unless either the number of countries under her responsibility is reduced, and/or she is given additional professional staff assistance.

IV. ABCA - ASSOCIACAO BRASILEIRA DOS COMPANHEIROS DAS AMERICAS (Brazilian Association of Partners of the Americas)

ABCA is the entity established to coordinate the administration and activities of 19 Brazilian partnership committees. It has a general assembly consisting of the presidents of the 19 committees which meets once a year. ABCA is under the leadership of a president, a volunteer, who is nominated by the Board of Directors and elected by the general assembly.

The ABCA headquarters moves with the president. It is currently located in the small town of Barroso, Minas Gerais, approximately two-and-one-half hours from Belo Horizonte. The office is staffed by a paid executive director and a secretary. In addition to the president, there is an elected vice president, treasurer and secretary. All are elected for a two-year term. The Board of Directors meets quarterly, each time in a different city.

Although circumstances did not permit a meeting with the ABCA president, Dr. Baldonado Arthur Napoleao, it was learned from several sources that he is a dynamic individual who gives a great deal of time and energy to the Partners. He was one of the principal individuals responsible for the successful organization and functioning of ABCA. Committee presidents had high praise for his leadership, ability to work with NAPA, and to raise funds from Brazilian and American companies.

Although ABCA is sometimes referred to as the equivalent of NAPA, in reality it serves as the Brazilian arm of NAPA. It is the channel for funneling funds to Brazilian committees, the regional community education center, locally organized seminars and travel. Most of the ABCA funds are raised in Brazil and are designated by the donors, such as Atlantic Richfield, for

specific projects. NAPA counts on ABCA's collaboration to organize workshops and seminars in Brazil as well as handling finances involving Partner projects. The successful Women in Development workshop held in Recife, Brazil, August 18 to 25, 1985, serves as an example of the kind of assistance ABCA renders to NAPA and the Brazilian committees. ABCA's biannual publication, Companheiros das Americas, serves to keep the Brazilian committees informed of its activities, those of NAPA and the goings-on at the 19 partners throughout the country. The publication is financed by a grant from Banco Itaz. S/A.

The function and organization of ABCA is unique to Brazil. Its principal shortcoming has been location. Barroso is not the most accessible town in the interior of Brazil. However, plans are being made to move ABCA to Brasilia in the near future. This should dramatically increase contact and communications between ABCA and the partnership committees. The move should also enhance ABCA's ability to maintain a close working relationship with the U.S. AID representative at the American Embassy.

Observations

ABCA is a unique institution that has the potential of becoming the catalyst for transforming the 19 Brazilian committees into well-organized and productive partners. Considering the location of ABCA, distances in Brazil, and the difficulties of communication, ABCA has done remarkably well under the circumstances. This can partially be attributed to the personality of the current president. One can expect a large improvement in ABCA's effectiveness after it moves to Brasilia. A key to its future success is the hiring of a bilingual executive director with considerable managerial sophistication to deal effectively with the committees, government and private officials.

V. OTHER EFFECTS

While time did not permit an in-depth investigation of secondary or other effects of the Partners program, some impressionistic and subjective assessments gained from these brief contacts are included here, with the appropriate caveats.

There is no question that the Partners experience has been a significant one for U.S. participants, both the members of the partnership committees and those individuals--specialists, consultants, exchange professionals and students who have had an opportunity to contribute to or participate in the program. U.S. participants interviewed were very interested in international social and economic development efforts relating to their partners' countries--many of them having their first exposure to these areas through Partners. There was a genuine interest in learning more about their partner country (many volunteers are making serious efforts to study their partner country's language and culture), and a concern and empathy for the partner country, as well as a realistic understanding of the problems involved. Most U.S. volunteers feel that through Partners they could have some direct impact on international social and economic development efforts.

Participation in the Partners program has been an education for most volunteers in terms of developing a more accurate understanding of Latin America and the Caribbean. Partner countries are considered with respect, sensitivity, and in many cases, affection. Those who have had personal experiences in their partner countries described them in positive terms, and the less positive experiences were taken with a sense of humor and philosophical perspective in most cases.

Many of the same effects have been observed in Latin American and Caribbean participants, particularly those who have direct involvement in

partnership activities, contacts with visiting U.S. partners, and/or exchange or training visits to the U.S. Certainly, the opportunity to work with North Americans on a volunteer, one-to-one basis, has changed the image at least some Latin American and Caribbean participants have had of the U.S. In many instances observed, lasting friendships have developed between individuals and their families in the partnerships.

There is strong commitment of partnership members to the people-to-people aspect of the Partners program. It is this aspect that is seen as unique and significant in Partners, and the fact that it is perceived to be diminishing in importance in the scope of partnership work is causing considerable concern, particularly among northern volunteers. As commented on earlier in this report, there is an urgent need for dialogue within Partners on this issue, leading to a clarification of concepts as to the basic purposes of Partners, and future directions.

Having said this, it is noteworthy that the enthusiasm for people-to-people intercultural exchange and understanding is stronger on the northern than on the southern side. Many southern participants are much more familiar with the U.S. than their northern counterparts are with their partner countries. The main motivation for most southern participants interviewed appears to be a desire to help the development of their country.

It is difficult, on the basis of the current evaluation, to assess the extent to which the Partners program fosters democratic concepts and institutions in Latin America and the Caribbean. Within the partnerships themselves, the model of organization and participation, north and south, is highly democratic, although the model functions better in some southern partnerships than in others. Most do function according to democratic principles,

with elected officers rotated periodically, decision-making and policy determination well balanced among the various subcommittees, board members and officers, and a generally rigorously adhered-to balance of power between the northern and southern halves of the partnerships.

The spread effects of this mode of partnership governance and operation can only be surmised, but it would be difficult to imagine that those who work within it would be comfortable with anything less in other contexts.

VI. FINDINGS AND RECOMMENDATIONS

Findings

General

1. Partners of the Americas is a unique private volunteer organization that is, to an impressive extent, accomplishing its purpose of fostering economic, social and human development in Latin America and the Caribbean, through the collaboration of private citizens in the United States and their counterparts in these regions.

2. The Partners' almost total reliance on volunteer participation to achieve its goals is one of its strengths, in that it promotes diversity, enthusiasm and strong identification at the people-to-people level between U.S. Latin American and Caribbean communities involved in the program.

The volunteer character of the organization is at the same time a limiting factor from the viewpoint of promoting development in the southern partnership countries, since part-time volunteers, though many are accomplished professionals, cannot be held to the same results-oriented standards as professionals working full-time in a development organization. Nonetheless, many worthwhile results and benefits have emerged from Partners activities, and the volunteers are genuinely concerned with the issues of social, economic and human development.

3. The Partners program is going through a transition from an earlier emphasis on international understanding and people-to-people relationships to an ever-increasing focus on social and economic development, as the result of increased emphasis on development needs by southern counterparts, and the increased availability of development-oriented programs funded by AID and other public and private sources, and offered to the partnerships through NAPA.

This transition is placing increased strains on partnership organizational and administrative resources as the partnerships strive to cope with the evolving "professionalization" of the Partners program. Many partnerships require stronger organizational structures and administrative procedures; almost all require permanent executive or administrative directors, and funds for this and other administrative expenses, i.e., permanent offices and equipment, north-south partnership communication, etc.

4. The Partners relationship with AID is a factor in the transition to a more professional development orientation. This relationship has gradually shifted from one in which Partners was a recipient of AID core support for Partners' basic program, to one in which Partners is increasingly a contractor implementing AID-funded development programs. This shift, including the awarding of direct AID grants to individual partnerships, has implications deriving from the need for greater specialization and professional staffing in order to implement such programs, calling into question the essential volunteer nature of the Partners program.

The latter issue is a basic one for Partners, with serious implications for the future of the program that need to be addressed in terms of goals, structure and programming.

5. The volunteer monetary and in-kind contributions (services, equipment, materials) to the Partners program is one of its major strengths. The scope and diversity of these contributions is enormous, ranging from specialized technical assistance, to donation of medical equipment, to home hospitality. The dollar value of these contributions is estimated at over \$1,000,000 annually.

The Partnerships

6. Partner membership is primarily professional, heavily academically oriented, particularly in the U.S. state committees, and generally middle class. Women are well represented. Membership is concentrated in one or two cities of the state or country of each partnership, although efforts are being made by most partnerships to extend their membership to wider areas. Some Partners committees are making a planned effort to include more socio-economic diversity in their membership.

