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**END OF PROJECT EVALUATION OF  
PARTNERS OF THE AMERICAS**

**Grant No. LAC-0003-G-SS-5125-00**

**CENTRAL AMERICA REGIONAL  
STRENGTHENING DEMOCRACY**

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## ACRONYMS

ABCA	-	Brazilian Association of Partners of the Americas
ACORDE	-	Costa Rican Development Foundation
A.I.D.	-	Agency for International Development
APROS	-	Association for the Promotion of the Deaf (Guatemala)
CABEI	-	Central American Bank for Economic Integration
CAPS	-	Central American Peace Scholarships
EEC	-	European Economic Community
INFOP	-	Government Development Institute (Honduras)
IRD	-	Integrated Rural Development
LAC	-	Bureau for Latin America and the Caribbean (A.I.D.)
LDC	-	Lesser developed country
NAPA	-	National Association of Partners of the Americas
PATH	-	Partners in Appropriate Technology for the Handicapped
PVO	-	Private voluntary organization
U of A	-	University of Alabama
USAC	-	University of San Carlos (Guatemala)
USAID	-	United States Agency for International Development (field mission)

## EXECUTIVE SUMMARY FOR PARTNERS OF THE AMERICAS EVALUATION

### Background

Partners of the Americas is a private volunteer organization founded in 1964 by A.I.D. to complement the Alliance for Progress. Its objectives are to foster good will and private sector cooperation between the people of the United States and those of Latin America and the Caribbean. The implementation of these objectives in recent years has increasingly emphasized social and economic development, as well as the strengthening of democratic institutions through voluntary efforts.

The Partners' volunteer-based activities are carried out by paired U.S. state-Latin American/Caribbean country partnerships. There are currently sixty 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. The partnerships are given technical and financial support through the National Association of Partners of the Americas (NAPA), which is composed of representatives from each partnership.

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.

The Central American grant (LAC-0003-G-SS-5125-00) was awarded to Partners of the Americas, Inc. in September of 1985. It provided \$2,121,720 (later increased to \$2,332,720) to carry out a three-year (extended to four years) program to strengthen the democratic leadership of public and private institutions in Central America. The grant responded to an unsolicited proposal to A.I.D. by Partners of the Americas, offering the resources of its network linking six countries of Central America with six partner states in the U.S. to "open a large North-South, two-way flow of civic and community leader exchange" in order to strengthen democratic processes in Central America and Panama. A central purpose of the grant was the strengthening of the organizational capabilities of the partnerships, in order ensure their abilities to accomplish the following objectives.

The specific objectives of the activities carried out under the grant were to:

1. Strengthen the leadership of public democratic institutions through a city-to-city relationship and exchanges of local officials.
2. Strengthen private democratic institutions and train leaders through linkages with youth and volunteer organizations.
3. Build a nucleus of Central American civic and community leaders with access to human and material resources in the United States.
4. Facilitate communication and cooperation among people in the hemisphere through workshops.

5. Promote greater independence of the press through direct contacts between professionals in the field in Central America and the United States.

#### Evaluation Purpose and Study Method

The purpose of this end-of-project evaluation is to determine the program's: 1) effectiveness in achieving stated program objectives; 2) effectiveness of the grantee in administering technical and financial resources; 3) degree to which training and managerial capacities have been institutionalized and are likely to be sustained after the project ends; and 4) potential replicability or application of materials, methodologies and institutional relationships to the design and implementation of future civic and community education programs in the LAC region.

The evaluation team consisted of two persons - Ms. Hortense Dicker, a Program Analyst and Mr. Mahlon Barash, an Institutional Analyst. The data was collected through 1) a review of program documentation, including agreements, progress reports and publications and (2) site visits to NAPA headquarters, and to the U.S. and Central American locations of four of the six partnerships being assisted under the grant. The partnerships visited were: Costa Rica-Oregon, Guatemala-Alabama, Honduras-Vermont, and Panama-Delaware. Unfortunately, a site visit to Panama was precluded by the current political situation.

The evaluators identified a series of indicators based on the stated objectives which could serve as benchmarks to guide the evaluation process. As an example, organizational strength of the partnerships was one of the stated objectives. Two indicators selected to measure this objective were financial viability to ensure the continuation of the programs and expansion of the partnerships beyond the capital cities in order to broaden program impact. See Annex 4 for a list of other indicators used in the evaluation.

In discussing the impact of the A.I.D. Central American grant on the achievement of grant objectives, it is necessary to also consider other non-grant projects which were strengthened and/or whose coordination was made possible by the grant. The former projects, while not directly linked to the Central American grant, either preceding it and/or continuing paralleling it, have involved Partner volunteers to varying degrees and have contributed to meeting a number of the grant objectives.

The field work was done from June 22 through July 4, 1989. Data was collected through: 1) a review of program documentation, including agreements, progress reports and publications and 2) site visits to NAPA headquarters, and to the U.S. and Central American locations of four of the six partnerships being assisted under the grant. The partnerships visited were: Costa Rica-Oregon, Guatemala-Alabama, Honduras-Vermont, and Panama-Delaware. A site visit to Panama was precluded by the current political situation.

The evaluators consulted with the A.I.D. project manager to obtain background information and to refine the scope of areas to be examined. In the field the evaluators interviewed program staff, officers and members of both sides of the partnerships and of organizations and community groups supported by the partnerships, and current and former participants. Local project staff facilitated the contact with participating groups.

## Findings, Conclusions and Recommendations

The following findings, conclusions and recommendations are an attempt to generalize from reviews of four out of six Central American partnerships, each of which has its own very distinct characteristics.

### Findings and Conclusions

- 1) Public and private democratic and community institutions in Central America have been positively impacted by the activities of the partnerships in the region. These institutions have significantly benefitted from training of their personnel, access to valuable materials and professional resources, and enrichment of their activities and programs.
- 2) The grant resulted in the strengthening of democratic leadership and participatory processes at the community level in the countries visited.
- 3) Important linkages between U.S. and Central American institutions and between individuals north and south have been established as a result of partnership activities facilitated by the Central American grant.
- 4) The partnerships evaluated, both north and south, have the organizational characteristics of democratic institutions by virtue of their charter under the NAPA "Standards of Excellence" that outline organizational norms which promote democratic processes. Most Central American partnerships are also democratic in practice through the implementation of these norms.
- 5) The Central American grant had a major impact on the partnerships evaluated by: a) promoting stability and continuity through the provision of funds for administrative staff and other operating expenses and b) making possible regional meetings of the Central American partnerships that fostered cross-fertilization of ideas/experiences both north-south and south-south.
- 6) A significant increase in the number of program and training grants, made possible by the availability of travel and training funds in the Central American grant as well as the coordinating services of the partnerships' administrative staffs, contributed to an increase in the number and quality of these programs.
- 7) While the partnerships evaluated have made strides in raising funds for specific programs, they are not financially self-sufficient in terms of their operating costs. Few of them have fund raising strategies or current capability to generate income. This places in jeopardy their ability to continue their present level of increased and effective programming, and to grow as significant private institutions contributing to the solution of community and national problems in Central America.

- 8) The regional planning and evaluation seminars provided an informal opportunity for partnership leaders to exchange information, ideas and experiences, and provided guidelines for planning as well as discussion of general organizational issues.
- 9) The regional planning seminars, which brought together the leadership of north and south committees, facilitated the development of annual plans within partnerships resulting in more efficient use of resources, better programming, and improved communication between the committees. At least one partnership committee felt that the impact of these seminars could be improved by: a) taking place before individual partnership annual plans were prepared, and b) NAPA providing follow-up assistance to facilitate in-country organizational applications.
- 10) The regional seminars on specific topics organized by NAPA were seen by most participants as a useful introduction to the subject matter, but required in-country technical assistance follow-up to promote their effective application. There was an expressed need for more intensive training in fund raising and volunteerism. In other areas, however, such as natural resources and emergency preparedness, the subsequent technical exchanges in these fields could be seen as having been motivated to some extent by these seminars.
- 11) The Central American regional office provided useful services to the partnerships in the preparation of grant proposals, but did not adequately follow up with organizational development assistance.
- 12) While NAPA is providing a large range of technical services to the partnerships, there is a need to strengthen the quality as well as the quantity of its technical assistance, particularly in the area of organizational development.
- 13) NAPA's minimum ten-day travel requirement has resulted in the loss of expert technical assistance for some projects, since it is difficult for many professionals to leave their responsibilities for that length of time.<sup>1</sup> On the other hand, this has had the effect of broadening the base of technical assistance - additional persons have had the opportunity to travel.
- 14) Although not specifically stated as an objective, but implied by NAPA's grant proposal, the expansion of membership to a broad geographic and socioeconomic spectrum can be one of the characteristics of a democratic institution. Such expansion can be accomplished by geographic decentralization. One of the partnerships reviewed has successfully established a balanced geographic decentralization in the

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<sup>1</sup> Those who cannot stay for ten days must either go for a shorter period and pay their own way, or not go.

form of city-to-city linkages.<sup>2</sup> This has led to the benefits of broader public support, distribution of the administrative burden among a number of groups, and facilitated fund raising for the partnership involved. While the other partnerships consider geographic decentralization a desired goal, they have not been able to solve what they consider practical difficulties in accomplishing this.

- 15) None of the leadership of the partnerships evaluated had any knowledge of the details of the specific objectives of the Central America grant. While most of the general grant objectives were met to varying degrees as a result of the ongoing activities of the partnerships, there was no particular effort made by NAPA to focus partnership activities in order to accomplish these objectives.<sup>3</sup> Nevertheless, the partnerships did have the capabilities to accomplish the specific grant objectives.
- 16) A large funded contract undertaken by one of the partnerships provided a source of administrative funds and some opportunity for volunteer involvement in their implementation, but had the net effect of overshadowing the basic volunteer activities of the partnership.
- 17) NAPA and the partnerships obtain an impressive leveraging of resources through the volunteer nature of the organization, with a multiplier effect many times more than the value of the investment of public and private funds.

#### Recommendations

- 1) The initial impact of the Central American grant should be reinforced through continued support of the partnerships for an additional three years.

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<sup>2</sup> City-to-city linkages involve the establishment of "sister city" relationships between a city/town in the south and a city in the north. These cities develop chapters of the central partners committee. The positive aspect of this type of decentralization is that a closer identification is made between specific cities through the joint development of projects. This makes fund raising easier because it is more focussed on specific projects in the sister cities and potential donors can identify better with these specific projects. There is also a greater chance of follow-up visits because persons become closer acquainted.

<sup>3</sup> In fairness to NAPA, a memorandum dated 10/22/85 was sent to the chairpersons of the Central America partnerships summarizing the grant's objectives. These objectives were also discussed in an early workshop. However, it is not known how, or if, the objectives were communicated to the boards of directors and program committee chairpersons then in office. None of the current officers (some of whom were in office at that time) were aware of these objectives and referred to the grant simply as the "the partnership support or administrative support grant". They cited its principal objectives as that of administrative and programmatic strengthening of the partnership.

- 2) The continuation of funding should be conditioned on the establishment of a fund raising and/or income generating strategy (to be accomplished during the first year of this funding) for the partnerships with specific yearly target levels. These levels should be increased each year so as to eventually cover all estimated operating costs by the final year of the grant. The level of grant funding should be reduced accordingly each year.
- 3) NAPA-sponsored regional training seminars should be continued, based on in-country follow-up to ensure their application. In particular, NAPA should provide technical assistance to the individual partnerships in the development of fund raising strategies. This should be supplemented by specific seminars on fund raising for the partnerships of the region.
- 4) The Central American regional office should be re-established (not necessarily in Costa Rica) with the condition that it provide timely country-specific technical assistance to individual partnerships in organizational development, project monitoring and management, as well as any other facilitative services that may be required. NAPA's headquarters office should complement the regional office by providing a more generalized type of assistance via the continuation of the regional seminars in planning organizational development and specific subject areas.
- 5) NAPA should consider greater flexibility of its ten-day travel minimum for partnership volunteers, reducing it to one week in special cases.
- 6) The issue of decentralization should be addressed in a regional seminar, examining its possibilities and limitations, and using successful examples among the partnerships as case studies.
- 7) If partnerships undertake large A.I.D. or other funded contracts, they should mutually involve both committees of the partnerships, provide for meaningful involvement of volunteer program committees, and include technical assistance in project monitoring and management. The contracts should include adequate administrative budgets to carry out these requirements.

#### Lessons Learned

The following lessons learned apply to the design and implementation of future Partners programs or similar types of activity.

- 1) Future financial support for the Partners program should be preconditioned on the simultaneous establishment of plans for the assisted partnerships to achieve financial self-sufficiency within a specified time period. Failure to require such plans results in partnerships becoming dependent on A.I.D. grants to cover operating expenses in order to continue having paid staff, offices and other support services.

- 2) Partnerships should not be provided with substantial funding for administration without accompanying concentrated technical assistance in fund raising (both general and specific methods).
- 3) If expansion of the Partners program is a goal, the provision of financial support for administrative costs must be accompanied by continued focussed technical assistance over time to individual partnerships from NAPA in order to enable partnerships to develop sufficient organizational infrastructure and management skills to ensure maintenance of this program expansion.
- 4) If the accomplishments of specific objectives of a future grant are considered important to fulfillment of the grant terms, NAPA should clearly communicate this to the respective partnerships and assist them to focus their activities in ways to meet those objectives.

## I. INTRODUCTION

### A. BACKGROUND OF PARTNERS OF THE AMERICAS

Partners of the Americas is a private volunteer organization founded in 1964 by A.I.D. to complement the Alliance for Progress. Its objectives are to foster good will and private-sector cooperation between the people of the United States and those of Latin America and the Caribbean. The implementation of these objectives in recent years has increasingly emphasized social and economic development, as well as the strengthening of democratic institutions through voluntary efforts.

The Partners' volunteer-based activities are carried out by paired U.S. state-Latin American/Caribbean country partnerships. There are currently sixty 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. The partnerships are given technical and financial support through the National Association of Partners of the Americas (NAPA), which is composed of representatives from each partnership.

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 as well as support functions such as public relations, fund raising and membership recruitment. Ideally, the northern and southern committees within each partnership have parallel organizational components which complement each other's activities in the development and implementation of projects.

#### National and International Structure

The U.S. partner committees are members of 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 organization is the Partners of the Americas, Inc., which is composed of eight representatives of the Latin American/Caribbean Partner committees elected regionally, and the eight members of the NAPA Executive Committee. The two groups form the International Board, which meets twice a year to determine policy for the Partners of the Americas.

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 America through staff in its Washington headquarters and regional representatives in the Caribbean, Central America, and South America. Partnership committees in Brazil are federated under the Brazilian Association of Partners of the Americas (ABCA), which serves as a regional conduit for NAPA assistance.

To ensure organizational effectiveness among the partnerships, NAPA has instituted the "Standards of Excellence" to establish guidelines for self-assessment by partnerships and as the basis for chartering by NAPA. The standards are divided into three broad areas: organizational development, communications and program development. The Central American grant has provided partnerships of the region with the resources to develop in some of these areas.

## **B. CENTRAL AMERICAN PROGRAM**

### **1. POLITICAL AND SOCIAL CONTEXT OF THE PROJECT**

Democracy in Central America is a fragile condition only recently (within the last ten years) established in Guatemala, Honduras and El Salvador. Democracy exists in theory but not in practice in Nicaragua and Panama. Belize and Costa Rica have the longest traditions of democracy. Both internal and external pressures have resulted in internal civil strife, terrorism, guerilla warfare, border clashes, press controls and general public concern about the increasing military presence of both the U.S. and Cuba. The Central American project was meant to address the decrease in positive personal ties between citizens of Central America and of the United States. In spite of occasional hostility between Central American governments and the U.S. government, the Partners program has continued to exist for 25 years because it is first and foremost a people-to-people program. The purpose of this grant is to "widen understanding and practice of democratic concepts and processes in Central America and Panama" by "employing established Partners networks and methodologies."

### **2. BACKGROUND OF THE CENTRAL AMERICAN GRANT**

The Central American grant (LAC-0003-G-SS-5125-00) was awarded to Partners of the Americas, Inc. in September of 1985. It provided \$2,121,720 (later increased to \$2,332,720) to carry out a three-year (extended to four years) program to strengthen the democratic leadership of public and private institutions in Central America. The grant responded to an unsolicited proposal to A.I.D. by Partners of the Americas, offering the resources of its network linking six countries of Central America with six partner states in the U.S. to "open a large North-South, two-way flow of civic and community leader exchange" in order to strengthen democratic processes in Central America and Panama. A central purpose of the grant was the strengthening of the organizational capabilities of the partnerships, in order ensure their abilities to accomplish the following objectives.

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1. Strengthen the leadership of public democratic institutions through a city-to-city relationship and exchanges of local officials.
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4. Facilitate communication and cooperation among people in the hemisphere through workshops.
5. Promote greater independence of the press through direct contacts between professionals in the field in Central America and the United States.

Annexes 1 and 2 are the grant document and NAPA proposal, which became part of the grant document.

### **C. EVALUATION PURPOSE, SCOPE AND METHODOLOGY**

This is an end-of-project evaluation for one of the Central America Regional Strengthening Democracy grants - i.e., "Strengthening Democratic Leadership and Institutions" program of the Partners of the Americas, Grant No. LAC-0003-G-SS-5125-00. The purpose of the evaluation is to determine the program's: 1) effectiveness in achieving stated program objectives; 2) effectiveness of the grantee in administering technical and financial resources; 3) degree to which training and managerial capacities have been institutionalized and are likely to be sustained after the project ends; and 4) potential replicability or application of materials, methodologies and institutional relationships to the design and implementation of future civic and community education programs in the LAC region.