The business community is under-represented and under-involved in Partner membership and activities, with some exceptions. Small business program committees, where they exist, primarily assist other program subcommittees, but do not appear to be active or to have great impact.

7. While Partner volunteers recognize the need for a more organized and professional approach to their programs, particularly in the U.S., many perceive and regret that the organization is losing its earlier "spontaneity" and "international good will" character, with more emphasis on organization, systems, administration and the processes of project development.

8. Partnerships are moving toward increased institutionalization of their state/country committees, though not at the same rate. Some committees have executive directors, others do not; some committees have offices, others do not.

When these differences in resources exist within partnerships, the imbalance negatively affects partnership operations, causing problems in communication and difficulties in project development. The problem is exacerbated when it is accompanied by unequal organization of counterpart program subcommittees, with, for example, the southern counterpart having seven members, and the northern counterpart one or two.

9. Data collection and record-keeping, another aspect of institutionalization, is limited and not systematized within the partnerships visited. This makes it difficult for partnerships (or outside evaluators) to assess the activities, or for partnerships to engage in effective planning.

10. Partners of the Americas, in recognition of the need for more effective organization at the partnership level, has instituted the Standards of Excellence program, a series of criteria delineating standards for partnership chartering, organization, communications and project planning. Adopted one year ago, it is already having important positive effects in the manner in which partnerships operate. In the long run it will go far to bring Partners, as a total organization, into line with its increasing development focus.

11. A major obstacle to partnership effectiveness and implementation of activities is poor communication between the state/country counterpart committees. Most partnership committees have limited budgets for international telephone calls and rely on the mails, which are slow and undependable. Program subcommittees have no telephone budgets, and while some volunteers spend considerable sums of their own money on this item, not all can or are willing to do so.

12. Fund-raising at the local level is generally weak in the Partners committees, north and south. Fund raising from private sources at the partnership level in Central and South America and the Caribbean is difficult, due to depressed economies in these regions and a relatively limited private sector which might provide the source for local funds. Fund-raising skills appear to be weak in most of the committees, and need to be strengthened. The one notable exception in South America is ABCA, the organization of the federated Brazilian partnerships, which has been very successful at raising

funds from multinationals and Brazilian organizations for specific project support.

13. The partnerships have excellent institutional contacts and affiliations, and have created a growing number of north-south linkages between colleges, universities and other institutions.

14. Public relations activities and visibility vary among partnerships and generally require strengthening. The Partners story is not known well enough on either side of the border and deserves wider coverage.

15. Many partnerships have expressed the need for greater sharing of experiences and resources, particularly within regions. There is little communication or collaboration between different partnerships, except in cases where some natural linkage already exists, as in the examples of Brazil, with its 19 federated partnerships, or the partnerships of the eastern Caribbean, which have some organizational and programming linkages, and in countries such as Colombia, which has three partnerships that are being encouraged by AID to collaborate around selected national priorities.

Project Development

16. There is a clear socioeconomic development emphasis in current partnership programming, although the definition of the term is better understood in the southern halves of the partnerships than in the north. Partnerships studied have projects in such areas as agriculture and rural development, health, rehabilitation, income-generation, community education, women in development, etc. New programs in the areas of youth development, drug abuse prevention and rehabilitation, emergency preparedness and development education are being introduced by NAPA, and are being integrated into partnership activities.

17. Project development is for the most part shared by the northern and southern partnership committee components, although generally initiated in the south. Since both halves of a partnership committee must approve a project, which may involve a field visit by a northern partner, and communication is frequently poor, project development tends to be slow, taking anywhere from six months to a year.

18. Most projects receive seed money grants through the Small Grants or other Partners program. These are equalled or surpassed in value by local financial and/or in-kind contributions in each project.

19. The absence of clearly-defined long- and short-term goals within partnerships results in a lack of focus in project selection, and diffusion of partnership energies and resources. A number of partnerships have, or are in the process of defining, an overall focus, and are using this to prioritize partnership activities.

20. A number of small projects tend to have vaguely defined or mixed objectives, with poorly or nonstated expected outcomes. At the same time, the partnerships have no established monitoring and evaluation procedures for either their internal operations or community projects with the exception of pro forma evaluation of small grants. However, NAPA has recently added a planning and evaluation specialist to its staff, and expects to gradually introduce and systematize these procedures within the partnerships.

21. In a number of partnerships there is little collaboration or interaction between the program subcommittees, and little is known about each other's activities. Opportunities to strengthen or integrate projects are thus lost, and partnership resources are again diffused.

22. The most effective Partners projects are those designed by the partnerships and including active participation in them at some level by

Partner volunteers. When partnership involvement is limited to financial support, there tends to be little follow-up beyond required mid-term and final reports from the grantee, and the partnership loses in terms of experience and assurance that the grant was well-invested.

23. The objectives of the Partners Community Education program are not well defined or understood within a number of partnerships, and are interpreted with wide diversity, with the notable exception of Brazil.

24. Partners committees have high-quality technical expertise within, or available to their membership, and these specialists provide valuable consultation to partnership projects. Travel funds for technical exchanges are well spent. Problems arise through lack of follow-up to initial visits by the specialists, at times due to NAPA regulations governing such travel.

25. Sports and culture, once important areas of Partner activities, have generally diminished in importance in partnership programming relative to socioeconomic development. Nonetheless, these are important elements in cross-cultural understanding, and engage people in ways that other activities do not. While they should not take precedence over other program areas, they do make a valuable contribution to the overall objectives of the Partners program.

Partnership-NAPA Relations

26. NAPA servicing of partnerships is seen as helpful, in the U.S. and through its regional representatives. The assistance most used is help with organizational and partnership issues, assisting in preparing proposals, and expediting of activities and grants. NAPA representatives successfully balance providing assistance and avoiding undue interference in the affairs of the partnership. At the same time there is some partnership dissatisfaction with slow response from NAPA to inquiries and grant proposals. This is seen

as related to NAPA staff's multiple responsibilities, in addition to partnership servicing.

27. Given the changes and pressures many partnerships are experiencing, they require increased support from NAPA in terms of organization and project development.

Interaction with AID

28. All partnerships have ongoing contacts with AID, directly or through NAPA regional representatives, and in the case of Brazil, through ABCA. AID is seen as supportive of Partners programs, and relations and cooperation appear to be good.

AID representatives expressed generally favorable opinions of the Partners program, with particular reference to its success in reaching low-income groups, mobilization of high-quality professional resources and institutional linkages, as well as strengthening of U.S.-local country bonds of friendship. Some AID officials feel that the Partners program is too diffuse to be effective.

NAPA

29. NAPA has invested major staff and financial resources to promote and support socioeconomic development programming by the partnerships. These efforts include partnership development and program support activities. NAPA's current priority is to improve existing partnerships. NAPA partnership support is implemented through direct staff support services, organization of training events and seminars, a large publications program, development of international volunteer leadership through the fellowship in International Development, and administration of grants for partner-related travel, training and small-scale development project support.

30. NAPA funding support for partnership economic and social development activities rose from 18 percent in 1980 to 42 percent in 1984; partnership development spending rose from 12 percent in 1980 to 22 percent in 1984. These two areas are the two largest budget items, with the relative share for social and economic development increasing at the fastest rate.

31. While the proportion of NAPA revenue represented by the AID core grant has declined from 30 percent to 18 percent between 1980 and 1984, the importance of the core grant should not be underestimated, since it is difficult to obtain private funding for such support. Without such support it is difficult for NAPA to mount the effective programs that attract non-AID funding.

32. As the proportion of NAPA revenue represented by the AID core grant declined, the proportion represented by other AID grants has risen from 2.5 percent to almost 45 percent of total revenue. While it is difficult to provide statistics on precise numbers of Partners development projects or their impact resulting from Aid-provided funds, it is significant that use of project-related small grants, travel and training rose from \$650,000 to about \$2,450,000 per year. It is clear that development-oriented projects are increasing, due in large part to the increased AID funding to make this possible.

33. The Partners program has been very successful in leveraging AID funds to achieve a multiplier effect. Most projects receive equal or significantly greater amounts of other funding or in-kind support. NAPA has also been able to attract a substantial amount of non-AID funding. Private contributions have averaged 32 percent of total revenues from 1980 to 1984, while other government grants accounted for 20 percent, for a total average of 42 percent of the budget funded by non-AID sources.