The scope of work of the evaluation is attached as Annex 3.

The evaluation team consisted of two persons - Ms. Hortense Dicker, a Program Analyst and Mr. Mahlon Barash, an Institutional Analyst. The data was collected through 1) a review of program documentation, including agreements, progress reports and publications and (2) site visits to NAPA headquarters, and to the U.S. and Central American locations of four of the six partnerships being assisted under the grant. The partnerships visited were: Costa Rica-Oregon, Guatemala-Alabama, Honduras-Vermont, and Panama-Delaware. Unfortunately, a site visit to Panama was precluded by the current political situation.

The evaluators identified a series of indicators based on the stated objectives which could serve as benchmarks to guide the evaluation process. As an example, organizational strength of the partnerships was one of the stated objectives. Two indicators selected to measure this objective were financial viability to ensure the continuation of the programs and expansion of the partnerships beyond the capital cities in order to broaden program impact. See Annex 4 for a list of other indicators used in the evaluation.

In discussing the impact of the A.I.D. Central American grant on the achievement of grant objectives, it is necessary to also consider other non-grant projects which were strengthened and/or whose coordination was made possible by the grant. The former projects, while not directly linked to the Central American grant, either preceding it and/or paralleling it, have involved Partner volunteers to varying degrees and have contributed to meeting a number of the grant objectives.

The field work was done from June 22 through July 4, 1989. Data was collected through: 1) a review of program documentation, including agreements, progress reports and publications and 2) site visits to NAPA headquarters, and to the U.S. and Central American locations of four of the six partnerships being assisted under the grant. The partnerships visited were: Costa Rica-Oregon, Guatemala-Alabama, Honduras-Vermont, and Panama-Delaware. A site visit to Panama was precluded by the current political situation.

The evaluators consulted with the A.I.D. project manager to obtain background information and to refine the scope of areas to be examined. In the field the evaluators interviewed program staff, officers and members of both sides of the partnerships and of organizations and community groups supported by the partnerships, and current and former participants. Local project staff facilitated the contact with participating groups.

## II. CENTRAL AMERICAN PARTNERSHIPS

### A. COSTA RICA-OREGON PARTNERSHIP

#### 1. INSTITUTIONALIZATION AND VIABILITY

##### a. Establishment and Administration

The Costa Rica-Oregon Partnership is one of the oldest in the organization, having been established in 1965. The southern committee is located in San Jose, Costa Rica, and the northern committee is based in Portland, Oregon. Both committees are legally incorporated within their respective communities.

In comparison with their pre-grant facilities, both committees have been able to set up offices, using grant and leveraged non-grant funds. The Oregon Committee has a part-time (three days per week) executive secretary, who has established an office in her home, for which the committee pays rent. The Central American grant funds cover the cost of both. With the office in her home, the executive secretary tends to work "more than full time," contributing considerable voluntary efforts. The office is equipped with a word processor purchased from non-grant funds (made possible by using grant funds for other purposes - e.g. supplies, mailings, etc.). According to the director, this has permitted the committee to organize its data and has facilitated enormously the correspondence and membership mailings.

The Costa Rica Committee has had an office and a part-time Executive Director since 1985. The present director, a former chairperson of a Partners

program committee and a member of Partners almost since its inception, has been in her present post since February 1989. Nominally half-time, she has been working for the committee full-time on a voluntary basis. Due to the committee's current financial difficulties she has not been drawing a salary since April, but is receiving money for expenses such as gasoline, parking, etc. (See discussion of "Finances," below). Since April 1989 the committee has stopped using its telephone for long-distance communication for the same reason. It communicates with the Oregon Committee via FAX in a member's office.

#### b. Structure and Function

The organization of the Oregon and Costa Rican Committees mirror each other. Both committees have Boards of directors elected at annual membership meetings. Both groups have explicit by-laws and both are chartered under the Partners of the Americas "Standards of Excellence" norms. The Oregon Board of Directors is elected for two-year terms on a staggered basis, to ensure periodic change. The President serves for two years, and at the expiration of the term automatically becomes a director of the Board for one year. The Costa Rican Committee's Board is also elected by the group's membership, with the President serving a three-year term, and the other members of the Board elected on a staggered, two-year basis.

In addition to their Boards of directors, both the northern and southern groups have fourteen standing program committees that develop the Partners' activities in different areas of interest. The number of program committees is extraordinarily high in this partners group (a fifteenth committee was formed in Costa Rica at the time of the consultant's visit), and reflects the vitality of the Costa Rica-Oregon teaming. Some program committees have developed such a diversity of interests that they have formed sub-groups, some of which have become independent program committees. According to the Costa Rican Partners, this intense program activity is directly attributable to the facilities that became available to the Partners through the Central American grant. The proof is that the number of standing committees in the Partners has risen from six to fifteen in the past four years. The Partners have used the grant resources to promote frequent exchanges between the members of the program committees for planning and evaluation purposes. During the past year eight different program committee representatives from Costa Rica have visited Oregon and four from Oregon have visited Costa Rica, with the possibility of four more visits to Costa Rica this year. While the Central American grant supports many of these exchanges, a number of Oregon Partners visit Costa Rica on their own funds.

The Oregon Committee has 125 dues-paying members, eighty of whom are considered active. Although most members live in the Portland area, some committee chairpersons as well as members live in other parts of the state, e.g., Corvallis, Astoria, Le Grande and Salem. The Costa Rica Committee has eighty-seven dues paying members, all in San Jose, but many are not active. Nonetheless, given the number of active program committees, there is obviously a substantial dedicated core membership. A sub-committee of the Board of Directors is carrying out an inquiry among present and former members in order to determine why some are inactive and others drop out. (The inquiry includes a thirty-six item questionnaire). All of the current membership is in San Jose.

### c. Decentralization

NAPA has for some time encouraged all of the partnerships, both north and south, to expand membership beyond the capital cities. While neither partnership committee has formed affiliates, Oregon has been moderately successful in attracting and working with membership from various parts of the state, and has made efforts to carry activities beyond the Portland area. In addition, Board meetings are periodically held outside of Portland to accommodate members from other areas. The need for centralization in administrative services and planning was cited as a deterrent to forming chapters throughout the state, which would require a level of administration beyond current capabilities.

The Costa Rica Committee has also periodically attempted to expand beyond the capital city, but has not been able to sustain these initiatives. The problems cited have been the time required and difficulty of in-country travel, requiring over-night stays in some situations with accompanying expenses; problems in communication, etc. The idea is still attractive to the committee and they have continued to explore options in this regard. The Board of Directors is considering holding the next six-month committee-wide evaluation meeting in Limón, the port city on the Atlantic coast, in order to renew contacts there. Several of the program committees are projecting activities in Limón, Guanacaste and other parts of the country, and it is hoped that these may become the focus of new affiliates. A major difficulty in programs in communities far from San Jose is the need for monitoring and supervision for which funds are generally not available.

### d. Communication

Communication between the northern and southern committees is good. There is a monthly exchange of letters between the respective Presidents, and considerable communication between program committee members. Originally it was hoped that the two committees could communicate via computer modems, but in 1987 the Costa Rica Committee's computer was stolen. The communication mode was then returned to a weekly telephone call between the two offices. The recent self-imposed freeze on long-distance calls on the part of the Costa Rican Committee has obviously posed a problem. For the moment, this problem has been partially obviated by the bi-weekly use of the borrowed FAX facility, however, in the long run this reduced level of communication will impact on program effectiveness.

The most effective north - south communication takes place in direct meetings between Presidents, Executive Directors and other Executive Committee members at annual regional meetings in Central America made possible by the A.I.D. grant. These are preceded by in-country meetings, where annual plans are reviewed, problems discussed, projects visited, etc. The regional meetings provide a valuable opportunity to interact with members of other partnerships to learn first hand of their activities, and to share problems and experiences.

Executive Committee meetings are held weekly in the Costa Rica Committee. The full Board meeting is twice a year for a program review and evaluation. The Oregon Board meets monthly. All program committee chairpersons are expected to attend and report on activities, providing a good committee-wide exchange of information and promoting coordination of activities when appropriate. The Costa Rican Board meetings do not include committee chairpersons. However,

chairpersons meet jointly on a quarterly basis and at bi-annual program evaluation meetings. Communication with NAPA is facilitated through a toll-free number, and, according to the Oregon Committee, committee members feel free to communicate with the NAPA representative whenever necessary. She has provided her home telephone number for emergencies.

The Oregon Committee produces an excellent quarterly newsletter for its membership, which is also sent to Costa Rica, providing another avenue of intra-organizational communication. See Annex 5 for an example of this newsletter.

The President of the Oregon Committee feels that the organization of the Oregon Partners has provided a useful model for the Costa Rican partnership. The current President of the southern committee has attended Board meetings in Oregon and would like to implant some of their procedures in his committee, but he feels that the desired changes must take place slowly. However, he has initiated a number of procedures to make the Costa Rican Board more participatory and to promote more open communication between the Board and program committee coordinators. According to the President of the Oregon Committee, the active participation of women in high level positions has helped create similar opportunities for them in the Costa Rica Partners. There are presently no women on the Executive Committee, in sharp contrast to the Board of Directors and Executive Committee in Oregon. However, the current Executive Director of the Costa Rica Committee is a woman.

e. Linkage with Other Organizations

This partnership, both north and south, has made excellent use of other organizational resources in the community, establishing programming links with public and private entities to further project and Partners goals.

A collaborative relationship has been established between the law schools of Willamette University and the University of Costa Rica, with lawyers working on developing legislation for the handicapped in Costa Rica. A teacher exchange program exists between the University of Costa Rica, East Oregon State College and Lewis and Clark College, involving teachers at the secondary and university levels in diverse disciplines. The Audiology Department of Portland State University has been working with the PATH (Partners in Appropriate Technology for the Handicapped) Committee on programs for the deaf. The Oregon State Department of Forestry and the U.S. Forest Service have established collaborative relationships with the National Park system and the Ministry of Forestry in Costa Rica to provide technical assistance in fire fighting techniques. In Costa Rica the Partners program committees are working with diverse government ministries, e.g., the Ministries of Health and Education, in relation to a number of youth-related and community education projects (see "Programs," below), and with the National Council on Natural Resources on two important environmental projects.

f. Sources and Administration of Resources

1) Technical

In addition to the above-noted technical resources, the partnership has been able to access an impressive number of other training and technical

assistance to support its work, including master gardeners from the Oregon State Extension Service to provide training in the cultivation and marketing of ornamental plants, training of community education specialists at Klackamas Community College, training of fishermen through exchange visits at the grass roots level between Oregon and Costa Rica, etc. The Costa Rica-Oregon Partnership has made extraordinary use of training grants available under the Central American and other A.I.D.-funded programs administered by NAPA, leading the way in the number of such grants acquired. (As a point of comparison, the Partnership had a total of eight travelers north and south in 1983, and 108 in 1987, the mid-point of the Central American grant, with each traveler representing committee and project work).

## 2) Financial

While the Costa Rica Partners have excelled at accessing technical resources and small grants from NAPA for project support, it has been less successful in the area of independent fund raising. The Partners have acquired a modest program support grant from ACORDE, the Costa Rican foundation which channels international funding to private voluntary and non-governmental organizations. The issue of fund raising has basically been ignored until the latter part of 1988 as funds from the A I.D. grant began to run out.

Neither the southern nor the northern committee have formal fund raising sub-committees or fund raising strategies. The Oregon Partners President frankly admitted that, while there is much enthusiasm for project development, few volunteers, if any, want to do fund raising. The Costa Rica Committee has recently established an informal committee to explore fund raising, composed of representatives of each of its program committees, but it has had little to show for its efforts so far. There is difficulty raising funds for general administrative support in all sectors in Costa Rica, a situation aggravated by a tight economy. In addition, Costa Rica's tax laws do not favor private donations to voluntary activities. Many donors assume that with its U.S. connection, the Partners have unlimited funds.

Both committees are facing financial straits as the Central American grant funds run out. They face the prospect of serious cutbacks in their administrative support services. As noted earlier, the Costa Rican Committee has suspended long-distance calls to Oregon, and its Executive Director is working practically as a volunteer. Remaining funds from the Central American grant are being husbanded carefully, but it is difficult to see long-term financial viability for the committee at this juncture.

The Oregon Committee feels that it can maintain a minimum administrative capability for the time being through membership dues and cutting back on the paid time of the Executive Director - down to one day, if necessary. This arrangement is feasible as long as the committee office is located in the home of the administrative director because the rental fee is modest. Since the evaluation visit, some outreach efforts to local sources of potential funding have been initiated.

The issue of fund raising was discussed at the last two regional meetings of Central American partnership representatives, and apparently some training in this area took place. Although both committees received some training in fund

raising at the last two Central America regional meetings, currently neither committee appears to have the skills to mount serious fund raising efforts.

## 2. PROGRAMS

### a. Development Process

The Partnership has well-defined, mutually agreed-upon procedures for program development, based on joint planning and involving intense communication via telephone, correspondence and personal visits in both directions. All project proposals must meet specific criteria, and must be agreeable to both sides. (In fact, some projects have been rejected by one or the other of the committees, and have not been implemented). Program committee projects in Costa Rica must be approved by the Board of Directors. Program committees in Oregon are not required to obtain Board approval for specific projects. However, each committee must submit a detailed annual plan for Board review. Both the northern and southern committees share annual plans, and an overall plan representing inputs from both is developed and signed.

All projects are based on needs identified in Costa Rica either by committee members or other local groups, or through field visits of Oregon Partners. All field projects involve community participation at the implementation level, although this is not always true at the level of planning. However, revitalized Community Education committee in Costa Rica is planning courses for community leaders in how to develop projects and obtain financial and other resources. These courses are part of an ambitious program in collaboration with the community education division of the Ministry of Education.

### b. Select Programs Which Contribute to Grant Objectives

This partnership has developed such a wealth of programs that contribute to grant objectives that it is difficult to choose among them for the purposes of this report. To give the reader some sense of the range of activities and projects undertaken, a summary of committee activity for 1988, reproduced from the Oregon Committee's newsletter, is appended (see Annex 5). Following are descriptions of selected programs which contribute to the accomplishment of grant objectives.

Public institutions have been strengthened through a number of projects. The National Park system and Ministry of Forestry in Costa Rica have benefitted from technical assistance in fire fighting techniques provided by volunteer specialists from the National Park Service and the U.S. Park Service under the auspices of the Natural Resources program committee. In a continuing project, the services of the U.S. volunteers are contributing important efforts to save a unique, dry tropical forest reserve in the area of Guanacaste. Local ranchers and farmers sometimes deliberately start fires in order to clear this land and use it illegally for their own purposes. Local Park Service resources, procedures and techniques have not been able to effectively control either man-made or naturally engendered fires in the area. A \$5,000 grant from NAPA enabled the U.S. volunteers to train local personnel during a three-week stay (two weeks of which they were actually fighting fires). The team also provided seven large crates of new, but obsolete (in U.S. terms) fire fighting equipment,

donated by the Oregon Forestry Service. The equipment represented modern resources for their Costa Rican colleagues. A secondary but important benefit of this project has been a start in bridging "turf" rivalry between the National Park system and the Forestry Ministry in Costa Rica, which has been an obstruction to effective preservation of natural resources in the past.

As noted above, the Special Education, or PATH Committee has initiated exchanges between lawyers to promote the development of legislation in Costa Rica concerning the integration of the handicapped into the educational system and sports. Lawyers have visited Oregon to investigate the laws, codes and regulations affecting handicapped persons in Oregon. Upon return they have drafted legislation and have worked with local groups in advocacy campaigns to expedite passage in the Costa Rican congress. The exchanges led to the development of collaborative relationships between Oregon and Costa Rican universities, as described above.

Private institutions and leadership development have been supported by a number of projects, some of which have been initiated by an extremely active Youth Development committee in Costa Rica. One of their projects has engendered a number of related activities. Over a period of years, the group has been collaborating with a community project involving a child care center in a low-income community. The center was begun by volunteers and involves parents (mostly women heads of households) in the planning and administration. The Partners group has assisted with training materials in responsible parenthood, and training in Oregon for a community promotor (an individual from the community itself) in "parent education" techniques - a concept totally new to Costa Rica. Materials received from Oregon have been translated and adapted to the Costa Rican context, and are being used in the "Vivamos Mejor" project. The materials have also been shared with the Ministry of Health, which was so interested that they facilitated a small grant to have them reproduced. Oregon has also contributed materials and technical assistance in an early childhood stimulation sub-project of "Vivamos Mejor." The group sponsored a three-day seminar on the subject which brought together 43 multi-disciplinary professionals to learn about these new concepts.

Another project has involved a program of one-day "educational visits" to San Jose' for children from rural areas who have never been away from their communities. The visits focus on civic education by bringing the children, accompanied by teachers and some parents, to visit civic and cultural institutions of the capital, including the Congress, Supreme Court, the Social Security Institute, the National Museum, the National Theater, etc. The visits are carried out in collaboration with rural schools, which agree to prepare the students at least two months in advance with classes and materials on different aspects of government, information about the ways of the city (traffic signals, law enforcement, protection of public parks), etc. The committee also provides maps, slides and other materials about Oregon, which are shown to the students, as a way of informing them about Partners and the United States. The project has involved collaboration from a wide variety of public and private sources, including MacDonalds (which provides lunches), a major newspaper (which provides copies of its weekend children's magazine), diverse enterprises such as Bordens, (which donates ice cream as well as a visit to their factory to see how it is produced), etc. The services of guides are donated at each of the institutions visited. Donations have covered transportation expenses to date. The project has been repeated three times since 1986.