34. NAPA engages in a significant media and publications outreach in order to promote a national image for the Partners program. Its newsletter is published in English and Spanish, and reaches a circulation of 18,000; some of its regional programs have their own newsletters. In general, NAPA's publicity efforts appear to be effective, and its publications of a high quality in content and format.

35. The NAPA U.S. staff is professional and competent, but staff members have multiple responsibilities and are spread too thin to provide the increased partnership servicing that is required as partnerships are feeling the pressures of increased organizational and program responsibilities. NAPA regional staffs, equally competent, have similar problems, particularly the South American regional representative, who has 13 partnerships in her region.

Recommendations

General

1. NAPA should facilitate dialogue within the Partners organization to surface and articulate concerns as to current changes in focus and level of activity, and to reach consensus on future directions for the Partners organization, with special reference to the volunteer nature of the organization versus the increasing professionalization of much of its programs.

2. As a result of the increased number and levels of programs, partnerships require assistance in obtaining administrative support and institutional stability. NAPA should assist those partnerships not benefiting from special program grants to obtain needed funding from other sources, and/or to strengthen their own fund-raising capabilities to meet these needs.

3. AID should consider instituting simplified accounting and reporting procedures if partnerships obtain AID grants, to avoid over-bureaucratization

of the partnerships, and should carefully design into such grants specific roles for both halves of a partnership.

4. It is recommended that partnerships periodically assess the totality of their programming from the perspective of general effectiveness and resource needs, and be willing to limit expansion, when indicated, until areas requiring strengthening or consolidation have been given needed attention.

5. NAPA should increase its partnership servicing activities to include more frequent contacts with partnerships and training for volunteers in organization development, leadership development and project design and development. Improved skills in these areas will make it easier for partnerships to integrate the changes they are experiencing.

6. Partnerships should make efforts to balance north-south counterpart organizational structures in order to facilitate partnership activities.

7. Partnerships should recruit greater participation of the business community in their membership, as a source of technical assistance in designing economic development projects and as a source for fund raising.

8. Partnership committees should develop and maintain simple data collection and record-keeping systems. NAPA should assist partnerships to devise such systems, so that comparable data bases will exist within and among partnerships.

9. The Standards of Excellence should be maintained as criteria for partnership functioning. Partnerships should be assisted, when necessary, to bring their organizations into line with the standards.

10. Partnerships should increase their public relations and public information activities, particularly in the United States, in order to make Partners more widely known within the partner state, to increase state

identification, with and knowledge of the partner country, and to open more doors to resources within the state.

11. NAPA should facilitate more contacts and communication between partnerships, particularly within the same region, for the purpose of sharing experiences and problem-solving.

Project Development

12. Partnerships should be encouraged to use the annual Letter of Understanding, as well as the annual planning process, to identify long-term goals and a focus of programming. Program selection and project planning should be related to previously established priorities. Program subcommittees should also be encouraged to define their goals and priorities in this manner.

13. NAPA should provide increased training to partnerships in the techniques of project design, with special emphasis on identification of objectives and specific outcomes.

14. The purposes, definition and scope of the Community Education program should be clarified to help partnerships make more effective use of this program.

15. Partnerships should select projects where members can be directly involved in implementation and monitoring. Specific member responsibilities within the project should be assigned, including that of periodic reporting to the partnership on progress and problems. Modest local funds should be made available to help defray the cost of volunteer in-country travel to participate in and monitor projects, where indicated.

16. Partnership committees should encourage greater communication and collaboration between program subcommittees, in order to strengthen projects and promote more effective use of internal resources.

17. Sports and cultural programming should be strengthened within the partnerships, with greater emphasis on south-to-north cultural exchanges. The development aspects of sports and recreation should be emphasized in project development in this area.

18. NAPA should modify its regulations on technical travel to allow for more flexibility where it will aid project development and implementation.

NAPA

19. AID should continue its core support of NAPA, since this enables the organization to obtain other funds to develop its programming activities, which further AID's goals for socioeconomic development in Latin America and the Caribbean.

20. NAPA should continue to increase the percentage of private funding for its programs.

21. NAPA should develop a simplified project monitoring system to be used as a model for partnerships. Technical assistance should be provided by NAPA and regional staff in its application.

22. NAPA should consider modifying length-of-stay requirements for travel grants, permitting shorter stays after an initial ten-day stay, and should also allow larger groups (officers and committee chairs) to travel together once a year for planning meetings with their partners. The differences in flexibility between special programs, such as CMAP, and regular partnership programs in such matters should be eliminated in favor of greater flexibility for all activities.

23. NAPA should reorganize its staff structure to allow for more focused assistance to partnerships in the areas of organization development and project development and implementation.

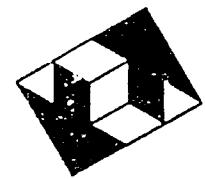
Future Evaluations

24. The Partners program and future evaluations will be more effective if AID builds into its core and other grants specific goals and targets towards which the organization and partnerships can work within a given period. While a log frame model may not be appropriate, or even desirable, for an organization such as the Partners, some modified system would permit AID to better evaluate the effectiveness, efficiency and impact of the program.

25. Both AID and NAPA should consider assessments of specific programs within the Partners. Some have already been done, e.g., Women in Development and Community Education. Others of this type would permit more depth in the assessment results. The current evaluation was a broad-brush effort. There was little opportunity to go beyond the surface of specific Partners programs or programming processes. More time should be allotted in future evaluations for both north and south field visits, but particularly the latter, to permit more visits to projects, some of which are in outlying areas requiring all-day or overnight travel.

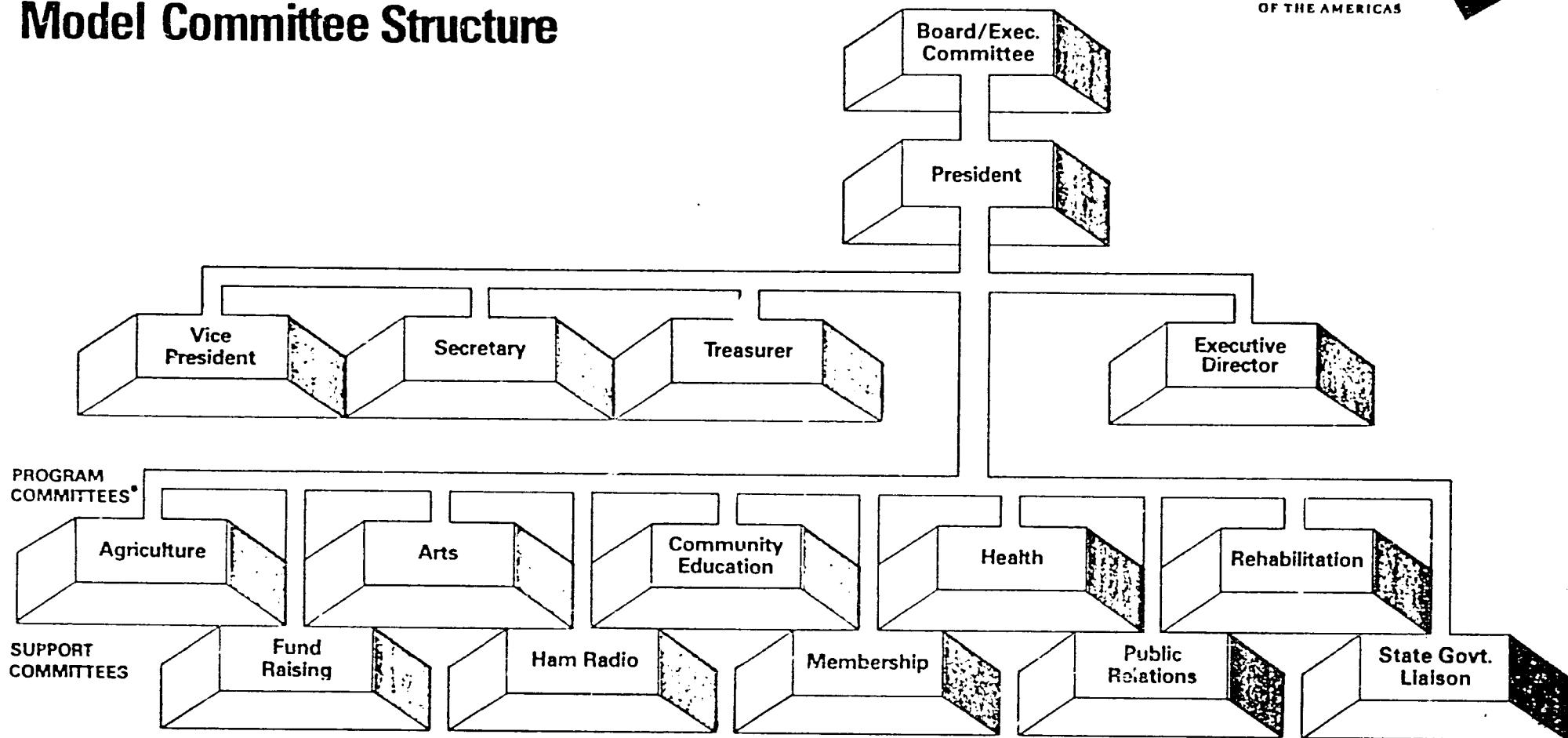
Appendix I

A Model Committee Structure



PARTNERS
OF THE AMERICAS

Model Committee Structure



75

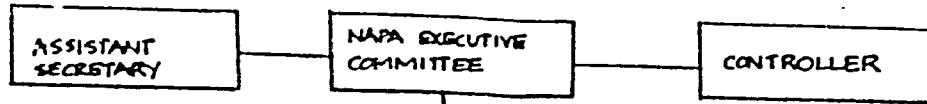
* Other Program Committees Include: Sports, Education, Journalism, Business and Trade, Women in Development, Student Exchange, Energy, Youth Development, etc.

Appendix 2

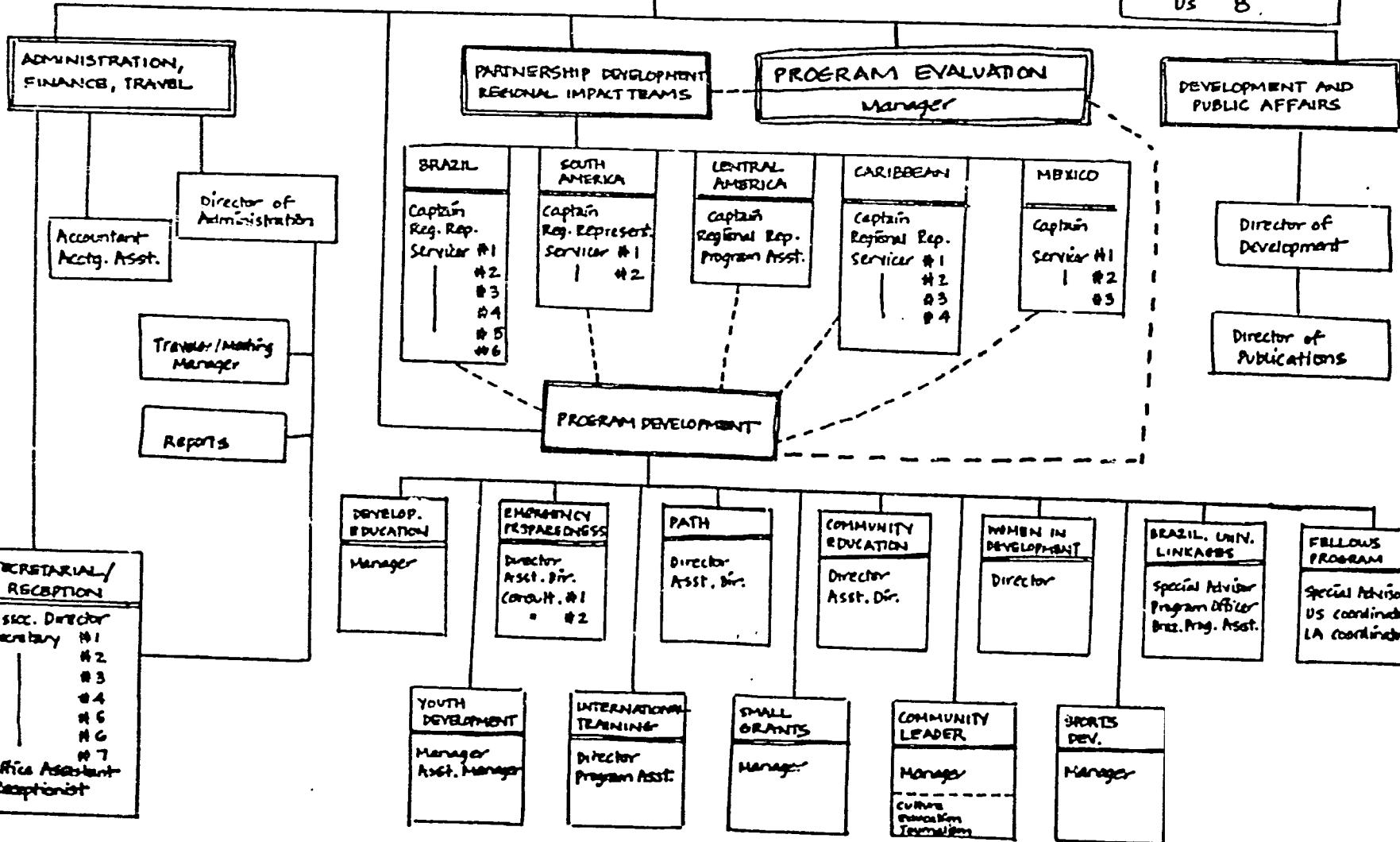
Organization Chart: NAPA Staff

ORGANIZATION CHART - PARTNERS of the AMERICAS STAFF

AUGUST 1986



| Full Time Staff | |
|-----------------|----------|
| US | 24 |
| Overseas | 5 |
| | <hr/> 34 |
| Part Time Staff | |
| US | 8 |



Appendix 3

Pursuit of Excellence Standards

THE STANDARDS OF EXCELLENCE

Organizational Development

In striving for excellence, each Partner committee should be a community-based organization with these elements:

- *Philosophy Statement.* This is a reaffirmation of the goals and objectives of the partnership, developed and agreed upon by both Partner committees. This statement should be incorporated into the partnership's Letter of Understanding and can also be reproduced as a separate document, if the partnership so desires.
- *Leadership Development.* Each committee should have staggered terms for board members and officers as a way to renew its leadership and provide continuity. Also recommended is the use of the "ladder approach" through which an officer or board member is designated as the president-elect.
- *Executive Director.* Each committee should strive to have an executive director — whether paid or voluntary — to assist officers in the administration of the partnership and help subcommittees in their program planning and evaluation.
- *Membership.* Membership must be open and representative of the community and its institutions.
- *Bylaws.* A committee's bylaws should be reviewed and updated to reflect new requirements and standards. All committees must adhere to their bylaws.

Program Development

Excellence in program development means conducting projects or programs that:

- address the needs of the local community;
- show a multiplier effect and continuity;
- involve the beneficiaries in the planning of the project;
- and maximize the use of local resources.

As a partnership jointly plans its program activities, it should take into consideration:

1. *Joint Planning:* ensure participation in planning by both sides of the partnership.
2. *Development of Annual and Three-Year Plans:* identify short, medium and long-range objectives and determine a realistic implementation schedule. Committees should conduct at least 12 program exchanges annually.
3. *Evaluation Process:* assess projects at regular intervals to keep them on track and evaluate the results.
4. *Local and National Office Resources:* be familiar with them and how to use them effectively.
5. *Use of Travelers:* develop a system for orienting and briefing travelers to get the most out of exchanges. Travelers can be used not only to conduct a specific task but also convey messages, other communications and materials.

Communications

Good communications are essential to any program. An excellent partnership has in place:

1. an effective system of *internal* communications between the officers, board of directors, program subcommittee chairpersons and members of each Partner committee;
2. and a system of communicating regularly — *north and south* — between the two sides of a partnership.

Types of communication methods include:

- written correspondence
- telephone and telex
- ham radio
- travelers/couriers
- brochures
- newsletters
- annual reports and partnership histories
- minutes of meetings

Effective communications depend on Partners dealing with each other in their own language. Emphasis should be placed on learning the language of the Partner area. Written communications should also include a deadline for responding to specific letters and requests.

Appendix 4

CENAEC - Centro Nacional de Educacao Comunitaria
(National Center for Community Education)

Regional Center - Centro Nacional de Educacao Comunitaria (CENAEC)
 (National Center for Community Education)

CENAEC was created by NAPA under a grant from the Charles Steward Mott Foundation, in 1980, with an agreement between the Brazilian Ministry of Education and Culture and the Brazilian Association of Partners of the America (ABCA), and the participation of the Centro de Recursos Humanas Joao Pinheiro (CRHJP). The basic objective of CENAEC is to disseminate the concept and practice of community education through the installation of community education centers throughout Brazil.