Another youth development project is that of the Natural Resources program committee. Costa Rican scouts work with their Oregon counterparts on the newspaper and can recycling program. The Oregon program has become a model for Costa Rica. The Sports committee has also been active in sponsoring exchanges of youth soccer teams. Both the Youth Development and Sports committees are involved with projects directed to the control of substance abuse.

A sister school program has involved exchange of teachers and students between a school in a semi-rural area in Costa Rica and a vocational training school in Portland. A new and energetic sister school committee in Costa Rica is planning to expand this concept to other schools in collaboration with the Ministry of Education. In addition to exchange of teachers, plans include correspondence between students, exchange of cultural information and educational materials, etc.

A cadre of civic and community leaders with access to human and material resources has been developed through the work of a number of committees, including those discussed above. The Community Education committee, whose chairperson and deputy are also the director and deputy director of the Department of Community Education in the Ministry of Education, has embarked on a program of intensive training of community leaders and specialists in the field of community education through a series of seminars. This project and others of the committee are supported by the material and human resources available through the Oregon Partners. At this time an agreement is pending with Klackamas Community College, which has an excellent department of community education, to provide technical assistance and materials to the program.

Communication and cooperation among Central American participants has been accomplished to some extent through attendance at NAPA-sponsored regional seminars in the U.S. and Central America. Participants from both North and South feel that the opportunity to interact with others in the region is a major advantage of these events. However, most participants also feel that the seminars are too short, both from a technical point of view and due to the limited opportunity to meet informally with colleagues from other countries.

### 3. PARTNERSHIP PERSPECTIVES OF NAPA SUPPORT

There are differing opinions regarding NAPA support within the partnership. The Oregon Committee is quite satisfied, both with the services of the NAPA representative, who visits them annually, as well as with the facilitative assistance of the Washington office with respect to travel and training grants. The regional seminars are considered invaluable opportunities not only to learn, but to interact with their southern partners and with other partnerships. The only suggestion made was that it would be useful to receive feedback from NAPA on the Oregon Committee's annual reports, which are apparently not commented upon by the Washington office.

In spite of an apparently good relationship with NAPA, the Costa Rican Committee raised some issues worth examining. Presently the committee is primarily concerned with the problem of finances. They feel that there has not been enough support from NAPA on this issue. Upon further questioning the committee commented that NAPA has been urging expansion both geographically and with respect to programs, but without providing the financial support or

strategies required for obtaining finances in order to effectively accomplish expansion.

The services of the former regional office were considered useful, particularly with respect to processing grant applications and as an information conduit between NAPA and the committee. However, it did not provide the kind of consultation on organizational matters needed by the committees.

Comments on the usefulness of the regional training seminars varied, particularly with respect to those focusing on particular issues. Some committee members felt they were extremely helpful, singling out the seminar on Alternative Strategies for Youth as particularly good. Others felt that the seminars, while technically useful, were too short, and lacked in-country follow-up to make them practical.

#### 4. INTERACTION OF COSTA RICA PARTNERS WITH USAID MISSION AND ACORDE

The Costa Rican USAID mission was interviewed during the in-country visit in connection with this evaluation. Three program officers were present, representing past and current contacts with the Partners program. All were surprised when told of the Central American grant, and apparently had no information on it. Although the local committee has had little personal contact with the USAID mission, one officer commented that the program has a good reputation, particularly with respect to training of Costa Ricans in diverse sectors. The quality of experts brought to Costa Rica by Partners is considered excellent.

Another officer commented that the local group is seen as organizationally weak, with volunteers wearing too many hats. At the same time the former regional representative was seen as having been deficient in organizational and institution building skills (confirming comments received from the Costa Rica Committee itself). On the other hand, high praise was given to NAPA's collaboration in a hemisphere-wide series of seminars on disaster prevention and relief.

The impression gleaned from this visit was that while the local USAID mission approves of the Partners program, they currently have little contact with it and consequently little information on its accomplishments.

The organization that has had the most direct contact with the Costa Rica Committee is ACORDE, the Costa Rican foundation which channels the funds of foreign donors to non-profit development organizations in the country. Their Executive Director was interviewed. In general, he felt that Partners is a good organization carrying out useful activities but that they have had serious management problems, particularly at the level of the regional office. The Partners volunteer activities were highly praised, but it was felt that these had not been accompanied by the growth of organizational infrastructure or internal management capabilities. In addition to the problems stemming from the regional office, partner projects financed through ACORDE were not given financial oversight by the committee.

ACORDE is willing to continue collaborating with Partners if it sees that the group can tighten its project management procedures. ACORDE now offers

technical assistance to its grantees in this area, as well as administrative funds with each grant to cover management expenses of the respective projects. (This was new information to the Partners representative accompanying the interview).

#### 5. POTENTIAL REPLICABILITY OF PROGRAM ELEMENTS

Aspects of the Oregon-Costa Rica Partnership that have made it successful are not all easy to replicate.

The Oregon Committee is composed of an unusually dedicated, intelligent, creative and dynamic group of volunteers. Its early successes have undoubtedly attracted like-minded people to the program, which continues to expand (although it will be interesting to see whether the expansion survives the lack of support funds). The Costa Rican Committee has also been fortunate in attracting equally dedicated and dynamic volunteers, and so the two groups have been able to form a productive synergy between them.

A definite factor in the success of the Partnership has been the resources of the Central American grant. Both committees were articulate in their conviction that their progress could not have been accomplished without it. The ability to have an office with appropriate facilities and an executive secretary has made possible the coordination of the large number of committees and projects, in addition to giving the organization standing and visibility in the community. The importance of having an Executive Director, printed stationery and someone to answer telephones in the name of the committees has changed both the self and external image of the organization. According to one program committee member this, organized and established image has been invaluable in obtaining the cooperation of public institutions. Additionally, the availability of travel and project grants has, in the opinion of most partners, been crucial to program development and implementation.

The Oregon Committee has an extremely well-organized structure that both encourages member participation and gives operational freedom to the program committees. The Costa Rica Committee is slowly learning from this model and the current leadership is trying to implement aspects of it that are appropriate to their context.

#### 6. FINDINGS AND CONCLUSIONS

- (1) The Costa Rica-Oregon Partnership is a basically healthy and viable enterprise that has taken advantage of the Central American grant to develop organizationally and expand its programs. However, the Costa Rica Committee still requires organizational strengthening in the areas of Board-program committee relationships, decentralization and project management.
- (2) Some progress has been made, particularly on the part of the Oregon Committee, to decentralize its membership from the Portland area. While the Costa Rica Committee sees this as a goal, they are still seeking ways to accomplish decentralization within the limits of their current organizational capability.

- (3) To a large extent the program emphases of the Partnership have responded to the objectives of the Central American grant. Both public and private democratic institutions have benefitted from the Partnership. Its projects promote leadership development at all levels, and different sectors of Costa Rican society have widened their access to a broad variety of resources both in-country and in the United States.
- (4) The growth of the Costa Rican Partners during the period of the grant has resulted in strains on its internal organizational processes with respect to Board-committee relationships, coordination of committees, and project management. Some of these problems are being addressed by the current leadership of the committee, which is sensitive and competent, but the group requires more focused technical assistance from NAPA to sustain and improve on the progress already made.
- (5) Both committees are weakest in the area of financial stability. This is a threat, particularly in the case of Costa Rica, to continuation at the present level of operation as significant private organization that makes important contributions to democratic processes in Costa Rica. The lack of financial stability in both committees also threatens the establishment of private linkages between the two countries.
- (6) While the Partnership is carrying out some extremely worthwhile activities, these are not well known to the USAID mission, nor to many potential donors in the northern and southern communities that could be sources of support. Neither committee has made adequate use of public information techniques.

## 7. RECOMMENDATIONS

- (1) Given the financial uncertainties facing both the Oregon and Costa Rica Committees at this time, it is recommended that NAPA provide in-depth technical assistance to the Partnership in fund raising. There are a number of options that the Partnership can look at, such as increasing membership, seeking corporate or foundation donations, seeking contracts that would provide administrative funds, etc.
- (2) Technical assistance should be provided by NAPA to the Costa Rica Committee to help it analyze and develop its current organizational structure and processes more effectively.
- (3) Both the Oregon and Costa Rica Committees should increase their public information activities as a way to attract membership and increase their fund raising potential.
- (4) The Partnership should increase its contacts with the local USAID mission, to keep them informed of their activities. These contacts should include periodic courtesy calls from representatives of the Oregon Committee when they are in Costa Rica on matters related to the Partnership.

## **B. GUATEMALA-ALABAMA PARTNERSHIP**

### **1. INSTITUTIONALIZATION AND VIABILITY**

#### **a. Establishment and Administration**

The initial linkage between Guatemala and Alabama was made in 1965. A group of private leaders visited Guatemala sponsored by the Alliance for Progress. The Guatemala-Alabama Partnership was established the same year through further linkages between the University of Alabama (UofA) and the Universidad de San Carlos (USAC) in Guatemala. The Guatemala Partners were legally recognized in 1971 and the Alabama Partners in 1967. Both the Guatemala Partners and the Alabama Partners were chartered in 1986 under the "Standards of Excellence" of the National Association of the Partners of the Americas (NAPA).

The greatest and most direct impact of the Central American grant has been allowing both partners committees to hire a full-time Executive Director and other staff. In addition, in Guatemala office organization has improved (e.g., files are better organized), although space is still limited. In Guatemala the current full-time staff consists of the Executive Director, a secretary and a messenger. With the end of the grant the Executive Director would have been only half time (Guatemala Partners could only afford to pay half the original full-time salary). However, she agreed to continue working full-time in spite of the pay decrease due to her firm commitment to Partners and the need for a full-time coordinator. Having a full-time staff in Guatemala has meant an increase in the activities through coordination and planning, follow-up to program activities and a continuity of program administration. Specifically, there has been an increase in the number of committees as well as more activities developed by committees that already existed before the grant. These are discussed in more detail below. Small grant funds have allowed Guatemala Partners to finance (through mini-donations and mini-grants) projects that are not initially self-sustainable and consequently do not qualify for normal credit sources.

#### **b. Structure and Function**

The Alabama Partners consists of a state committee and twelve city chapters, eight of which are linked with cities in Guatemala. The state committee includes the officers (4), Executive Director, Associate Director and Board of Directors plus an Executive Committee consisting of the chairpersons of thirteen subject area committees. The Guatemala Partners consists of a national committee and thirteen city chapters. The national committee includes the officers (7) and an Executive Committee consisting of the chairpersons of seventeen subject area committees.

In relative terms (i.e., compared to other partners) this partnership is probably one of the most broad-based geographically due to the existence of the

city chapters, both north and south. However, the membership<sup>1</sup> per se of both is relatively small. Unfortunately, neither committee seems to know the exact number of members. This is especially true in Alabama since dues per member are not sent to the state committee. Although the official membership group is small, at the times of specific projects many other members of the respective communities participate - the multiplier effect. The key has been the ability of the officers and committee chairpersons to organize/mobilize community members/organizations. Efforts to increase membership are discussed below.

The public perception of the two partnership groups seems to be different in each case. In Guatemala "Compañeros de las Américas" is seen as a prestigious organization and to be elected to the Board/Executive Committee is considered an honor. There is a fair degree of competition for these positions among the membership. In Alabama, on the other hand, Partners is considered another volunteer group and only about 5% of the state's population even know it exists. Many of the same people, although in different positions, have held positions of leadership for many years. City governments tend to be more interested in development of their own cities and not so much those in LDCs. Partners programs are not opposed by most officials, but they are not actively supported either. A few very dedicated people in each city, and not the general populace, are the moving force behind the city chapters and mobilize volunteers for specific projects or exchanges.

One of the on denominators between these two partners is that Alabama shares many of the characteristics of a developing country in that it has many rural and poor sections. In certain cases this allows for greater identification of each with the other's problems of development.

Both committees (Alabama and Guatemala) have been following many of the "Standards of Excellence" established by NAPA in 1985. Both committees have been chartered under these standards. One of the reasons for the success and high level of accomplishments of this partnership has been the strong Alabama Partners that provides a constant source of technical assistance and training to Guatemala. A key to this close coordination is the annual joint planning sessions and a regular, established method of communication (weekly phone calls) in spite of certain mechanical constraints (e.g., poor telephone service, no FAX, etc.).

The Guatemala Partners have all of the characteristics of a democratic institution mentioned in the grant proposal (See Annex 2). For example, the By-Laws provide for yearly elections with half of the Board of Directors elected every year, both at the national and branch levels. Under the charter requirements no officer can hold the same office for more than four years. The current President was just re-elected for a second (and final) two year term. Just before this, the same President had served for eight years. Also new young leaders have been elected in recent years, particularly at the branch level. For example, the new Presidents of three branches (Puerto Barrios, Huehuetenango and Antigua) are all younger members and are new to Partners. The general

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<sup>1</sup> Exactly what constitutes a "member" has not yet been clearly defined by the NAPA partnerships. If membership includes all those who participate actively, it is obviously a larger number than merely accounting for those paying dues.

membership meets regularly twice a year when, among other things, each chapter presents a financial and activity report. There are also extraordinary meetings for a specific purpose. Membership is open to any interested person. Representatives of community-based organizations which may provide or receive benefits from Partners are especially encouraged to become members. Efforts to increase membership have been rather limited. However, there has recently been an attempt to increase membership through the establishment of additional chapters, "reactivating" inactive members, and sending the news bulletin to persons who have been involved in Partners activities, inviting them to become members. Currently there are over 300 dues paying members countrywide. There may be another 25 persons who work on Partners projects but do not pay dues. Another democratic aspect is the preparation of a yearly action plan that consists of a summary of individual plans by each chapter and based on an evaluation of the previous year. This plan is then jointly discussed and approved by both the Guatemala and Alabama Partners. The general membership gives final approval to the plan in Guatemala. Regarding internal communications, each of the partners produces its own monthly newsletter that is circulated to all their respective members. In Guatemala leadership training has been provided through regional seminars for national and chapter Presidents and Executive Directors, but not for leaders in general due to funding limitations. However, there have been seminars and a publication in parliamentary procedures for all members. This publication has also been distributed to members of municipal corporations once they are elected.

#### c. Decentralization

Decentralization is one of the important characteristics of this partnership. It is an attempt to reduce the burden on the central committee in each case (both north and south) and a way to achieve more broad based support geographically. The Guatemala-Alabama Partnership has accomplished decentralization through the extensive use of city linkages as a supplement to the state to country relationship. There are eight city-to-city linkages as follows in the form of local chapters:

- Antigua-Tuscaloosa
- Cobán-Birmingham
- Cuilapa-Huntsville
- Escuintla-Montgomery
- Guatemala City-Auburn
- Huehuetenango-Decatur
- Puerto Barrios-Mobile
- Teculután-Florence and Shoals area

The positive aspect of this type of decentralization is that a closer identification is made between specific cities. This has made fund raising easier because it is more focussed on specific projects in the sister cities and potential donors can identify better with specific projects. There is also a greater chance of follow-up visits because persons become closer acquainted. The negative side (at least potentially) is that cities in Guatemala that do not have a sister city may feel somewhat constrained to develop new activities. For example, the Zacapa chapter indicated that without a sister city they feel isolated and their level of activities has decreased since the time when they had an affiliate (Selma).

#### d. Communication

There is a monthly newsletter in both north and south to keep members informed of all Partners activities as well as the two general membership meetings in Guatemala (there is only one per year in Alabama). Although there is a certain amount of coordination with the national committee in Guatemala, breakdowns in communication sometimes take place. An example is a loan made to the El Corozo cacao project (Puerto Barrios chapter) was understood to be a grant, when in fact it was a loan. This may have occurred due the change in leadership of Presidents that year (1987). There was no written agreement so there was room for misinterpretation. This issue has now been resolved and an extension for repayment has been granted by the national committee.

The Guatemala chapters relate to the national committee for several reasons - potential sources of project funding, the interchange of ideas with other chapters and the coordination of travelers both to and from Alabama. Due to the strong ties between the affiliated cities, if it were not for the above reasons the chapters might well operate independently of the national committee. The Alabama chapters are more independent of the state committee and often relate directly with their affiliate cities in Guatemala.

The communication between north and south has improved due to the A.I.D. grant. In addition to written correspondence, there are scheduled weekly telephone calls between the Executive Directors at which time ongoing and upcoming activities are discussed. The costs of these calls are covered by the grant and were not as regular before the grant. These scheduled calls are particularly important due to the difficulty of making connections. The fact that the Guatemala Partners' office is located in the binational center requires going through the main switchboard. Travelers are also used extensively to carry documents due to the poor mail service (e.g., recent mail strike in Guatemala).

Another significant form of communication between north and south are the yearly planning sessions between leaders of the two committees. Before the grant joint planning was a "hit and miss" effort by correspondence only. The Alabama Executive Director feels that these sessions have done the most to strengthen this partnership. The two committees come together with their own draft plans and jointly decide the activities, travel, training, etc. for the coming year based on an evaluation of the preceding year. Some of the activities are scheduled and others are left for later scheduling. Such regular contacts for short range planning increase the sense of responsibility and continuity of the partnership. Although these plans are organized by categories of activities (i.e, the various committees), there are no stated objectives with quantifiable indicators of accomplishment. Also, even though the Guatemala-Alabama Partnership Letter of Understanding indicates that the planning process will "identify short, medium and long-term objectives and the Partnership will attempt to put forth a three year plan and implementation schedule", the planning is generally done only on a yearly basis.