Beginning with \$75,000 for the first year, under the competent and dynamic director, Regina Almeida, CENAEC launched a series of seminars on communication throughout Brazil. The director, along with her staff, attended numerous congresses, conventions and seminars in order to stimulate an awareness of what community education would bring to the Brazilian population. All CENAEC community education activities were undertaken with the support of state partnership committees and their volunteers.

CENAEC's funding was reduced in increments of \$15,000 annually and for 1985 stands at \$15,000. The MEC/ABCA agreements will terminate December 31, 1985. Over the past five years, CENAEC accomplished the goals it set out for itself. It established 16 regional community education centers that are self-sufficient and integrated into the state secretariats of education. With some material and technical support from CENAEC, the regional centers have continued to expand community education and contribute to improving the quality of life in their states. CENAEC developed community education programs that met the socio-economic needs and interests of the communities. Some of these programs covered schooling, health, recreation, family relations and citizenship. CENAEC collaborated with regional centers to organize annual study groups, seminars and intensive courses in community education. It also made visits to the centers and schools to lend technical assistance for organizing community education projects. The director of CENAEC was successful in expanding community education into the rural areas of Brazil by concluding an agreement with COAGRI -- Coordenacao Nacional do Ensino Agropecuario. COAGRI, with material and technical assistance from CENAEC, now includes all aspects of community education in its curriculum, seminars and workshops at 33 schools located in rural areas of Brazil.

CENAEC produces community education material, such as texts of conference speeches, pamphlets and reports for use in local and regional activities. These materials are also made available to public and private institutions interested in community education. This year a part of CENAEC's funding will be used to publish a book on community education which is due to appear in December 1985. CENAEC maintains a working relationship with Brazilian regional centers and a liaison with Partners' regional centers in Latin America, Central America and the Caribbean.

Appendix 5

PERSONS CONTACTED

PERSONS' CONTACTED/INTERVIEWED

BRAZIL PARTNERSHIPS

NAPA

Lacey Gude, Team Captain-Brazil

Graham French, *University Linkage, Brazil*

Missouri

Linda Krenger, Cultural Committee

Tom Clevenger, Ex-President, Chair, Emergency Preparedness Committee

Susan Neese, Chair, Women Development Committee

Judy Hefferman, Women in Development Committee

Carlton Spotts, Cultural Committee

Lynn Hartman, Emergency Preparedness Committee

Nelziman Goes Neves, Brazilian Student of Music and NAPA travel grantee

Ouro de Freitas, Brazilian Student of Music and NAPA travel grantee

Mauro Costa, Brazilian Graduate Student of Engineering on CNP

Scholarship and NAPA travel grantee

Jim and Lois Highfill, Handicap Committee

Danilo Fernandes, Atlantic Richfield School--Electrical Engineering

Gary Lee, President

Eunice French, Executive Director

George Zobrist, University Linkage Committee

Freida Zobrist, University Linkage Committee

Cocorro Fernandez, Educational Administration Trainee from Para

James Boyan, Cultural Chair

Euwin Epstein, Editor of Para-Missouri Newsletter

Paul McNally, Sports Chair

Elias Serique, Handicap Trainee from Para

Jorge da Sousa, Ph.D. Candidate on Brazilian Government Scholarship
and NAPA Travel

Dr. Orlando Baiocchi, Board of Directors

Mrs. Orlando Baiocchi, Handicap Committee

Bobby Wixson, Ex-President and NAPA Board

James Tayon, Well Project in Para

New Hampshire

Gracy Casey, President

Robert Raiche, NAPA National Chairman

Susan Goldin, Chair, Cultural Committee

Carol Nadeau, Secretary

Michael Jenkins, Vice President

Sharon Rash, Shaker Villate

Will Brown, Emergency Preparedness Chair

Natalie Brown, Emergency Preparedness Committee

Susan Jenkins, WID Chair

Zeumiria Nogueira Vieira, Trainee, Emergency Preparedness, from CEARA

Jesus Ender Costa, Trainee, Emergency Preparedness Committee, from CEARA

Robert Corell, University Linkage Committee

Galen Jones, University Linkage Committee

Eleanor Saboski, Emergency Preparedness Committee

Frank McCann, University Linkage Chair

Para

Nagib Coeho Matni, President
 Almir Morrison, Vice President
 Maria Helena Mommensohn, Secretary
 Joao Bosco da Silva Castro, Cultural Committee Chair
 Maria de Gloria Boulhase Caputo, Cultural Committee
 Meirevaldo Paiva, Education Committee
 Terezinha de Lisiux Miranda da Silva, WID Committee
 Joaquim Borges Gomes, Treasurer
 Jose Ananias Fernandes, Emergency Preparedness Chair
 Antonio Vizeu da Costa Lima, Education Committee Chair

CEARA

Vicente de Paulo Vieira, President
 Osmundo Reboucas, Vice President, State Secretary of Planning
 Prof. Joao Edson Rola, Treasurer
 Laura M.S. Vienra, Education Commission, Chair
 Claudio Regis de Lima Quixada, President, State University CEARA,
 University Linkage
 Jose Agamenon Bexerra da Silva, University Linkage Chair, UFC
 International Exchange
 Helio Bonfim de Macedo, Development Fellow
 Maria Luiza Barbosa Chanes, Cultural Committee, Chair
 Maria Izairs Silvino da Silva, Cultural Committee, Director Choral Group
 Hulda Chaves Lenz Cesar, Board of Directors
 Julio Sarmiento de Meneses, Emergency Preparedness, Hydrology Project

Ricardo Cruz Vasques, Emergency Preparedness, Hydrology Project

Gerhard Otto Schrader, Emergency Preparedness, Hydrology Project

Antonio de Albuquerque Sausa, Filho, Agriculture Committee, Chair,
Director, Department of Economic Agriculture, UFC

Jose Luciano Ferreira da Fenseca, Education Committee, Overseas Broom
Project

Prof. David Meeker, University of New Hampshire, University Linkage

Sharon Meeker, University of New Hampshire, University Linkage

Belo Horizonte

Regina Almeida, Director of CENAEC, Secretary of ABCA, and President
of Minas Gerais Partners Committee

Jorge Poock Correa, Board of Directors Partners of America, Inc.,
Sao Paulo Partners Committee

Antonio Cesar Guimaraes Rocha, Executive Director, ABCA

PERSONS CONTACTED: Albany, Rockland County, Vermont, Barbados, St. Lucia,
Honduras

NAPA

David Luria, Director of Administration
 William Reese, Vice-President for Development and Public Affairs
 James Cooney, Director, Partners Inter-American Center for Community
 Education
 Alan Rubin, President, Partners of the Americas
 Kate Raftery, Associate Director, Team Captain for Central America
 Jim Criste, Coordinator of the International Fellows Program and Team
 Captain for the Caribbean
 Kathy Stearns, Manager, Youth Development Program
 Ray Lynch, Director, Emergency Preparedness Program
 Gregory Dixon, Director, Partners Appropriate Technology for
 Handicapped (PATH)
 Martha Lewis, Director, Women in Development Program
 Wendy Russell, Director, International Training Program
 Elicna Vera, Manager, Small Grants Program
 Diann Fahey, Travel and Meeting Manager
 Kathryn Wilson, Controller
 William Stedman, Special Advisor, International Fellows Program
 Cynthia Kenny, Director of Publications
 Katrina Eadie, Manager, Planning and Evaluation

Albany

Anne Roberts, President
 Chris Haywood, Youth Chair
 Hanns Meissner, PATH Chair
 Jim Covert, Economic Development Chair
 Paul Marr, Economic Development
 Sal Belardo, Economic Development
 James Wessman, Caribbean Studies Program, SUNYA
 Robert Kayden, Community Education Chair
 Fran Nolan, Community Education
 Phil Johnson, Sports Chair
 Barry Cavanaugh, Sports
 Russ Ebbets, Sports
 Mari Warner, Sports
 Al Lounsbury, Agriculture Chair
 Karen Woods, Business and Professional Women

Rockland County

Edward Kayser, Executive Director
 Donald T. McNelis, President
 Mary Eileen O'Brien, Board Member

Mary McCormack, PATH
 J. Holland, Education
 Gene Moynihan, Economic Development Committee
 John Sullivan, PATH Committee and Board Member
 Carolyn DeLesser, Culture Committee
 Richard Maloney, Health Committee
 John Gallotto, PATH, Special Education

Vermont

William Stone, Agriculture Committee
 Jean Stone, Culture, Women in Development
 William Kelly, President
 Bill Bright, Vice President
 Janet Patterson, Women in Development Committee
 Robin Lloyd, Board Member
 Anne Sarcka, Women in Development Committee
 Chet Briggs, Treasurer, Co-Coordinator for Agriculture and Training Projects

Barbados

Gilmore Rocheford, Regional Representative
 Granville Farley, Secretary, and Coordinator, CMAP Program, Barbados
 Trevor Clarke, Garment Manufacturer, Trainee
 Gloria Lucas, Trainee
 Paul Gibbs, Trainee
 Venice Morris, St. Joseph Community Action Group
 Maizie Welch, Instructor, St. Joseph project
 Jackie Banfield, President
 Bradly Niles, Vice President and Chair, Education Committee
 Carl Clarke, Chair, Economic Development Committee
 Marjorie Blackman, Board Member
 Keith Hunte, President, University of the West Indies, Barbados
 Heather Greenidge, Trainee
 John Williams, Prime Minister's Office, Board Member, International Development Fellow

St. Lucia

Claudia Jean-Baptiste, Coordinator, CMAP
 Patricia Charles, Director, CARCEC
 Mary Charles, Chair, PATH Committee
 Dr. D'Souza, Chair, Health Committee
 Primrose Bledman, Chair, Economic Development Committee
 Jim Mogal, Economic Development Committee
 Cassius Elias, Economic Development Committee
 Tony Avril, School for the Blind
 Cynthia Weekes, School for the Deaf

PERSONS CONTACTED: Oregon, South Carolina, Costa Rica, Colombia

NAPA

Alan Rubin, President, Partners of the Americas
 David Luria, Director of Administration
 William Reese, Vice-President for Development and Public Affairs
 James Cooney, Director, Center for Community Education
 Kate Raftery, Associate Director, Team Captain for Central America
 Jim Criste, Coordinator, International Fellows Program and Team Captain
 for the Caribbean
 Kathy Stearns, Manager, Youth Development Program
 Ann Bowdler, Team Captain for South America
 Ray Lynch, Director, Emergency Preparedness Program
 Gregory Dixon, Director, Partners Appropriate Technology for
 the Handicapped (PATH)
 Martha Lewis, Director, Women in Development Program
 Wendy Russell, Director, International Training Program
 Eliana Vera, Manager, Small Grants Program
 Diann Fahey, Travel and Meeting Manager
 Kathryn Wilson, Controller
 William Stedman, Special Advisor, International Fellows Program
 Cynthia Kenny, Director of Publications
 Katrina Eadie, Manager, Planning and Evaluation

Oregon

Vance Savage, President
 Mary McGladrey, President-Elect
 Sue Orme, 1st Vice President
 Helen Laurence, 2nd Vice President
 Carlota Holley, Treasurer
 Robert Ellis, Director
 Bill Webber, Past President and Director
 Lola Burge, Community Education Committee
 Marian Staley, High School Exchange
 Scott Burks, PATH Committee
 Tom Cunningham, Natural Resources Committee
 Doug Douglas, Fund Raising Committee
 Pru Douglas, Volunteer
 Joan Geddes, Training Grants Committee
 Jim Holley, Community Education Committee

Costa Rica

Sherman Thomas, President
 Felix Angel Salas, Executive Director
 Luis Ramirez, Agriculture Committee
 Guillermo Vega, Amigos de Oregon
 Marta Barquero, Women in Development Committee
 Olman Muñoz, Small Business Committee
 Juan Maria Tercero, Emergency Preparedness Committee
 Virginia Vargas, Culture Committee
 Elio Muñoz, Central America Regional Representative, NAPA
 Thomas McKee, AID
 Flor Ruiz, AID
 Ray Baum, AID
 Lilia Ortuno, Director, Federation of Voluntary Organizations

South Carolina

Aracelis Shaw, President
 Marvin Efron, Vice President, and PATH Committee
 Steven Shaw, Executive Secretary
 Ned Moeller, Emergency Preparedness Committee
 Larry Winecoff, Community Education Committee
 Flos Le Coq, Public Relations and Publicity
 Ralph Mise, Board member
 Julio Mendoza, Member
 Jeanne Polyuk, Member
 James Keen, Member

Southwestern Colombia

Hugo Lora, President
 Alex Cobo, Vice President
 Constanza Villegas, Executive Director
 Oscar Bolaños, Health and Medicine Committee
 Efren Varela, Rural Development Committee
 Marta Quintero, Women in Development Committee
 Hernan Ortiz, Community Education Center
 Adolfo Velez Gil, Emergency Preparedness Committee
 Diego Giraldo, Sports and Recreation Committee
 Jaime Villaquiran, Rehabilitation Committee (PATH)
 Maria Uribe de Bernal, Executive Director, El Diamante
 Community Development Project
 Father Sebastian Aldaño, Director, Miravalle Youth Rehabilitation Project
 Marta Cecilia Villada, Regional Representative for South America, NAPA
 Jim Smith, AID Representative, U.S. Embassy, Bogota
 Rene Hauser, Executive Director, North and Central Colombia Partners
 Committee, Bogota