The grant has made possible an increase in the number of travelers in general and in the number of opportunities for members in different partnerships with similar interests to come together in seminars and workshops for valuable training and exchange of ideas.

e. Linkages with Other Organizations

Various linkages have been established between Alabama and Guatemala organizations as relates to specific projects. Some examples are: National Volunteer Firemen and Pelham, Ala. Firemen's Training School, Alabama School for the Deaf and Blind and APROS (Association for the Promotion of the Deaf), and university associations - Auburn/San Carlos, UofA/Francisco Marroquín, Landivar.

f. Sources and Administration of Resources

1) Technical

The technical assistance to Guatemala for specific projects logically comes from Alabama. However, NAPA has sponsored regional seminars on various topics of general interest to specific committees. The Guatemala Partners have been represented at regional workshops on topics such as youth development, emergency preparedness, natural resources, small business development, etc. The limited organizational development support has come from NAPA, but is generally limited to the yearly planning and evaluation sessions. Little assistance, especially since the closing of the Central American regional office, has been provided by NAPA on specific organizational development problems (e.g., establishing a filing and accounting system).

Due to the linkages established between cities through the chapters and between institutions as discussed above there is a good likelihood that the project specific technical assistance will continue.

2) Financial

The Guatemala Partners stated that one of their objectives is financial self-sufficiency. Recently they have been trying to get private organizations to help cover their operating expenses. In 1989 they began including a line item for administrative expenses in their various grant proposals when the funding source permits it.

The Guatemala Partners has developed greater capacity to write proposals and obtain funding from various sources. They have been able to submit many more proposals than before the grant. For example, they were recently awarded a \$74,000 grant from USAID/Guatemala to coordinate the development of national preserve areas in the Petén region. They have been working with the Central American Bank for Economic Integration (CABEI) to prepare proposals for the EEC. They have presented proposals to the Government of Guatemala for funding.

Local fund raising in Guatemala has been difficult because "the idea exists that the U.S. government supports us and therefore we do not need any financial assistance." There has been more success both in Guatemala and Alabama in fund raising efforts for specific projects than for raising funds to cover operating expenses. However, there is a large amount of donated in-kind labor, materials and facilities (e.g., office space), the value of which is very rarely

calculated.<sup>2</sup> The following comment by the former President of the Guatemala Partners is expressive of their opinion towards future A.I.D. funding as relates to the current situation:

About 99% of the work/costs is (are) covered by volunteers. Don't cut us off now. We can't be expected to also cover our operating expenses. We can't raise funds for this since civic awareness has not reached this level. We have had some success in local fund raising for specific projects.

Since fund raising efforts are project specific they have tended to be sporadic. There is no fund raising committee or overall fund raising strategy in either Guatemala or Alabama. The bulk of the fund raising is done by the individual city chapters as the needs arise, but these efforts are not coordinated by either of the central committees. In Alabama the city chapters raise funds through member dues and local projects. The state committee receives dues only from Board members. In Guatemala each member pays Q12 (\$4.44) to his/her chapter, Q6 (\$2.22) of which is sent to the national committee. In neither case do the central committees support the operating expenses of the chapters.

## 2. PROGRAMS

### a. Development Process

In Guatemala there is an emphasis/encouragement by the national committee on projects that are initiated by chapters and supported by community participation. In varying degrees the local chapters seem to function as consciousness-raising groups. Testimony to the fact that many projects express a felt need by the community is their longevity. For example, the artificial reef project in Puerto Barrios was a creative response to the depletion of the source of a local livelihood - fishing. The project was begun in 1984 and has received continued community support. Since the reef is now starting to collapse due to oxidation of the metal junk base, there are plans to construct another reef base using concrete, but still with substantial community participation.

The participation of the community in the project design process is manifest by the formation of joint planning committees representing various community groups as in the case of Project SOL in Cobán. These committees often coordinate both the planning and implementation of projects. Although the Petén project is less broad-based, it has involved local officials and has attempted to increase environmental awareness and thereby achieve broader based support.

### b. Select Programs Which Contribute to Grant Objectives

The following programs have been developed since the A.I.D. grant and are an indirect result of having full-time personnel available to administer them and/or a direct result of receiving funding from the grant:

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<sup>2</sup> This is also true in Alabama.

- Training - increase in activities
- Journalism program - both in Guatemala and Alabama
- Petén development program
- Exchange of teachers - increase at high school level of English and Spanish teachers
- Planning sessions - before grant, planning was a "hit and miss" activity by correspondence between the partner committees; since the grant there have been yearly joint planning sessions followed by regional (Central America) planning sessions

The following committees have been established since the grant:

- Sports
- Medicine
- Education
- Special Education
- Mariculture
- Ex-scholarship holders
- Emergency Preparedness

Other programs were ongoing before the grant began, but nevertheless contribute to the fulfillment of the program's objectives. As mentioned before, the presence of full-time staff has allowed these programs to continue and to be further developed. The following discussion gives examples of how each of the program objectives (see Annexes 1 and 2 for a detailed description of program objectives) has been accomplished as relates specifically to this partnership.

Strengthening the leadership of public democratic institutions has been accomplished through the use of city linkages as a supplement to the state to country relationship. These linkages have resulted in the development of local leadership in many cases and more effective municipal services. One notable example of such a linkage, though not specifically between the officially paired cities, is the training in emergency preparedness received both in Guatemala and in Alabama by instructors of the Volunteer Fire Department of Guatemala from the Fire Department of the City of Pelham, Ala. In total approximately 120 instructors from all over Guatemala have been trained in more effective fire fighting methods with the rather limited equipment available. These instructors, in turn, have trained some 500 firemen. The results have been that fire departments are better organized and coordinate better with other municipal services (e.g., police). A recent example of how some of this knowledge was applied is as follows: A fire in a factory was put out in two hours that prior to the training would have taken 12 hours to extinguish. This resulted from better planning such as having plans of all major buildings and knowing where and how to attack the fire.

In regard to actual leadership development Guatemala Partners brought together community leaders such as mayors and other civic service leaders in various communities throughout Guatemala in 1986. The purpose was to provide training in parliamentary procedures and to stress the importance of general participation by organization members and in holding regular elections. Approximately 15-20 people participated in each session and in total about 80 leaders.

Strengthening the leadership of private democratic institutions has been partially accomplished by establishing linkages between youth-serving organizations such as with Boy Scouts, Girl Scouts, YMCA and sports groups. In 1987 Boy Scout leaders from Guatemala received leadership training at the Black Warrior Council in Alabama. Guatemala Girl Scouts received a series of books from Alabama. In addition, in 1988 a seminar on Alternatives for Youth sponsored by NAPA brought together in Guatemala youth leaders from throughout Central America. This allowed for many contacts to be made. Topics included productive alternatives to drug and alcohol use such as sports, recreation and community service. The Alabama representatives visited various organizations involved in youth programs. Plans were developed with the counterpart Youth committee, which included helping Guatemala chapters to form their own youth committees.

Some linkages have also been established between volunteer service organizations such as Red Cross and Rotary, but these have been very limited.

Although there have not been any direct linkages with community education agencies in the U.S., the Guatemala Partners have promoted the basic concept of community education - citizens must participate in/ take responsibility for decisions that affect their lives and welfare either in addition to or in conjunction with public agencies. In fact the national committee gives priority to projects which are started by local initiative. In Teculután a community library was established by the local chapter in 1981 with books donated by local citizens, and in 1988 the town council donated a locale. A small grant from Partners allowed for refurbishment and the hiring of a full-time secretary. Currently the library serves 12 schools as well as the community. With the help of the Alabama Partners, a used ambulance was purchased in the U.S. and shipped to Teculután.<sup>3</sup> A driver is always on call. His salary is paid by the local committee with donations and funds raised by various events. Several lives have been saved as a result of having this service.

Another excellent example of civic/municipal joint action is the establishment of an artificial reef in the coastal town of Puerto Barrios, Guatemala. This project began in 1981 and grew out of the need to counteract the threat of overfishing. It involved the collaboration of the Navy, municipal authorities, police, private companies and scientists from the UofA, Mobile (affiliate of Puerto Barrios). The project consisted of the collection of junk and using it to construct a reef that served as a breeding ground for fish and other marine life. The resulting improvement (approximately 100% according to a local fishermen's cooperative) in fishing has had an overall positive impact on the local economy.

An example of a project which both resulted from and increased citizen awareness was Project SOL (meaning health, beautification, cleanup), a community environmental education program in Cobán. This was a joint effort of Partners, the mayor's office and the Ministry of Education. The activities included: establishment of school curriculum stressing citizen involvement in

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<sup>3</sup> The Executive Director of Alabama Partners drove it from Tennessee to the port of Baton Rouge, La.

community maintenance, cleanup and beautification activities and the development of a town waste disposal system. Regarding the latter, municipal authorities wanted to improve the local environment in the city. Inhabitants had been dumping garbage throughout the city due a lack of a sanitary landfill site. A sanitary engineer from Birmingham visited Cobán and determined a site for a landfill. Municipal authorities passed ordinances levying fines for unauthorized dumping. Garbage cans were placed throughout the city and residents deposited garbage for pickup by city trucks. With the help of other technical advisors from Birmingham and a small grant from NAPA, the city underwent a marked improvement. This project was awarded an American Express Award for excellence. By making a presentation on this project at the national congress for local mayors, there grew a desire to replicate it in a number of other cities. Partners have been assisting in the development of relevant materials used in Cobán to make it available countrywide.

The natural resources of the ecologically fragile Petén region of northern Guatemala have been destroyed at an alarming rate. One of the main reasons is the influx of settlers from other regions who practice slash and burn agriculture. Another reason is the great increase in tourism. The concern is that the development of the region must be in the hands of the inhabitants of the Petén and not outsiders. The national development agency in the region and the Guatemala-Alabama Partners have collaborated with other organizations in having the President of Guatemala set aside national preserve areas and in establishing a sustainable regional development plan. In terms of community participation, this project was an organizing force/rallying point for the Petén chapter. Public awareness on these environmental issues has been raised by the involvement of politicians and the media, a process called "biopolitics" by Dr. Tom Rogers of UofA.

The El Corozo cacao cooperative project is another example of community participation - in this case to provide a source of income for members.<sup>4</sup> With the assistance of the Puerto Barrios chapter 10,000 cacao seeds were imported from Costa Rica and planted. The next year 3,000 saplings were replanted and the same number sold. The rest are awaiting sale or more land for replanting. The availability of fertilizer, good soil, and transport to the town of Puerto Barrios, means a likely good harvest at a good selling price. Technical advice has been provided by the University of San Carlos and an Alabama agronomist. There is the possibility of storage and sale in the off season to bring an even better price. There has been some difficulty in getting the participation of all community members due to skepticism caused by previous cooperative failures. However, the cooperative officers feel that once the first harvest and income from sale of the beans have been accomplished, more people will want to participate.

The partnership committees themselves are democratic institutions. Their development has been discussed above.

Building a cadre of community leaders has been accomplished by having numerous professionals (frequently key professionals) from Alabama visit

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<sup>4</sup> This is part of a larger project - Integrated Rural Development - the other aspects of which are livestock, rabbit and poultry raising and organic farming.

Guatemala to support specific projects by providing technical assistance and training and having Guatemalan professionals come to Alabama. For example, a professor of biology for UofA has made many contributions to the Natural Resource Committee's project to preserve the Petén region. This project also seeks to make residents of the area more aware and concerned about local ecology. Another example is the excellent journalism program. An advanced journalism course was provided to 12 select Guatemalan journalists. Contacts were established with their counterparts at newspapers throughout Alabama. Further follow-up contacts were made by other key journalists. This program is discussed in more detail below.

Communication and cooperation among participants has been accomplished through the participation in the regional workshops both in Central America and the U.S.

Press independence has been promoted through the excellent journalism program which was initiated in 1986. Much of the training/exchanges since then have been financed by the A.I.D. Central American grant. These exchanges are coordinated by the UofA, School of Communication and the Asociación de Periodistas de Guatemala. The goal of this program is "the promotion of responsible journalism and freedom of the press through training in professional techniques and exchange of ideas". In addition, this program has made journalists in Alabama more aware of the realities of Central America. This program has been one of the most successful of the Guatemala-Alabama Partnership and received an American Express Award in 1988. The program has consisted of seminars in both Alabama and Guatemala, and the exchange of journalists and journalism teachers. In June 1987 twelve select journalists from Guatemala came to UofA for a three-week intensive course in advanced journalism techniques. The course included many interviews and press conferences, as well as classroom instruction and the participants wrote many news stories which were published in both Guatemala and Alabama. In March 1988 two professors from UofA taught four workshops in Guatemala for journalists, public relations officers, journalism teachers and students - a combined attendance of 340. In addition there have been a number of individual visits in both directions by prominent professional journalists and professors of journalism. Also, the Universities of Rafael Landivar and Francisco Marroquín (both in Guatemala City) have been developing their journalism programs with assistance/ideas from the UofA. The following quote from the Alabama Partners is significant:

The results of the journalism program are numerous. For the trainees and seminar participants their expanded skills should enhance the qualities of their media and in extension may have significant influence on the course of Guatemalan society. The University of Alabama faculty and other Alabama citizens who interacted with the Guatemalans have a similarly broadened view of Inter-American relationships. The most important beneficiary, however, is the public. Better journalism means a better informed public, and thus a stronger, more participatory electorate. Through this program, the Alabama-Guatemala Partners have established positive contacts with the media which has provided an increased awareness of our organization and its goals.

An important subject for Guatemalan journalists, both professionals and students, is the issue of ethics in journalism. Due to the low pay many journalists in Guatemala do "moonlighting", often for the very people they are writing about or they are even offered monetary compensation for reporting favorably on a particular person/subject. Consequently, there has been much interest expressed during the course of this program's development in how to bring objectivity and greater trust by the public in journalism in light of this ethics issue. It has been suggested that newspapers should agree to pay better salaries and that professional standards agreed to by both journalists and newspaper management should be established. This interest has resulted in Professor Frank Deaver of UofA being asked by the Association of Guatemalan Journalists and Guatemalan university departments of journalism to write a book on mass media ethics. This will be published for the use of journalists and journalism students.

### 3. PARTNERSHIP PERSPECTIVES OF NAPA SUPPORT

The Guatemala Partners have a high opinion of NAPA due to their support and quality of personnel. The following quote sums up this opinion:

NAPA has functioned as coordinator and is receptive to our concerns and needs. They have collaborated in our programs in accordance with their human and economic possibilities. The human quality of their personnel has permitted the development of friendship and mutual respect between us. We have planned jointly and have learned by improving our planning models.

The Alabama Partners seems to have a good relationship with NAPA, especially since the current Executive Director was formerly on the NAPA Board of Directors. One issue with the Alabama Partners, however, is that of the restrictions on NAPA-funded travel. Travelers must stay at least ten days and husband and wife must not travel together. NAPA's rationale is that a traveler cannot accomplish anything significant in less than 10 days and a stay shorter than that is not maximizing the limited travel funds available. If travel is less than that (which it often is) this must be funded by the individual or by the Partners. Also, husband and wife may not travel together with NAPA funding, even if both are to provide technical assistance, because NAPA feels that this gives the impression of a junket/vacation. The Alabama Partners have found that it is often difficult for professionals, particularly university professors, to take ten days of absence. Also ten days is frequently not necessary due to the follow-up nature of the visit. NAPA's counterargument is that travel funds should be spread around to as many new travellers as possible. The husband and wife restriction has been an issue in only one case (desire of a agronomist and his nutritionist wife to go together to the integrated farming project in Puerto Barrios). If they could have gone together it would perhaps have been a more efficient use of resources.

### 4. INTERACTION OF GUATEMALA PARTNERS WITH USAID MISSION

The Guatemala Partners seem to be well respected by USAID/Guatemala as a viable local PVO. This is manifest by the fact that Guatemala Partners have just received a grant of \$74,000 from the Mission to coordinate the controlled

development/preservation of the Petén area. The Mission has also funded training for Guatemalan students in the U.S. through Partners auspices in the areas of: aquaculture, agriculture, animal husbandry, etc. Unfortunately, there seems to be no one person in the Mission to coordinate/aware of all USAID-funded Partners activities.

#### 5. POTENTIAL REPLICABILITY OF PROGRAM ELEMENTS

An important factor in the success of this partnership is the development of the city-to-city linkages. These linkages have broadened the base of public support in both Guatemala and Alabama and distributed the administrative burden. At one point these chapters had become too independent, but now there is a good balance between complete decentralization and complete centralized control by the central committee. The relationship with the central committee is important for the coordination of grant proposals and for the continued exchange of ideas and access to technical assistance resources throughout the state in the case of Alabama.

Two other important elements for the success of the Guatemala Partners are a core group of dedicated, respected leaders and community participation. The successful leaders are those with the motivation and time available - retired or non-working (in other occupations) spouses - or those willing to devote substantial amounts of their free time. They believe in the concept of Partners and its potential for accomplishing much with limited resources. They are also generally middle class people who are already leaders and/or who have good contacts with key leaders who can mobilize community support - i.e., act as a catalyst for community consciousness-raising. In addition, the grant has demonstrated the need for having an equally dedicated full-time Executive Director and staff willing to contribute extra time whenever necessary. For example, the current Executive Director has agreed to continue full-time in spite of the fact that her salary is being cut in half due to the end of grant funding.

In Alabama it is more difficult to mobilize community participation due to the public perception mentioned above, so dedicated leadership is also critical. Here there is not as much change in who the leaders are, merely in the positions they hold.

There is a good chance that these conditions for success will be present where there is a strong middle class and strong private sector.

#### 6. FINDINGS AND CONCLUSIONS

- (1) The presence of a full-time Executive Director as a result of the A.I.D. grant in both Guatemala and Alabama has meant a greater level of activity, the ability to coordinate those activities, greater frequency of communication between the two partners and constant follow-up to keep projects moving on track. An increase in the number of travelers made possible by the coordination of the full-time staff has contributed to an increase in the activity level and a greater strengthening of this partnership.

- (2) The joint planning sessions have allowed not only for better communication, but also for better and more efficient use of technical assistance resources. However, these plans are limited to short term (one year) plans.
- (3) Another strengthening factor of this partnership has been the decentralization via the city-to-city linkages of the chapters. This takes administrative pressure off the central committees, stimulates a broader-based participation in partnership activities and tends to increase membership.
- (4) Neither the Guatemala nor the Alabama Partners is financially self-sufficient to cover operating costs either in terms of local fund raising or in terms of the ability to generate sources of income. Therefore, it needs continued grant assistance to cover these costs.
- (5) NAPA's ten day travel minimum requirement has created hardships for certain travelers.
- (6) This partnership has accomplished all of the grant objectives in varying degrees through its variety of projects.

#### 7. RECOMMENDATIONS

- (1) The funding of operating expenses, particularly to cover the salary of a full-time Executive Director, should be continued for three years.
- (2) The continuation of funding should be conditioned on the establishment of a fund raising and/or income generating strategy with specific yearly target levels. These levels should be increased each year so as to eventually cover all estimated operating costs by the fourth year. The level of grant funding should be reduced accordingly each year.
- (3) The planning sessions should result in not only a short term (one year) plan, but also the establishment of quantifiable long term objectives and with it medium and long term plans so as to provide continuity in spite of the changes in leadership.
- (4) NAPA should reconsider its ten day travel minimum and possibly reduce it to one week in special cases.
- (5) NAPA should provide "customized" fund raising assistance to both Guatemala and Alabama, including assistance with the establishment of a fund raising strategy.

## C. HONDURAS-VERMONT PARTNERHIP

### 1. INSTITUTIONALIZATION AND VIABILITY

#### a. Establishment and Administration

The Honduras-Vermont Partnership dates from 1965, when a multi-disciplinary group of Hondurans visited Vermont on an A.I.D. grant, were impressed with what they saw and proposed the exploration of a partnership. A similarly representative group visited Honduras a number of months later, to meet with interested Hondurans and explore possible projects. Articles of incorporation were formalized in Vermont and Honduras the following year.

The early years of the Partnership saw participation, north and south, from a variety of public and private community sectors, i.e. state and private universities, colleges and high schools (the University of Vermont, the National University of Honduras, etc.), exchanges between nursing schools, church groups, artists and crafts persons, agricultural specialists, and a strong emphasis on student exchanges, mostly south to north, facilitated by scholarships at the University of Vermont and other educational institutions. In time these were expanded to include Vermont support for areas of special interest, such as physical rehabilitation, 4-H activities, emergency preparedness, nutrition, women in development projects, etc. These activities were complemented by occasional visits in both directions of state and national government representatives, as well as cultural exchange projects.

In 1983 the Vermont committee took on what was at that time a radically new type of project - a contract with A.I.D. to implement a major integrated rural development (IRD) project in the Sabana Grande area of Honduras. The project grew out of earlier visits to Honduras of a Vermont Partners member, and his interest in rural community development. At the same time A.I.D. proposed, and the Vermont Partners accepted a contract to implement a three year CAPS small-business training project in Vermont for grantees from Honduras. Both projects implied a quantum leap in administrative responsibilities for the Vermont Partners. These responsibilities were transferred to a corporation formed and managed by one of the Vermont Partners trustees for this purpose. In 1986 the administration of the IRD project was transferred to the Honduras Partners committee.

Any discussion of the impact of the Central American grant on the institutionalization of both the Vermont and Honduras Partners committees as viable organizations must take into account this history. The IRD project and the CAPS small business training projects overlapped with the A.I.D. grant. These two projects had a significant influence in shaping the current characteristics of the two committees.

In the early years of the Vermont Partner committee's history it operated "out of pocket"; that is, its expenses were basically covered by the members themselves. This changed with the advent of the A.I.D.-funded IRD Project and small-business training projects in 1983, which brought sufficient overhead funds to cover the formation of a management corporation. While the principal function of the corporation was the management of the two A.I.D. contracts, the

corporation also managed the volunteer program, and in effect "became Partners" in Vermont, with the Partners Board of Trustees becoming a "rubber stamp".<sup>4</sup>

The management of the contracts developed serious problems over time. In response a comptroller was brought in and the Board assumed more management responsibilities. When the contracts for both the IRD project as well as the Small Business training projects came up for renewal in 1986 they were transferred to the Honduras Partners committee, with Vermont Partners acting as a sub-contractor to the program. This necessitated a major cut-back in administrative staff for the Vermont office. A Board member was appointed as a part-time interim executive secretary in 1987. This arrangement has continued to the present and is now formalized as a permanent paid position on a half-time basis.

In June of 1988 a Partner trustee offered the Vermont group office space for a period of two years. A well-organized Partners administrative center is presently in operation there. Partners data is computerized and the office has the part-time services of a secretary. (A new CAPS training program, managed by NAPA, is renting office space from the Vermont Partners and is paying the salary of the office secretary, with 25% of her time going to the volunteer program). The office is also equipped with a FAX machine.

The Honduras Partners committee functioned in the offices of its President from 1985 until the summer of 1989. It moved into the offices of the new NAPA/CAPS training program, where it is renting two rooms (in contrast to the reverse situation in Vermont). The move coincided with the election of a new Partners President. A secretary was hired in 1986, and was replaced by a half-time Executive Director (the former head of a program committee) and a half-time secretary in 1987. Although both are paid for half-time services, they normally work beyond their formal commitments, with obvious enthusiasm for and loyalty to Partners.

#### b. Structure and Function

The Vermont committee governing body is an eighteen member Board of Trustees elected annually by the membership for two-year terms. The Board of Trustees itself elects the Executive Committee officers from among its own members. The Vermont committee's by-laws do not specifically limit the number of consecutive terms for the presidency. However, this is effectively limited by the requirement that half of the Board be renewed each year in order to ensure systematic change and maximum opportunity for participation in governance of the members.

The governing body of the Honduras Partners is a Board of Directors. The Board consists of the current members and the officers of four associated groups in other parts of the country. The Board is elected for two-year terms at annual meetings. The Board meets every two months, or more frequently if the need arises. All of the Board members, except one, are from Tegucigalpa.

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<sup>4</sup>Quote from current Vermont Partners staff and board members.

Both committees have been chartered under NAPA's Standards of Excellence requirements. In both cases a review of their election results over a period of years indicates a healthy, periodic "changing of the guard."

In addition to their governing bodies, the organization charts of both the Vermont and Honduras national committees include a number of standing program committees that define the Partners' scope of activities. Vermont and Honduras have eleven program committees each, though few are currently active (see discussion under "Programs," below).

The Honduras Partners have sixty members, including representation from four towns in other parts of the country - Siguatepeque, Amapala, San Marcos de Colón and Sabanagrande, where efforts have been made to expand Partners activities through the organization or affiliation of related groups in these communities. The question of what constitutes a Partners member is somewhat difficult to define. At present the southern committee does not require dues for membership (although it once did). The explanation is that dues were difficult to collect, and many individuals felt that their in-kind contributions, such as home hospitality, was a sufficient demonstration of support. According to the Honduras Committee, a Partners member is now defined as anyone who collaborates with a program activity.

The Vermont committee has eighty to one hundred dues-paying members. This varies with the number current in their payments. Nonetheless, the definition of what constitutes a Partners "member" is not hard and fast, ranging from those who pay dues, to those who provide hospitality, collaborate with professional appointments for international visitors, participate actively in the program committees, and/or visit Honduras on information-gathering, good-will or technical assistance missions, etc. The Vermont Partners newsletter has a mailing list of 650 persons, and the Executive Director is attempting to increase membership through special mailings to those on the list.

The current Vermont membership tends to be centered in and around Burlington and Montpelier, although some members of the Board of Trustees do come from other parts of the state. Travel from long distances, particularly during the winter months, was cited as a problem. Since Board and program committee meetings take place at night, it is difficult to involve persons who live far away.

No exact details of the professional and other characteristics of the Vermont membership were available. However, a casual review of the members of the Board of Trustees and program committees indicated that they represent a largely professional group, with considerable ties to the University of Vermont through current or former association. At the same time a much broader segment of the community collaborates with Partners through assistance to specific programs.

The sources of policy-making in the Honduras Partners are not clear, since membership is not formal, and attendance at the biennial meetings from the outlying associated groups is scanty. Policy itself is obviously made at the level of the current Board, and self-confirmed. The Board of Trustees of the Vermont committee proposes broad policies, which are approved at the annual membership meetings. The northern and southern Partners committees exchange views and confirm policy and program at annual regional meetings organized by

NAPA under the Central American grant, and through visits north and south by executives of both committees.

Member participation, within the broad parameters of "membership" defined above, takes varied forms in Vermont, ranging from positions on the Board of Trustees, chairing or participating on program committees, providing home hospitality, collaborating with professional appointments, providing technical assistance to projects in Honduras, to simply paying dues.

Member participation in Honduras ranges from initiating and helping to implement volunteer projects to providing home stays for visitors from Vermont as well as participating on project committees. At the same time the Honduras Committee has been able to tap into a variety of community resources, including business organizations and the Honduran legislature, to carry out projects it has undertaken.

### c. Decentralization

As noted above, the Honduras Partners committee has made efforts over the past few years to expand membership beyond Tegucigalpa. It now has affiliated groups in the towns of Siguatepeque, Amapala, San Marcos de Colón and Sabanagrande. These affiliations have been developed within the past five to six years, and have functioned with varying degrees of success.

Most active of the affiliates is that of Siguatepeque, located in a medium-sized town half way between Tegucigalpa and San Pedro Sula. It has a well defined local committee that appears to have the potential to grow into a dynamic programming organization over time once some internal problems have been resolved. It has been receiving technical assistance from the Tegucigalpa Partners office with respect to organizational and program issues.

According to the Executive Director, the other groups have been rather neglected by Partners because of their distance from the capital and Partners' preoccupation with a major volunteer cultural program that has dominated the committee's attentions and resources the past two and a half years (see "Program" below). The Honduras Committee hopes to renew its efforts at involving these communities in Partners activities in the coming months. All four communities are in rural areas that have serious social and economic problems and present ample opportunities for development of the type of projects with which the Honduras-Vermont Partnership has had experience.

In the past, there has been a Partners affiliate in San Pedro Sula, Honduras' major commercial city in the north of the country. A local group organized a Partners affiliate committee in 1985. It remained active for about one and a half years and initiated some rural development projects during that time. Apparently insoluble problems arose over the relationship with the Tegucigalpa committee. Despite the best efforts of NAPA as well as the committee in Tegucigalpa to resolve the issues, the San Pedro Sula committee disbanded. Individuals in San Pedro Sula have continued to cooperate with Honduras Partners on selected activities. It is the hope of the Tegucigalpa committee that a new group can be formed in San Pedro Sula at some future date.

Vermont Partners has not developed any specific groups in the state, preferring to operate as one state-wide committee. As noted above, while most Board members are from the Burlington - Montpelier area, the Vermont committee has been effective in accessing individual and group resources from all parts of the state to collaborate with the Partners program.

d. Communication

Communication links between the northern and southern committees are facilitated by phone calls between the Executive Directors and are most frequent "when there is a program." Both directors appear to be satisfied with the arrangement, which has been facilitated by funding from the Central American grant. There is less satisfaction at the level of program committees, where, unless a specific program is in progress, communication is sporadic. This is due to the uncertainty and length of mail delivery and the cost of long distance telephone calls, as well as by the current low level of committee activity. While northern committee counterparts are less reluctant to spend personal funds for this purpose within limits, the costs are generally prohibitive for committee members in Honduras.

The other major forms of north-south communication are person-to-person contacts between executives and Presidents of both committees at regional meetings at least once a year, generally followed by visits to Honduras and/or individual visits north and south of members of the respective Executive Committees. Individual members of Vermont Partners make trips to Honduras in connection with program activities or general information gathering. North to South communications are also facilitated by mailing of the excellent Vermont Partners quarterly newsletter. Contacts with other partnerships are greatly facilitated by the regional meetings and seminars and have been considered a major contribution of the Central American grant.

The general membership of Honduras Partners meets formally in the biennial assembly at which the Board of Directors gives a formal activities report. Communication with outlying affiliates takes place in the interim principally through visits of the Executive Director and/or the President. Communication with other Board and committee members takes place at periodic meetings with both groups. Members of Vermont Partners are kept well-informed of activities through the above-mentioned newsletter, as well as through monthly Board of Trustees meetings which include reports of committee activities. Members are also encouraged to attend the graduation ceremonies of the CAPS training courses where they interact, not only with the Honduran students, but also with fellow members and exchange information.

e. Linkages with Other Organizations

The Honduras Partners have shown the ability to work with other local organizations in both the public and private sectors to broaden the impact of their activities. As an example, the national committee was approached by the National Association of Artisans, which requested technical assistance for the development of handicrafts. The two groups worked together to produce a handicraft fair as a first step towards assessing current capacity in the sector. The Art and Culture committee may take over this project and continue to develop it. The PATH committee, which focuses on problems related to the handicapped, has recently collaborated with a local private voluntary

organization working on special education to help expand its program to other parts of the country. Useful linkages have been established with U.S. public and private institutions in the course of implementing specific projects. These include the Montpelier and Marshfield fire departments in Vermont as well as the Vermont State legislature.

f. Sources and Administration of Resources

1) Technical

Technical assistance resources have been available to the Honduras- Vermont Partnership at various levels. In addition to participation by northern and southern executive and program committee members in NAPA- sponsored seminars made possible under the Central American grant, both groups receive visits from a NAPA representative on the average of once a year (see "NAPA Support" below). In addition, the Partners had available the services of the Central American office, which provided assistance in processing of applications for small project and travel grants as well as occasional assistance with organizational problems, as in the case of the San Pedro Sula committee. The Honduras Partners volunteer programs and as well as the A.I.D.-funded IRD project, have received important technical assistance from Vermont volunteers, all experienced professionals in their fields. A large number of these affiliated with the University of Vermont and other educational institutions. In many instances the impact of this assistance reaches beyond the projects themselves because those in-country professionals and volunteers who benefit from it are in a position to multiply their learning within their organizations or communities.

Examples of Vermont volunteer technical assistance to Honduras include: Training of twenty Honduran firefighters in emergency planning and firefighting; training of art, music and special education teachers in Honduras over a three-year period; technical assistance to a poultry project in a small rural community, training of craftspersons, etc.

2) Financial

The Central American grant provided \$25,000 per year for Vermont, and \$18,000. per year for Honduras. From the point of view of short-term viability, both the Vermont and Honduras Committees have benefitted from the grant and its six-month extension in that it has given them a measure of financial and administrative stability for the period of the grant, and in the case of Vermont, somewhat beyond. Both committees have used these funds to employ Executive Directors and secretaries on a half-time basis, to organize offices and to increase direct communication with their respective partners via telephone. Both committees are still using the grant funds, but are, in effect, living on borrowed time financially, since the funds will run out for Honduras within approximately seven months, and from one to two more years for the Vermont committee.

Vermont's more advantageous situation is explained by the fact that it benefitted to a considerable extent from the IRD and the CAPS training projects, receiving a great deal of services from them, which allowed the volunteer committee to stretch the benefits of the Central American grant funds. The Vermont committee only relatively recently began to pay an Executive Director. As noted earlier, Vermont Partners is functioning in a donated office, and NAPA

is now leasing space and equipment from them for local administration of a new CAPS training contract for Honduran participants, in which NAPA is the prime contractor. This project also is providing 25% of a secretary's time. All of these arrangements have allowed the Vermont group to considerably extend the benefits of the Central American grant.

Honduras Partners' financial situation is considerably more precarious, since its only other source of funding has been a small administrative fee from a cultural project it has implemented over the past two years. The Honduras Committee has not benefitted financially from either the IRD or the CAPS training projects in spite of the fact that they were officially under the committee's aegis. The projects always had separate offices in Honduras and were managed entirely apart from the Partners committee, which did not receive any administrative funds under the contracts. While the committee now has office space in the NAPA/CAPS training project office in Honduras, it is in fact paying rent to the project, and uses its own secretarial service and a separate telephone line, most of which are being paid for from remaining Central American grant funds.

Neither Honduras nor Vermont has done any fund raising to supplement the Central American grant, nor do they have any imminent plans to do so, although they are both concerned with their future once their current funds run out. The Honduras Committee is going through some particularly anxious moments at this time, and is limiting its program planning to the next six months, since it feels it cannot make any long range commitments given the current financial situation. Interestingly, both committees have shown the ability to organize fund raising activities around a specific project. The Honduras Committee was instrumental in obtaining a \$450,000 grant to the IRD project to carry out a national resources conservation program. The Vermont committee initiated a modest fund raising campaign to support a youth music camp project in Honduras. The Honduras Committee has promoted the formation of an independent corporation of business persons to raise funds for the development of a youth symphony orchestra.