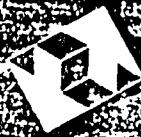
Appendix 6

STATE - COUNTRY PARTNERSHIPS

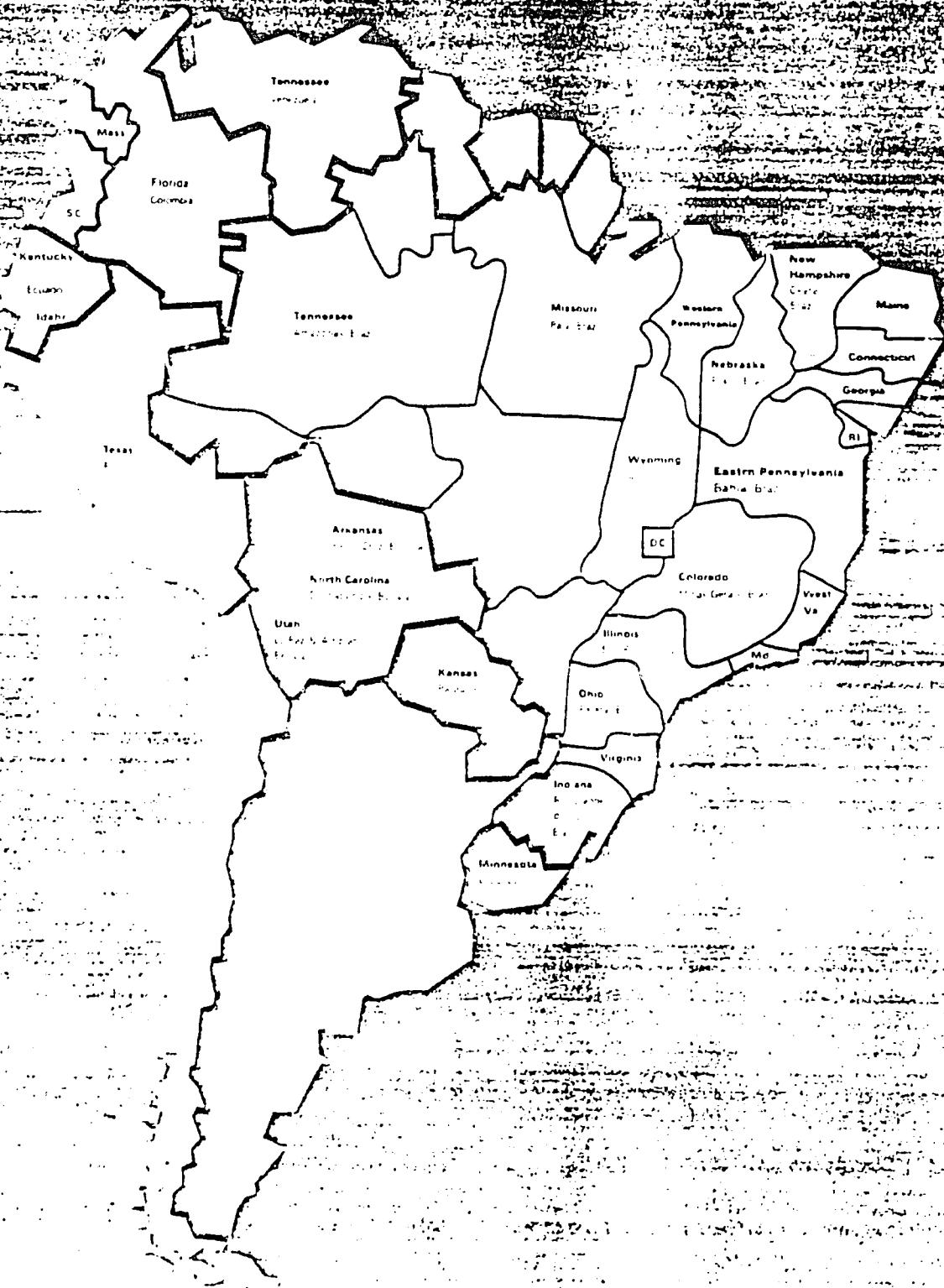
Partners of the Americas

Best Available Documents





Companheiros das Américas



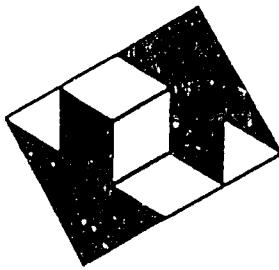
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Appendix 7

CORPORATE SUPPORT FOR BRAZILIAN AND U.S. PARTNERSHIPS



**PARTNERS
OF THE AMERICAS**

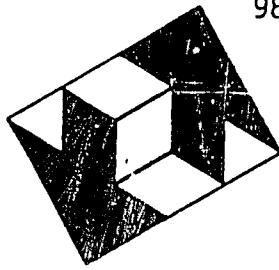


1424 K Street, N.W., Washington, D.C. 20005
Telephone 202-628-3300 Cables: NAPAR Telex 64261
DDD Terminal #202-737-6862

**CORPORATE COLLABORATION IN BRAZIL:
SUPPORT FOR BRAZILIAN AND U.S. PARTNERSHIPS**

The following are current examples of Partners of the Americas programs and projects in Brazil actively supported by Brazilian and U.S. corporations.

1. **Alcoa:** underwriting three-year start up costs of establishing a new partnership between the state of Maranhao and Western Pennsylvania. Support for volunteer support travel, organizational development, training and "seed" grants to partnership projects. First time ever that private corporation sponsors a new partnership. All 54 others were started by AID.
2. **Atlantic Richfield:** Atlantic will award 6-8 full scholarships for 1-year study programs in the United States managed by Partners. Target study areas include: agri-business, business administration, petroleum and chemical engineering, public health and nutrition, forestry and natural resource management. All scholarships will be run through Partners' university linkage program.
3. **IBM:** financing 12 one-month technician exchanges through partnerships for computer and data processing specialists.
4. **Pfizer:** support for Georgia-Pernambuco Partnership's research in schistosomiasis.
5. **Quaker Oats:** support for Indiana-Rio Grande do Sul Partnership's research and extension work in oats production.
6. **Levi Strauss:** two-year program to create Model Chemical Dependency Treatment Center. First "employee assistance program" in Sao Paulo, part of the Sao Paulo-Illinois Partnership.
7. **Charles Stewart Mott Foundation:** 5-year support for founding of Partners' first overseas community education center.
8. **Avon, Monsanto and Rohm and Haas:** small seed grants to partnership projects - matches for PVC "Matching Grant."
9. **Banco Itau:** Brazil's second largest privately owned bank. Underwrites cost of Partners Brazilian newsletter.
10. **Grupo Ultra:** largest privately owned liquified petroleum company. Provides logistical support (communications, travel, and secretarial assistance) for Partners operations. The chairman of the board has also hosted business roundtables and executive luncheons, similar to Partners' National Resource Council in the United States.



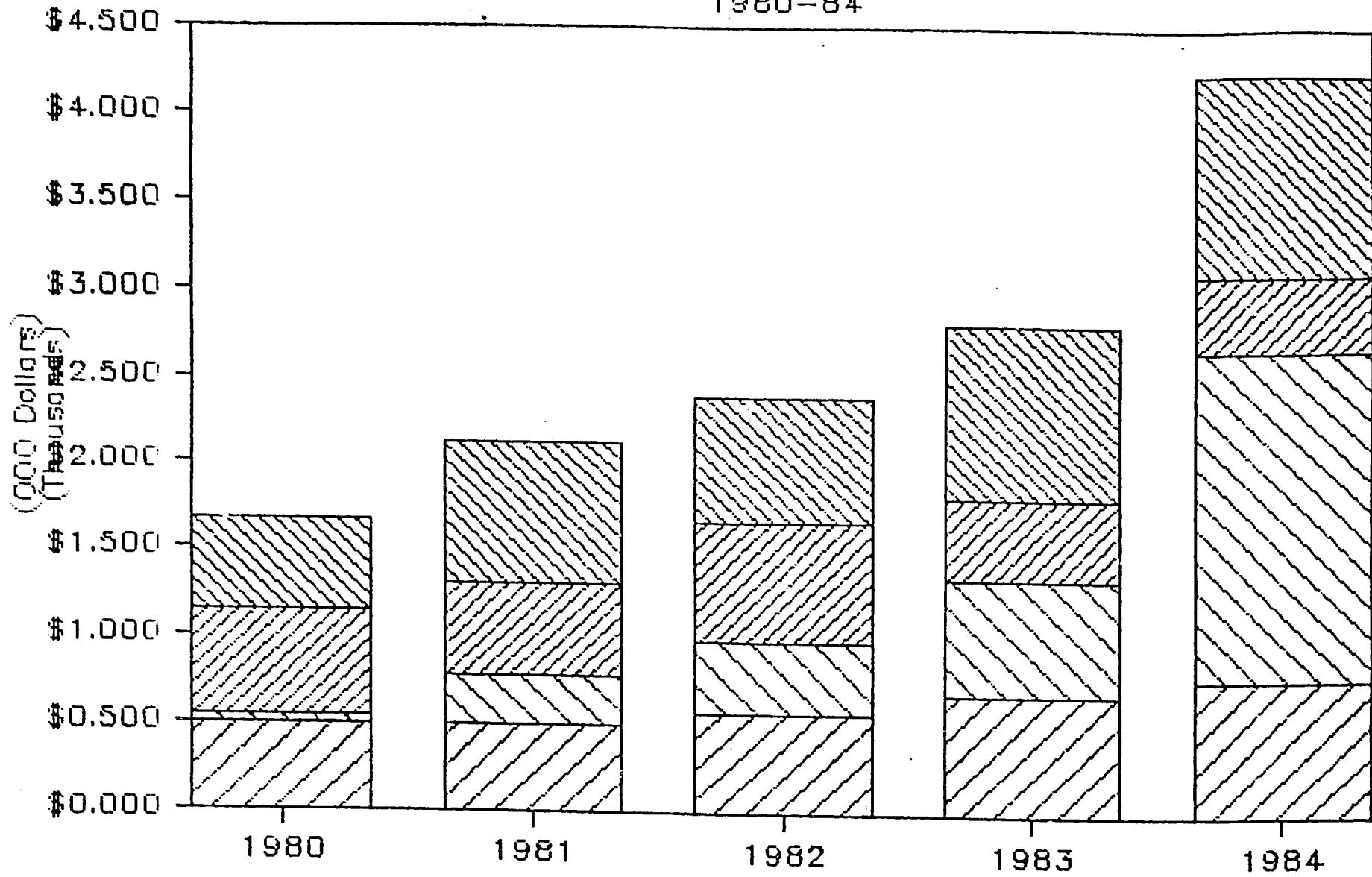
11. **Roberto Marinho Foundation:** largest private foundation in Brazil, owned by Globo TV Network. Sponsors short-term sabbaticals via state-to-state partnerships. Partners and Globo are developing a film series - "Brazil Today" - for U.S. television. Part of Partners' development education strategy.
12. **American Express:** Partners and Amexco developed "Juntos Podemos" - a model training program for tourism sector service establishment, proprietors and executives. Piloted in the Dominican Republic and Mexico, this joint effort is now scheduled for four major cities in Brazil.
13. **Morgan Bank, Hewlett Packard, and Dow Chemical:** general support for Partners' program in Brazil.