Both the Honduras and Vermont Partners committees nonetheless feel that local fund raising for general administration is difficult in each of their environments, due to poor or limited local economies and few other resources to call upon. The Vermont committee commented that their state has a small population and very few industries that might be approached for funds. Also the Vermont Committee stated that NAPA prefers Partners committees not to seek funds from local affiliates of large organizations or the large foundations, since this would be competing with their own fund raising efforts. (This perception was checked out with NAPA, which said it was inaccurate; it is, true, however, that local operations of national or international corporations will frequently not give locally to an organization that is being supported by its national or headquarters office).

## 2. PROGRAMS

### a. Development Process

Programs implemented by the Partnership come about through a variety of ways. Some are initiated through needs or opportunities observed by the volunteers of either committee; others are brought to the attention of the Partnership by outside sources, including representatives of community groups. Volunteers who apply to NAPA for travel and/or small grant funds related to project development must submit plans outlining their objectives and proposed activities, as well as submit trip reports on return. According to the President of the Vermont committee, the number of such partnership visits has increased substantially during the past five years, as well as the number of volunteers who are actively involved in the projects through planning, technical assistance, hospitality, program arrangements, etc. While the Honduras Committee did not have precise figures with respect to the quantity of volunteer participation in their projects, a description of the music camp project that has occupied so much of their energies since 1987 makes it obvious that it took considerable community participation at all levels to accomplish.

While some important project activity has taken place within the Partnership during the past four years, particularly between 1985 - 87, it is notable that many of the standing program committees have been increasingly inactive since 1987, both north and south, a phenomenon acknowledged by both halves of the Partnership. Of the eleven standing program committees only two can be said to be currently active north and south, namely the Culture and PATH committees. The Youth Committee in Vermont has been working occasionally with the IRD project in Sabanagrande, and is presently exploring the development of 4-H activities in collaboration with Peace Corps Volunteers and community members, helping to organize a one week youth camp for rural and urban youth, and has, from time to time, followed up on a youth-oriented poultry project begun by the now defunct San Pedro Sula committee in 1985. These activities have been carried out totally independent of the parallel committee in Honduras, which in any case is presently inactive. The initial problem with respect to the latter committee apparently stems from differences in interests between the committees, with the Vermont committee deciding to go its own way for the time being.

The reasons for the comparative inactivity of the other program committees north and south is varied. In some cases committee chairpersons have left and others have not replaced them. The Honduras President partially attributes the current inactivity of the Honduran committees to the upcoming Presidential elections - "people are active in the campaigns and it has been difficult to find others to work on the committees." The northern and southern executives each say that communication between respective program committees has been a problem - letters go unanswered, initiatives are not followed up, etc. When pressed, both Executive Directors comment that a basic reason these problems have not been resolved is that each partnership committee has been absorbed in a major project. Meanwhile other activities have been neglected except where individual committee chairpersons have been motivated to keep specific projects going, as in the case of the PATH and Culture committees. In the case of the Vermont committee, its major energies and attention have been devoted to diverse aspects of the IRD and CAPS projects. In Honduras, according to the Executive Director, the youth music project has absorbed almost all of the committee's

attention since 1987. Both Partner committees are concerned about the present situation and indicated that they were placing a priority on reviving the dormant program committees.

b. Selected Programs Which Contribute to Grant Objectives

In discussing the impact of the partnership programs on achievement of grant objectives, it is necessary, although not always an easy matter, to distinguish between the large A.I.D.-funded projects and the volunteer activities. The former projects, while not linked to the Central American grant, preceding it by three years and continuing parallel with it until 1989, have involved the Partner volunteers to varying degrees, and have produced some results that are consistent with the grant objectives. The purely volunteer projects have also contributed to meeting a number of the grant objectives. While some of these projects were also initiated prior to the grant, it is apparent from analysis of project activity before and after the grant began, that it had a positive impact on the volume and quality activity within the Partnership. Selected examples follow:

Strengthening of the leadership of democratic institutions has been accomplished through a number of partnership activities. Two exchanges between representatives of the Vermont legislature and the Honduran congress took place in 1986, sponsored by A.I.D., with Vermont legislators attending the inauguration of the Honduran congress and five Honduran legislators visiting Vermont the same year. During both visits information was shared concerning the respective systems of governance. The Honduran congressmen visited the Vermont legislature and were permitted to address one of the sessions. They also had a meeting with the governor and made visits to various public and private institutions in the state. While there has been no follow-up to these visits, the current Vice-President of Vermont Partners, who was one of the northern legislators visiting Honduras, has expressed interest in renewing the contacts. One result of the exchanges was that the Honduran legislature passed a bill permitting Partners to import materials and equipment into Honduras free of taxes. Taxes on air travel of Honduras Partners related to Partners matters have also been voided.

On a more direct level, the Partnership has supported training and development of public servants and institutions in Honduras through a number of projects, among them the training of firemen under the NAPA-sponsored, A.I.D.-funded Emergency Preparedness Program. Starting in 1984 two Honduran firemen spent two weeks in Vermont working with local fire departments, followed by a return visit to Honduras of their Vermont colleagues in a program of training and demonstrations. This was followed by repeat training visits to Honduras of Vermont firefighters in 1985 and training in Vermont of Honduran firefighters in 1986 and 1987. The program appears to be "on hold" for the time being for a number of reasons. According to the Honduras Committee, the Vermont firefighters (now members of the Partners Emergency Preparedness Committee) were ready and able to continue the training, but required funds for expenses, which could not be provided by Honduras. At the same time the Honduran fire department "was demoralized" because it had extremely poor equipment, particularly pumps, and felt that the training would not be effective because of this. Since then, however, Japan has donated state of the art pumps to the Honduran firefighters and the Partners committee feels that this would be a good time to revive the training project with Vermont.

In the interim the Vermont Emergency Preparedness Committee has arranged with a parallel committee in the Kansas Partners to translate a firefighting manual from English to Spanish, having received a grant from NAPA to do so. Once completed, the manual will be available to firefighting groups throughout Latin America.

Although the PATH program (rehabilitation for the handicapped), supported by NAPA for all of the partnerships, has been functioning for many years, it has been particularly active in the Honduras-Vermont Partnership during the period of the Central American grant. It is fair to say that the PATH committee has made an important contribution to the state of special education for the handicapped in Honduras in both the public and private sectors. Since its formation in 1982 the committee has sponsored training and visits to Vermont of Honduran students, educators, interested parent groups and school administrators interested in the field of special education and rehabilitation. A month-long training program in Vermont in 1987 for eight prominent Honduran educators focused on the development of a national plan for special education and rehabilitation for the handicapped in Honduras. This resulted in the first national conference (1987) in Honduras on the educational integration of persons with special needs, sponsored by the Ministry of Education and a national private voluntary organization in the same field. The conference was attended by more than 200 persons, including representatives of the Ministry of Education, members of the Vermont PATH Committee, Peace Corps Volunteers, educators, parents, specialists, etc. The major themes of the conference centered around the concepts of political action, parent advocacy and effective teaching strategies. The Vermont group conducted a number of special workshops during and after the event.

The direct impact of the continued training and technical assistance activities of the PATH committee has been a change in educational policies for the handicapped in Honduras. The number of special education personnel in the Ministry of Education has risen from two to nine and their department has been upgraded to a division. In Honduras there are now 108 special education teachers, a field of educational specialization recently recognized by the Ministry. A recipient of several PATH grants now heads a new department of special education at the National School for the Training of Educators, a major private teacher training institution. Her deputy is also a PATH grantee.

The Central American grant has promoted strengthening of the leadership of private democratic institutions in Honduras in a number of ways. A particular strength of the PATH program is that it has reinforced private as well as public institutions. In fact it has been the private non-governmental organizations, supported by the Partners PATH committees, that have provided the impetus for change in public policy with respect to education of the handicapped.

Other Partners activities directly and indirectly are contributing to strengthening private institutions. The Integrated Rural Development project, although administered separately, in many ways provides a model for other Partners projects in Honduras. It is based on a community organization approach to rural development emphasizing the need for communities, families and individuals to take responsibility for their own development and providing them with the skills and organizational tools to carry them out. The project has trained members of the community as promoters to work with their own communities

in the areas of agricultural and home extension, environmental protection, and community organization. As noted previously, a number of Vermont Partners members have worked with the project in selected areas of interest, i.e., rural youth development through promotion of 4-H activities, women in development projects related to food production, technical assistance in agricultural development, etc.

Although the Honduras Partners Committee has not been formally involved in the IRD project, there has been interaction with it through informal observation and follow-up of its activities, as well as some collaboration on specific projects undertaken by the IRU. A case in point was the facilitative assistance provided by the committee to an IRD-sponsored youth camp in Siguatepeque, bringing together fifty rural and urban young people for two weeks, to live, study and learn together, and share rural and urban perspectives with respect to number of life issues.

Other projects the committee is supporting are also based on community-initiated projects, such as the construction and development of a handicraft workshop in Siguatepeque which, when built, will serve as a school and marketing center for handicrafts. The project is the idea of a group of local artisans who came to Partners through its affiliate in Siguatepeque. Although Partners is not providing construction funds the artisans group originally sought, Partners is providing technical assistance with respect to organization of the project. Partners is bringing the project together with INFOP, a government institute, to provide instructors for training. Since Vermont has a thriving handicraft tradition, it is expected that the Honduran artisans will also be assisted through the Vermont Partners committee.

The Honduras Partners Committee has assisted the artisan group by enlisting the collaboration of the National School of Forestry, located in Siguatepeque, which has provided raw materials and technical assistance in the construction of the handicraft center.

The local Partners affiliate in Siguatepeque is also working on a project, together with other interested persons in the community, to develop a recreation area and a national park in a zone close to the town. The purpose of this project is to protect this zone from deforestation. Even though the project is in its initial stages, this is an example of citizen initiative to deal with local problems.

Perhaps the prime example of the Honduras Partners' ability to organize and carry through significant projects responding to citizen interests has been its very ambitious and successful three-year effort to organize and implement music camps for young music students in Honduras. The project has not only actively involved the Vermont Partners, but also mobilized a wide variety of local and U.S. resources. Sponsored by the north and south Culture Committees, the project grew out of the 1986 visit to Honduras of a trio from the Vermont Symphony Orchestra (itself a volunteer activity) to perform in various communities. They were very well received. Although music schools existed, the trio noted the lack of any classical orchestra in Honduras. Plans were made with the Honduras Committee to organize a music camp the next year for young musicians in order to promote orchestral playing.

Planning for the project involved the coordination of many local and international elements including: advance visits from a member of the Vermont Symphony, acquisition of scholarships and other funds to support the project (NAPA contributed \$5,000, Vermont initiated an "Adopt a Musician" fund drive), collaboration of rival music schools in the northern and southern parts of the country as well as within Tegucigalpa, etc. Active cooperation was obtained from the U.S. ambassador's wife, a music enthusiast - a resource that proved invaluable over the next three years. The project also obtained the collaboration of the National School of Forestry in Siguatepeque whose classrooms, dormitories, and grounds were made available for the camp during a period when the school's students were on vacation. The first music camp took place in August 1987 and has been repeated for a total of three times. It was staffed by various members of the Vermont Symphony Orchestra as well as local teachers, all of whom donated their professional services. The projects have involved music students in three weeks of intense training. This has been followed by ten days of concert performances in cities and communities throughout the country made possible through contributed services, hospitality, and donations of funds. In addition to assisting in the organization of these events, the Vermont Partners Culture Committee has been able to bring a number of young Honduran participants in these programs to summer music camps in Vermont and New Hampshire. As a result of the project one talented musician received a scholarship to the prestigious Juilliard School of Music in New York.

As noted earlier, the effort to implement this project has absorbed major energy and attention of the Honduras Committee since its inception. The committee has now formed a local corporation, under the aegis of a business group, to support the formation of a permanent symphony orchestra. The continuation of the project is now in the hands of the local group and future plans are still vague, depending on the accessibility of funds.

The Central American grant has also facilitated the work of a group of art teachers who have been training primary school colleagues in Honduras since 1986 in the use of creative techniques and local materials.

### 3. PARTNERSHIP PERSPECTIVES OF NAPA

Comments regarding NAPA's support varied according to the elements discussed and the committee being consulted. There was general satisfaction on the part of committees both north and south with the assistance given by the NAPA partnership representative. The Vermont Partners gave uniformly high marks to the regional seminars, seeing them as useful from the point of view of content, and particularly for the opportunities they provide to meet with their southern counterparts and colleagues from other partnerships.

The Honduras Committee was more critical of the seminars and regional planning and evaluation sessions. They felt that the seminars were too short and superficial and that NAPA's representatives tended to ignore or close down discussion on complaints or issues which they preferred not to discuss.

#### 4. INTERACTION OF HONDURAS PARTNERS WITH USAID MISSION

On the basis of its current contracts with USAID, one would assume that the local mission had a high regard for the Honduras volunteer committee. Moreover, it was apparent from an interview that the Mission distinguishes between the large contract programs and the volunteer committee. With respect to the latter, the program officer interviewed felt that the committee was basically "a person and a half operation," with little impact. There appears to be little contact between the volunteer group and USAID at this time.

#### 5. POTENTIAL REPLICABILITY OF PROGRAM ELEMENTS

There is no question that a major element in the success of the PATH program as well as the music camp project has been the administrative resources available to both the northern and southern partners. A project of the dimensions of the music camps could not have been possible without this support, nor without the small training and travel grants available through NAPA, which have ultimately produced these impressive results. In the case of the music camps, the ability to reach out to and obtain the collaboration of diverse elements of the community, public and private, and to effectively coordinate them, was another key element in the project's success. The success of any project, including the above, obviously also depends to a great extent on the interest, motivation and dedication of volunteers, which is a given in a successful Partners program.

#### 6. FINDINGS AND CONCLUSIONS

- (1) The large IRD and training contracts have had both a negative and positive impact on the Partnership. In the past, the contracts have absorbed a disproportionate amount of time and energy of both committees over the years, with a resulting diminishing of their volunteer activities. On the positive side, the IRD project and the training program have provided opportunities for volunteer involvement, particularly for the Vermont Partners.
- (2) The Honduras Committee has made what appears to be an effective decision in turning over the major efforts for the continuation of the IRD project to a separate entity. It has required nearly the total efforts of the committee for the past two and a half years, leaving little time or resources for attention to other program areas.
- (3) The IRD project has provided a model for rural community development, and the Honduras Committee is planning future projects based on this model. The question for both committees is how to be involved in large projects in ways that meaningfully enhance and/or complement the basic volunteer objectives of the Partners program, both north and south.
- (4) The periodic communication on many levels within the Honduras-Vermont Partnership has not dealt with the discontent, by both committees, as to the level and process of program committee activities, both

north and south. This raises a question as to the effectiveness of organizational technical assistance to the individual partnerships provided by NAPA representatives (see "Services Provided to Partnerships," below).

- (5) The organization of the Honduras Committee is quite loose at this point since it has undefined membership and inactive committees. This suggests that in order to have a planned revival of inactive program committees and affiliates the group will need technical assistance to ensure the organizational infrastructure and procedures to manage the expansion and the programs that this implies.

## 7. RECOMMENDATIONS

- (1) The Honduras-Vermont experience indicates the need for NAPA to facilitate a process whereby the committees jointly assess a number of organizational issues, including but not limited to:
  - the quality of their communication
  - policy with respect to communication between program committees
  - policy with respect to large projects
  - fund raising strategies
- (2) If the Partnership undertakes a major A.I.D. or other funded contract in the future, it should: (a) mutually involve the northern and southern committees in complementary activities; (b) have an active role for the volunteer committees compatible with the basic purposes and goals of the Partners Program, and (c) provide for technical assistance in project management for both committees.
- (3) NAPA should reassess the responsibilities of its partnership representatives, placing greater emphasis on assisting the partnerships with organizational issues.

## D. PANAMA-DELAWARE PARTNERSHIP

Because of the current political situation in Panama, a visit could not be made to the Panama Partners. However, a visit was made to the University of Delaware to meet with some officers of the Delaware Partners. The assessment of the Panama Partners (southern committee) had to be done using secondary information and perspectives from Delaware. Also, to a limited extent, it was possible to interview the current President of the Panama Committee, former Executive Director and Executive Director of the Chiriqui chapter by telephone.

## I. INSTITUTIONALIZATION AND VIABILITY

### a. Establishment and Administration

The original contacts between Panama and Delaware were made in 1965 by businessmen founded the same year with the active participation of former Delaware governor Carvel. One reason for a developing relationship was a certain commonality of factors between the two - small size, favorable laws for corporate registration, business/urban orientation, important rural agricultural sector, etc. The Panama Partners were incorporated in 1979 and the Delaware Partners in 1980. In 1986 both partners were chartered under NAPA's "Standards of Excellence."

Since the grant funding became available in 1985 the Delaware Partners has had two Executive Directors, both part-time. Unfortunately, the first Director died during one of the regional planning sessions (Belize, 1987). The current Director, who began in November 1987 was funded for \$1,000 per month through the end of 1988. She will receive \$300 per month through the end of 1989 from other sources now that A.I.D. funding has ended. In Panama there was an Executive Director from 1986 to February 1988, when A.I.D. funding was terminated. Although all of these directors were contracted half-time, they normally worked full-time. Currently the office in Panama is in donated space in a bookstore, but there is no paid staff. The office is used to keep records and hold meetings. All that remains from the A.I.D. grant to cover operating expenses is \$2,000. This is being carefully conserved.

### b. Structure and Function

The Delaware Partners consists of a state committee and two city chapters (Dover and Lewes). The state committee includes the officers (3) and five Board members. There are 14 subject area committees with the most active being Emergency Preparedness, Health, Natural Resources, Handicapped and Youth Development. The Panama Partners consist of a national committee and two regional chapters (Chiriquí Province and Azuero Province). The general membership meets twice a year and the Board meets six times a year.

Although each partner has two chapters, neither is particularly broad-based in terms of membership. Even though there is an active mailing list of 100 persons, the Delaware Partners has approximately 50 dues-paying members, only 25 of which are active. In addition, there are about 30 more people who participate in Partners, but who do not pay dues. The 1989 annual plan indicates that "Partners is too little known in Delaware" so increased publicity efforts has been a goal for 1989. However, it is difficult to attract new members due to the lack of funding for new projects.

The Panama Partners have 114 members countrywide, 60 of which are in Panama City. They have tried to increase membership through publicity of activities - radio, TV, seminars - but the current political situation has generated a general apathy among the population. It is also alleged that a number of previous members will not return until the current President is replaced with someone less rigid who allows more decentralization of authority.

A question has arisen as to whether the Panama Partners is currently really a democratic institution. This issue was brought to a head at the time of the

1987 election of officers. Amendments to the 1979 by-laws had been adopted that same year (April) by the general membership. These should have been registered and certified by the Government of Panama within 60 days of adoption. Unfortunately this had not been done (for some unknown reason) by the time of the election. However, apparently most members thought that the new by laws were in effect and that these were the basis for the election. The amended by-laws require (Article 15) that in order to be elected to the Board of Directors a candidate must have been an active member of Partners for at least one year preceding the election, and for two years in the case of President and Vice-President. Apparently some candidates on the winning side (obtained one more vote than the losing side) did not fulfill these criteria. Discrepancies then arose due to the lack of knowledge by members of the status of the 1987 amendments in addition to internal frictions<sup>5</sup> at the time of the election. A subsequent "peer consultancy" (review by another partnership committee - Guatemala - and the NAPA regional representative) concluded that since the new by-laws had not been duly registered, the unamended by-laws were in effect and the elected Board be approved.<sup>6</sup> Unfortunately, this decision was based on phone conversations and documentation submitted by the winning side and not on a personal visit to Panama to interview both parties. The President of the Delaware Partners recommended that another election be held as soon as possible, but the current Panama President did not agree to this.

These events and friction resulted in the resignation (or perhaps firing) of the Executive Director and of many members who had supported her efforts. According to the Delaware Partners, the activity level has been much lower ever since. This is unfortunate since many of those who resigned were some of the most active members. The Panama Executive Director was very organized, had numerous good contacts, had motivated many persons and caused many more to join Partners. She had wanted to attract additional members with more skills and contacts so partners could be more effective. However, the President was not willing to give the Executive Director important decision-making authority and gradually concentrated more authority in herself (President). Possibly because she felt threatened, the President had nominated her own slate of officers for the 1987 election.

In addition, it is alleged that the current President has concentrated too much power and appoints only her friends to the committee chair positions. This is of concern because all correspondence and activities apparently must be channeled through her. However, the President maintains that this is not the case and, for example, that committee chairpersons can communicate directly with their counterparts in Delaware. The President justifies this control because she is ultimately responsible for the expenditure of funds. All phone calls and other expenditure of funds must have her approval both before and after the fact.

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<sup>5</sup> These frictions were primarily between the factions supporting the Executive Director and those supporting the President, who had just been re-elected.

<sup>6</sup> As of January 1989 these new by-laws still had not been registered. It is unknown whether they are still unregistered.

On the other hand, the Delaware President says his approach is to get good, responsible people for committee chairpersons and then let them work on their own projects without constant monitoring - i.e., delegation of authority.

#### c. Decentralization

Although there are chapters in each partnership group, they are not linked city-to-city as in the Guatemala-Alabama Partnership. In Delaware the chapters are merely regional branches of the state committee and do not meet separately. All activities are coordinated through the state committee. On the other hand, in Panama, due to traditional cultural differences, the Chiriquí (David) chapter has attempted to become independent of the national committee in Panama City. For example, the chapter has tried to make direct contact with the Delaware Partners and would like to be completely independent of the national committee. On the other hand, the Azuero chapter being newer is more dependent on the national committee and acts like a branch office.

As mentioned above, some persons feel that within the Panama Committee the current President has concentrated too much control. It is alleged that all communications must be made through her and that committee chairpersons cannot communicate directly with their counterparts in Delaware.

#### d. Communication

In spite of the political situation, the direct communication from Delaware to Panama is still relatively good. Phone calls average about 1-2 per week so as to coordinate activities, even though they were more frequent before the current difficulties. Joint planning sessions have also been held with the Delaware Partners, but the Panama Partners have not always been able to attend the subsequent regional planning workshops (e.g., Honduras, 1988). Now there are very few travelers from Panama to Delaware due to the difficulty for Panamanians to obtain U.S. visas. The Delaware Partners send two newsletters to their members every year. These include a request for payment of dues and for contribution of funds. The Panama Partners planned to send two newsletters to their members in 1989.

#### e. Linkages with Other Organizations

An important linkage for this partnership has been that between the Universities of Panama and Delaware. A formal relationship dates from 1982, but the scope of this cooperative program was extended in 1985. This agreement includes the following activities: development of collaborative research projects; organization of joint academic and scientific activities; exchange of research and teaching personnel and university administrators; exchange of students; and joint efforts to seek funds from external sources for research and instructional purposes. Many of the partnership sponsored programs have been through university linkages. For example, five graduate students from Panama have fellowships at the University of Delaware.

A recent example of where this linkage has helped in a crisis is the assistance offered to Panamanian students at the University of Delaware. Since banks in Panama were closed for an extended period and no one could withdraw funds, Panamanian students could not cash their checks and so could not pay their tuition or cover living expenses. A Delaware Partners Board member, who

is also a university faculty member, was instrumental in finding temporary housing and having the University agree to tuition waivers until the situation improved.

f. Sources and Administration of Resources

1) Technical

Most of the technical resources for Panama have come as a result of the linkages with the University of Delaware. However, other sources of technical assistance have been the Delaware Community College, Wesley College, and local artists, doctors and psychologists. The latter three are all members of Delaware Partners committees. The Wilmington Aquatic Center trained Panamanian swimmers for participation in the Pan American games of 1987. The Latin American Community Center has assisted with publicity and fund raising.

2) Financial

The A.I.D. grant funding to cover administrative costs (including full time Executive Directors) was to have been \$12,000 and \$18,000 per year for Delaware and Panama respectively for four years, but this funding was terminated at the end of 1987 due to the U.S.'s political difficulties with Panama. The Panama Committee had been sending \$75 per month of these funds to the Chiriquí chapter to help cover operating costs. In addition, the Delaware state committee receives \$20 per member per year in dues and the Panama national committee \$15 per member.

The Delaware Partners have received four grants from NAPA during the 1986-87 period:

Partnership Assistance	\$53,850
Family Life Education	5,000
Youth Exchange	5,000
Sports & Recreation	2,500

All of these except Family Life were funded through A.I.D. Some travel grants were also funded through A.I.D. In addition, Delaware Partners obtained \$5,000 from the state of Delaware for youth exchange and \$2,000 from local fund raising for sports programs. Areas funded by other sources which were able to continue after A.I.D. funding was cut are: family life, drug rehabilitation or AIDS-related programs, arts and culture, and natural resources.

To date the Delaware Partners have not done much local fund raising. However, they have contracted a fund raising consultant to help prepare proposals and are planning to target several organizations and foundations for appeals to fund both programs and the Executive Director position. Also limited funds have been raised through sales of Panamanian San Blas Indian molas and blended Panama/ Delaware honey.

The former Panama Executive Director had plans to raise funds from private sources such as IBM, but the political situation made this impossible. In 1988 a fund raising committee was appointed. Their goal is to "make us self-sufficient in the administration of the office and projects." However, no funds have been raised as yet. For 1989 they planned to produce a circular for

appeals to private enterprises and one for members to encourage them to pay their dues.

The Delaware Partners have been using the good offices of the governor of Delaware (who is the honorary chairman) and of their representatives and senators to try to get a waiver on the use of A.I.D. funds for this partnership by using the argument that this is a people-to-people program and no funds go to the Government of Panama.

## 2. PROGRAMS

### a. Development Process

In Panama the committee organizers have acted as a catalyst to mobilize community support and to assess community needs. An example is the current natural resource project which has publicized the endangered species of the jungle areas and made the population aware of ways they can be protected. Other natural resource projects are environment related and have raised public awareness. Participants receiving training in the family life project identified four specific projects they thought were relevant to their community's family life education needs.

### b. Select Programs Which Contribute to Grant Objectives

Strengthening the leadership of public democratic institutions has not been accomplished recently, largely because of the political situation. However, in 1987 there was a joint planning exercise between the authorities of the Port of Wilmington and the National Port Authority of Panama. Also civil engineers from the Panamanian Transportation Agency received training at the Delaware Transportation Authority in how improve the construction of highways. In 1987 an emergency fire and rescue chief from Panama toured the Delaware State Division of Emergency Planning and Operations and the New Castle County 911 Center. He was also briefed on the paramedic program and met with the Wilmington Fire Chief. A result of this contact was a training program for Panamanian paramedics.

Strengthening the leadership of private democratic institutions has been partially accomplished by establishing linkages between youth-serving organizations such as with Boy Scouts, sports groups and between high schools. For example, four Panamanian swimmers spent two months of intensive training at the Wilmington Aquatic Club in 1987. They performed well in the Pan American games and international competitions in Puerto Rico, Miami and Canada. Recently these exchanges have been halted due to the current situation in Panama. In 1988 a seminar on Alternatives for Youth sponsored by NAPA brought together in Guatemala youth leaders from throughout Central America. This allowed for many contacts to be made. Topics included productive alternatives to drug and alcohol use such as sports, recreation and community service.

There have also been limited contacts between the leaders of the Red Cross and Cruz Blanca, a similar organization in Panama.

The partnership committees themselves are supposedly democratic institutions. However, the current situation within the Panama Partners

mentioned above raises some questions as to whether this is in fact the case. The Delaware Partners seem to be truly democratic, but with the perennial problems of need for greater participation by current members and the need to attract more members.

Building a cadre of community leaders has been accomplished by having numerous professionals (frequently key professionals) from Delaware visit Delaware to support specific projects by providing technical assistance and training and having Panamanian professionals come to Delaware for training. An excellent example is the Family Life Education Project funded by a NAPA small grant through the Hewlett Foundation. The major goal of this project is to strengthen and assist rural and urban community-based family life educators in the areas of family planning, sex education and maternal-child health and nutrition. This project began with the training of two family life educators from Chiriquí and Panama at the University of Delaware, Planned Parenthood and the Medical Center of Delaware. Upon returning to Panama the family life education needs of the community and student groups were assessed by these educators and four projects were identified. In Chiriquí these educators, in turn, worked with students to disseminate and evaluate the effectiveness of public service radio spots related to family planning, AIDS, nutrition, etc. This group has also initiated a small income generation component investigating the harvesting, marketing and home use of cashew nuts. In Panama City the focus is on the development and publication of educational and instructional materials by home economic students for classroom and community outreach programs. The University of Panama faculty are also trying to enhance their curricula in this area. A second phase of the project took the form of four successful training sessions in Chiriquí conducted by educators trained at the University of Delaware. The participants included 22 public elementary school teachers and two public health nursing assistants. They studied group dynamics and other teaching techniques which they will implement in teaching their targeted community groups.

Another example of community leader development is the exchanges of professionals in the natural resource area focussing on a number of environmentally related projects - documentation of plant and animal species in a national park; development of the blue crab as an alternative resource to the shrimp and scallop industries, which are under stress from over-harvest; scallop research; and research on the effect of the Africanized bee on beekeeping. For instance, a Panamanian marine biologist, under the auspices of the Panama-Delaware Partnership, is studying the reproductive cycle of scallops at the University of Delaware's College of Marine Studies. Along with several professors, he is looking for ways to curb the alarming rate of overfishing in Panama's bays and to increase production of these commercially important mollusks.

In 1987 a professional artist from Delaware went to Panama to conduct a course for young painters and to exhibit his work.

Communication and cooperation among participants has been accomplished through the participation in the regional workshops both in Central America and the U.S.

The promotion of press independence has been difficult under the current political situation in Panama. However, prior to the termination of A.I.D.

funding as a result of the university linkages the past chairman of the University of Delaware School of Communication was in Panama for nine months setting up a graduate level program in communication arts at the University of Panama. This was envisioned as a program for students from all over Central America in conjunction with a consortium of other national universities in the region. This never materialized due to lack of funding. However, four journalism faculty from the University of Panama were trained at the University of Delaware.

### 3. PARTNERSHIP PERSPECTIVES OF NAPA SUPPORT

The Delaware Partners feel that generally the level of NAPA support has been excellent. There is good communications, especially after the establishment of an 800 number and FAX number in the NAPA office. The new NAPA Panama-Delaware Partnership representative is responsible for only this partnership and so the contacts have been more frequent than previously. At the Honduras 1988 regional planning meeting there was a session on fund raising which was useful. This included role playing, strategies and lists of potential organizations foundations to contact. However, for their specific fund raising needs the Delaware Partners have had to contract a consultant (at \$50/hour) who has key organizational contacts thus facilitating the approach to these organizations. Unfortunately, their total budget for fund raising is limited to only \$500. The last NAPA regional planning workshop (Costa Rica, 1989) did not include a session on fund raising. Support in this area is particularly critical now that A.I.D. funding has been terminated. There has been some specific support to Delaware from the NAPA fund raising specialist, but it could be more.

The Delaware Partners do not feel that there is enough follow-up to the subject seminars, except for the one on natural resources. This seminar resulted in an active exchange of professionals and the development of a public awareness campaign on the preservation of natural resources in Panama. Also, the Delaware Partners commented that the regional planning and evaluation seminars provided an informal opportunity for partnership leaders to exchange information, ideas and experiences, and provided guidelines for planning as well as discussion of general organizational issues. However, they also felt that these seminars were of limited value because: a) they occurred after individual partnership annual plans had already been prepared, and b) there was no follow-up assistance from NAPA to facilitate in-country organizational applications.

### 4. INTERACTION OF Panama Partners WITH USAID MISSION

Before A.I.D. funds were cut off to all Panama projects, the Panama Partners had a varied relationship with the USAID mission. Before the grant USAID funded a training program in the College of Agriculture at the University of Panama to train farmers. A faculty member from the University of Delaware was stationed in Panama for two years (1984-85). However, USAID tended to prefer large projects and so Partners projects were given lower priority. At the time funds were cut off a \$7 million reforestation projects was being designed, a part of which envisioned Partners participation.

## 5. POTENTIAL REPLICABILITY OF PROGRAM ELEMENTS

In spite of the political situation in Panama some activities of the Panama Partners have been able to continue due to a number of factors which have implications for program replicability. The most active committees have been Natural Resources and Family Life due to the presence of strong committee chairpersons both north and south and the fact that alternative sources of funding have been found. The activities of the other committees have been constrained by the lack of funding and the alleged centralized control which creates bottlenecks and resentments among members.

## 6. FINDINGS AND CONCLUSIONS

- (1) The election of 1987 raised some procedural issues. The resulting "peer consultancy" requested by the Delaware Partners should probably have been conducted in person rather than through correspondence and phone calls.
- (2) There are still some questions about the level of centralized control exercised by the current Panama President. This may be contributing to the decline in activity as well as the political situation.
- (3) The activity level has decreased since the crisis began, but there are plans for many other activities if the situation should improve.
- (4) Some privately funded partnership activities (e.g., travelers from U.S. to Panama) can continue in spite of the political crisis since this is a people-to-people program and does not involve government contacts.
- (5) Neither partnership committee is financially self-sufficient. They will need to seriously concentrate on fund raising from private sources to be able to pay salaries of Executive Directors, cover other operating expenses and to fund programs now that all U.S. government funding has been terminated.

## 7. RECOMMENDATIONS

- (1) Since this is a people-to-people program and no funds go to the Government of Panama there should be a way to continue A.I.D. support for the Executive Director positions, which are so critical in coordinating activities
- (2) The situation regarding the alleged centralized control by the current Panama President should be investigated thoroughly by NAPA as it would affect the continued validity of the Panama Partners' charter. This should include sending an observer to the upcoming election for officers in December 1989.
- (3) NAPA should make sure that 1987 by-laws have been officially registered before the December 1989 elections.

- (4) NAPA should provide extra assistance to this partnership in implementing fund raising activities since it will be difficult to impossible for them to get U.S. Government funding until the political situation in Panama improves.

### III. NAPA SUPPORT

#### A. SERVICES PROVIDED TO PARTNERSHIPS

The A.I.D. Central American grant included a number of services in support of its objectives. These were available to the partnerships through NAPA and included administrative and logistical support to meet partnership program needs as necessary and a number of ancillary supports such as publications, incentive awards, etc.

##### 1. REGIONAL SEMINARS

Between January 1987 and June 1989 NAPA organized a total of nine workshops for the Central American partnerships to which representatives of the northern and southern partner committees were invited. Of these three were planning and evaluation meetings for the leadership of the partnerships (Presidents, Executive Directors, etc.), taking place in one of the countries of the region, generally following visits to the individual Central American countries by the respective northern partner teams. The remaining seminars consisted of workshops on specific issues such as Community Response to National Emergencies, Natural Resource Management, Alternative Programs for Youth (there were two workshops on this topic), Effective Volunteer Management, and Economic Development. Participants who attended the specific issue seminars were expected to prepare plans of application and follow-up as part of the experience.