Appendix 8

NAPA REVENUES, 1980-84

REVENUES, NAPA, INC.

1980-84



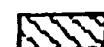
AID Core



Other AID



Other Govt.



Private

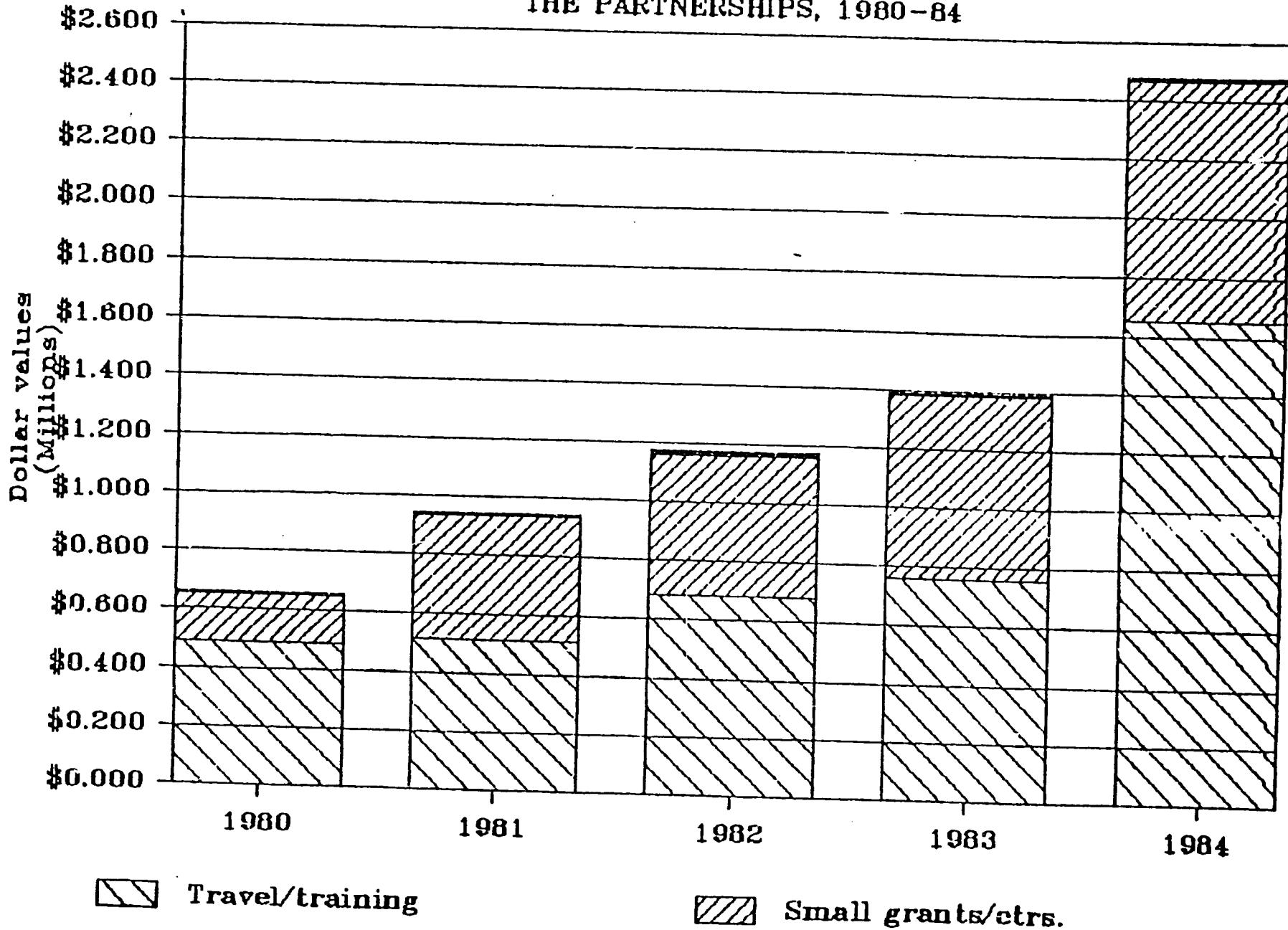
Appendix 9

RESOURCES USED BY THE PARTNERSHIPS

1980-84

RESOURCES UTILIZED BY

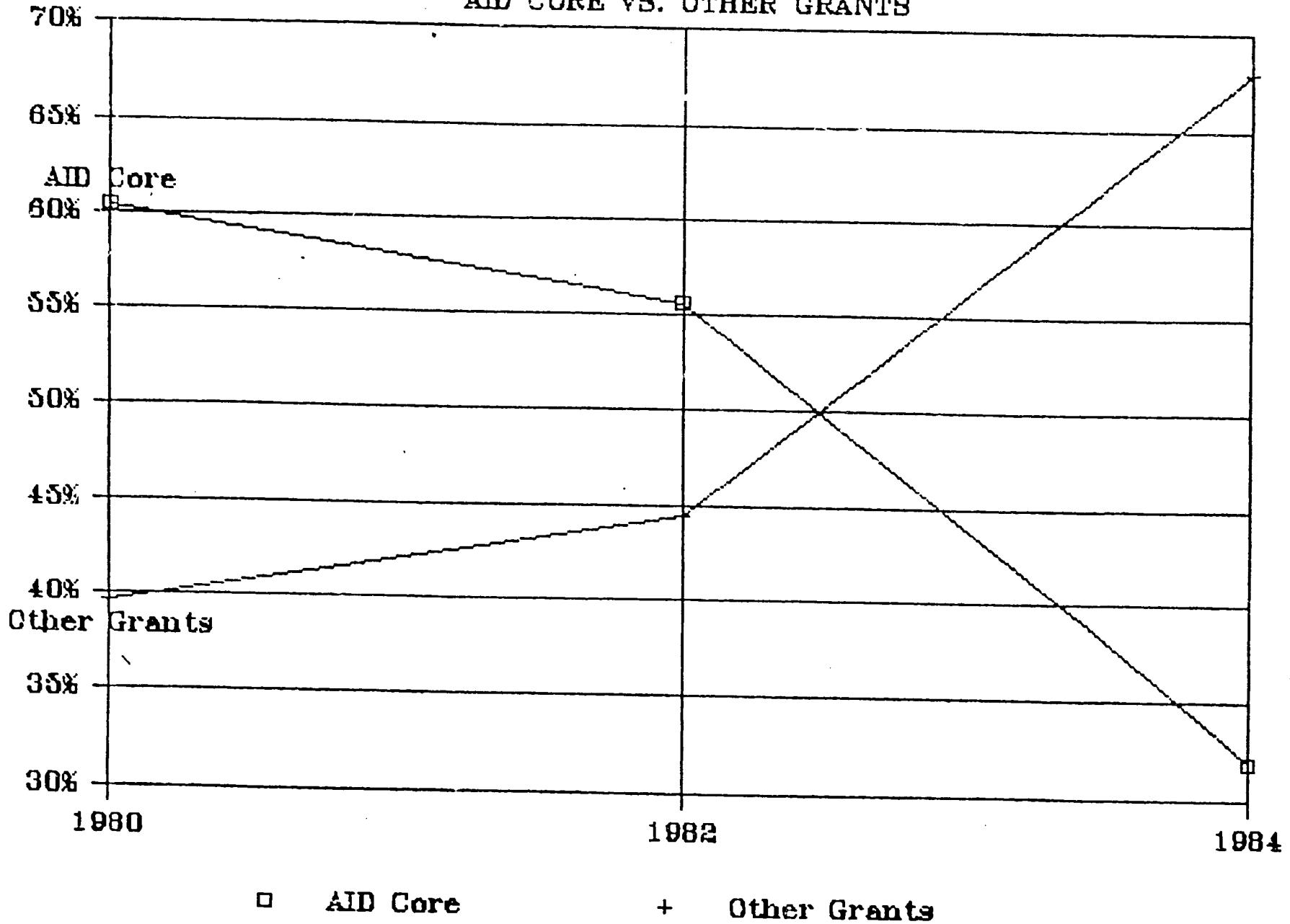
THE PARTNERSHIPS, 1980-84



PERCENT SHARE OF GENL.ADMIN.COSTS

AID CORE VS. OTHER GRANTS

PERCENT SHARE OF GENERAL ADMIN.COSTS



1980-84 REVENUE SOURCES

AS PERCENT OF TOTAL REVENUES