According to NAPA there were approximately 40-50 participants at each meeting and seminar, including representatives of the Dominican Republic, Nicaragua, and Panama Partnership, who traveled on unrestricted funds. Approximately four to five persons each time funded their own way. Representatives of the U.S. Embassy and A.I.D. always attend these seminars.

In general most of the partnership participants interviewed felt that these seminars and meetings were extremely useful, not only for the "critically important" opportunities they provided north and south partners to meet, plan, solve problems and observe projects, but also for the opportunity to interact with representatives of other partnerships. The sharing of experiences and problems with other partnership groups was seen as most helpful and much was learned in the process. Some participants regretted that the seminars did not allow more time for informal sharing and cross-fertilization. Two groups expressed rather strong opinions to the effect that NAPA representatives at the meetings tended to pass over problems or complaints, particularly on the issue of financing. This is a sore point at this juncture, especially among the southern partnership committees.

Reactions to the substantive content seminars was generally positive, although one southern partnership group felt they needed more depth to be useful. Most of the partnerships expressed the need for more intensive training in fund raising, volunteerism and organizational development. Nonetheless, the Honduras-Vermont team that attended the workshop on effective volunteer management (Costa Rica 1987), was able to return to Honduras and have a series of workshops on the topic.

Given the importance placed by the partnerships on the planning meetings and workshops, NAPA is seeking ways to continue them now that the Central American grant funds which made them possible are no longer available.

## 2. TECHNICAL ASSISTANCE

Technical assistance to the Central American partnerships was provided through a number of channels in addition to the seminars and meetings discussed above. Each partner was visited by a NAPA representative at least once a year to review activities, provide information, discuss pending projects, assist with small grant applications to NAPA, explore problems, etc. In addition, the southern committees had the services of a regional office (recently closed), whose director had the responsibility of performing similar services in the region on a more continuous basis. There were differences of opinion among the southern committees as to the effectiveness of this office. However, most members agreed that it was useful in terms of assistance in preparing proposals and grant applications. There was somewhat less satisfaction in the area of assistance in the solution of organizational problems. On the basis of observed organizational problems in two of the Central American committees, the comment seems valid and could also be applied to the NAPA representative in that regard.

In addition to seminars and interaction with NAPA partnership representatives, NAPA has a large publications program that makes available documentation on a wide variety of topics in English and Spanish, including fund raising, planning, etc. Its quarterly newsletter, which is graphically attractive and also produced in English and Spanish, has periodic special sections dealing with particular issues such as Women in Development.

Incentive awards are available to all partnerships - one from American Express, for the partnership that has made the most progress in the preceding year and one from NAPA for the "Volunteer of the Year."

The Central American partnerships have also benefitted from a variety of other A.I.D. as well as privately funded grants (e.g., the Kellogg Fellowships), that have increased their opportunities for travel and training.

## 3. TRAVEL

As can be seen in Table 1 and graphically in Figure 1, volunteer travel in Central America increased significantly (88.8%) in 1986 and 1987. This is in large part due to the availability of travel funds under the grant. The decrease (32.9%) in 1988 can be attributed primarily to the approaching termination of grant funding, and specifically to the termination of funding to the Panama-Delaware Partnership due to international political developments.

Also indicated in Table 1 and graphically in Figure 2, is the fact that the number of travelers for the Costa Rica-Oregon Partnership was significantly higher than for any other partnership. This can be explained by the fact that this Partnership has an unusually high number of active program committees, in addition to having an effective system for project and proposal development. The partnership's proposals have a high rate of acceptance by NAPA because they are well written, indicate clear objectives and expected results and meet NAPA's criteria for project and training proposals.

#### **B. ALLOCATION OF GRANT RESOURCES**

Table 2 indicates that since the initiation of the Central American Leadership Program NAPA has expended and obligated \$2.2 million. This represents 94% of the grant budget. Of this amount 60.8% has gone directly to partnerships in the form of travel (11.6%), small grants (34.5%) and workshops (14.6%). These percentages are shown graphically in Figure 3. The other 39.2% has covered NAPA administrative expenses in support of these partnerships. This is exactly the ratio of partnership/NAPA expenses in the grant budget. The only exception to this responsible use of funds is the overspending of the budgeted amount for the Central American Office by 10.6%. This office has been closed indefinitely partially due to these excessive costs. It is also interesting to note in Table 3 that this ratio of partnership vs. NAPA expenditures is very similar to that of NAPA's overall functional expenses for 1988. That is, the expenses for partnership volunteer travel/training and grants/overseas programs are 60.5% (33% plus 27.5% respectively) of the total NAPA expenses.

Table 4 indicates that NAPA has been able to attract grant funding from a variety of sources, both U.S. government (80.6%) and private (19.4%). The Central American Leadership grant accounts for only 14.8% of these total grants.

A significant fact regarding the use of resources is the tremendous leveraging effect that NAPA and the partnerships obtain by being a volunteer organization - the "multiplier effect". In 1988 NAPA estimated the total imputed value of all the goods, services and in-kind donations was 11.48 times (\$82,636,000) the total investment of public and private funds (\$7,201,000) in projects of the 60 partnerships. Unfortunately, the multiplier effect of the investment of the Central American grant has not been calculated, but it is probably safe to say that the ratio is similar. If this is the case, then the total value of the Central America Leadership program to date is \$25,171,000 (\$2,193,000 x 11.48).

#### **IV. FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

The following findings, conclusions and recommendations are an attempt to generalize from reviews of four out of six Central American partnerships, each of which had its own very distinct characteristics.

## A. FINDINGS AND CONCLUSIONS

- (1) Public and private democratic and community institutions in Central America have been positively impacted by the activities of the partnerships in the region. These institutions have significantly benefitted from training of their personnel, access to valuable materials and professional resources, and enrichment of their activities and programs.
- (2) The grant resulted in the strengthening of democratic leadership and participatory processes at the community level in the countries visited.
- (3) Important linkages between U.S. and Central American institutions and between individuals north and south have been established as a result of partnership activities facilitated by the Central American grant.
- (4) The partnerships evaluated, both north and south, have the organizational characteristics of democratic institutions by virtue of their charter under the NAPA "Standards of Excellence" that outline organizational norms which promote democratic processes. Most Central American partnerships are also democratic in practice through the implementation of these norms.
- (5) The Central American grant had a major impact on the partnerships evaluated by: a) promoting stability and continuity through the provision of funds for administrative staff and other operating expenses and b) making possible regional meetings of the Central American partnerships that fostered cross-fertilization of ideas/experiences both north-south and south-south.
- (6) A significant increase in the number of program and training grants, made possible by the availability of travel and training funds in the Central American grant as well as the coordinating services of the partnerships' administrative staffs, contributed to an increase in the number and quality of these programs.
- (7) While the partnerships evaluated have made strides in raising funds for specific programs, they are not financially self-sufficient in terms of their operating costs. Few of them have fund raising strategies or current capability to generate income. This places in jeopardy their ability to continue their present level of increased and effective programming, and to grow as significant private institutions contributing to the solution of community and national problems in Central America.
- (8) The regional planning and evaluation seminars provided an informal opportunity for partnership leaders to exchange information, ideas and experiences, and provided guidelines for planning as well as discussion of general organizational issues.
- (9) The regional planning seminars, which brought together the leadership of north and south committees, facilitated the development of annual plans within partnerships resulting in more efficient use of resources, better programming, and improved communication between the committees. At least one partnership felt that the impact of these seminars could be improved by: a) taking place before individual partnership annual plans were

prepared, and b) NAPA providing follow-up assistance to facilitate in-country organizational applications.

- (10) The regional seminars on specific topics organized by NAPA were seen by most participants as a useful introduction to the subject matter, but required in-country technical assistance follow-up to promote their effective application. There was an expressed need for more intensive training in fund raising and volunteerism. In other areas, however, such as natural resources and emergency preparedness, the subsequent technical exchanges in these fields could be seen as having been motivated to some extent by these seminars.
- (11) The Central American regional office provided useful services to the partnerships in the preparation of grant proposals, but did not adequately follow up with organizational development assistance.
- (12) While NAPA is providing a large range of technical services to the partnerships, there is a need to strengthen the quality as well as the quantity of its technical assistance, particularly in the area of organizational development.
- (13) NAPA's minimum ten-day travel requirement has resulted in the loss of expert technical assistance for some projects, since it is difficult for many professionals to leave their responsibilities for that length of time.<sup>7</sup> On the other hand, this has had the effect of broadening the base of technical assistance - additional persons have had the opportunity to travel.
- (14) Although not specifically stated as an objective, but implied by NAPA's grant proposal, the expansion of membership to a broad geographic and socioeconomic spectrum can be one of the characteristics of a democratic institution. Such expansion can be accomplished by geographic decentralization. One of the partnerships reviewed has successfully established a balanced geographic decentralization in the form of city-to-city linkages.<sup>8</sup> This has led to the benefits of broader public support, distribution of the administrative burden among a number of groups, and facilitated fund raising for the partnership involved. While the other partnerships consider geographic decentralization a desired goal, they have not been able to solve what they consider practical difficulties in accomplishing this.

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<sup>7</sup> Those who cannot stay for ten days must either go for a shorter period and pay their own way, or not go.

<sup>8</sup> City-to-city linkages involve the establishment of "sister city" relationships between a city/town in the south and a city in the north. These cities develop chapters of the central partners committee. The positive aspect of this type of decentralization is that a closer identification is made between specific cities through the joint development of projects. This makes fund raising easier because it is more focussed on specific projects in the sister cities and potential donors can identify better with these specific projects. There is also a greater chance of follow-up visits because persons become closer acquainted.

- (15) None of the leadership of the partnerships evaluated had any knowledge of the details of the specific objectives of the Central America grants. While most of the general grant objectives were met to varying degrees as a result of the ongoing activities of the partnerships, there was no particular effort made by NAPA to focus partnership activities in order to accomplish these objectives.<sup>9</sup> Nevertheless, the partnerships did have the capabilities to accomplish the specific grant objectives.
- (16) A large funded contract undertaken by one of the partnerships provided a source of administrative funds and some opportunity for volunteer involvement in their implementation, but had the net effect of overshadowing the basic volunteer activities of the partnership.
- (17) NAPA and the partnerships obtain an impressive leveraging of resources through the volunteer nature of the organization, with a multiplier effect many times more than the value of the investment of public and private funds.

#### **B. RECOMMENDATIONS**

- (1) The initial impact of the Central American grant should be reinforced through continued support of the partnerships for an additional three years.
- (2) The continuation of funding should be conditioned on the establishment of a fund raising and/or income generating strategy (to be accomplished during the first year of this funding) for the partnerships with specific yearly target levels. These levels should be increased each year so as to eventually cover all estimated operating costs by the final year of the grant. The level of grant funding should be reduced accordingly each year.
- (3) NAPA-sponsored regional training seminars should be continued, based on in-country follow-up to ensure their application. In particular, NAPA should provide technical assistance to the individual partnerships in the development of fund raising strategies. This should be supplemented by specific seminars on fund raising for the partnerships of the region.
- (4) The Central American regional office should be re-established (not necessarily in Costa Rica) with the condition that it provide timely country-specific technical assistance to individual partnerships in

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<sup>9</sup> In fairness to NAPA, a memorandum dated 10/22/85 was sent to the chairpersons of the Central America partnerships summarizing the grant's objectives. These objectives were also discussed in an early workshop. However, it is not known how, or if, the objectives were communicated to the boards of directors and program committee chairpersons then in office. None of the current officers (some of whom were in office at that time) were aware of these objectives and referred to the grant simply as the "the partnership support or administrative support grant". They cited its principal objectives as that of administrative and programmatic strengthening of the partnership.

organizational development, project monitoring and management, as well as any other facilitative services that may be required. NAPA's headquarters office should complement the regional office by providing a more generalized type of assistance via the continuation of the regional seminars in planning organizational development and specific subject areas.

- (5) NAPA should consider greater flexibility of its ten-day travel minimum for partnership volunteers, reducing it to one week in special cases.
- (6) The issue of decentralization should be addressed in a regional seminar, examining its possibilities and limitations, and using successful examples among the partnerships as case studies.
- (7) If partnerships undertake large A.I.D. or other funded contracts, they should mutually involve both committees of the partnerships, provide for meaningful involvement of volunteer program committees, and include technical assistance in project monitoring and management. The contracts should include adequate administrative budgets to carry out these requirements.

#### V. LESSONS LEARNED

The following lessons learned apply to the design and implementation of future Partners programs or similar types of activity.

- (1) Future financial support for the Partners program should be preconditioned on the simultaneous establishment of plans for the assisted partnerships to achieve financial self-sufficiency within a specified time period. Failure to require such plans results in partnerships becoming dependent on A.I.D. grants to cover operating expenses in order to continue having paid staff, offices and other support services.
- (2) Partnerships should not be provided with substantial funding for administration without accompanying concentrated technical assistance in fund raising (both general and specific methods) to individual partnerships.
- (3) If expansion of the Partners program is a goal, the provision of financial support for administrative costs must be accompanied by continued focussed technical assistance over time to individual partnerships from NAPA in order to enable partnerships to develop sufficient organizational infrastructure and management skills to ensure maintenance of this program expansion.
- (4) If the accomplishments of specific objectives of a future grant are considered important to fulfillment of the grant terms, NAPA should clearly communicate this to the respective partnerships and assist them to focus their activities in ways to meet those objectives.

CENTRAL AMERICA VOLUNTEER TRAVEL BY PARTNERSHIP

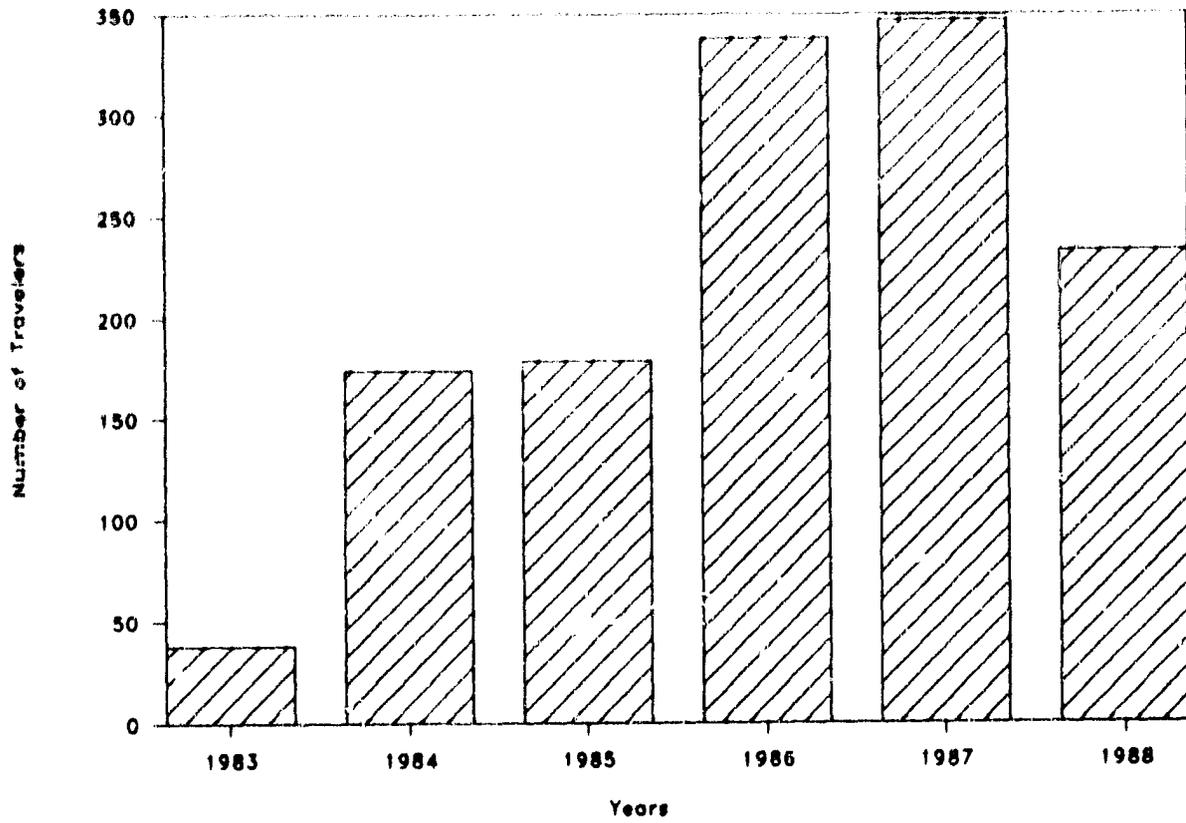
	1983	1984	1985 *	1986	1987	1988	Totals
Belize-Michigan	12	34	23	45	36	40	190
Costa Rica-Oregon	8	34	27	94	108	65	336
El Salvador-Louisiana	4	11	11	39	38	20	123
Guatemala-Alabama	3	26	38	54	59	35	215
Honduras-Vermont	2	21	22	48	46	22	161
Nicaragua-Wisconsin	1	18	25	16	24	33	117
Panama-Delaware	8	30	33	42	55	18	167
<b>Totals</b>	<b>38</b>	<b>174</b>	<b>179</b>	<b>338</b>	<b>347</b>	<b>233</b>	<b>1,309</b>

**Note:**

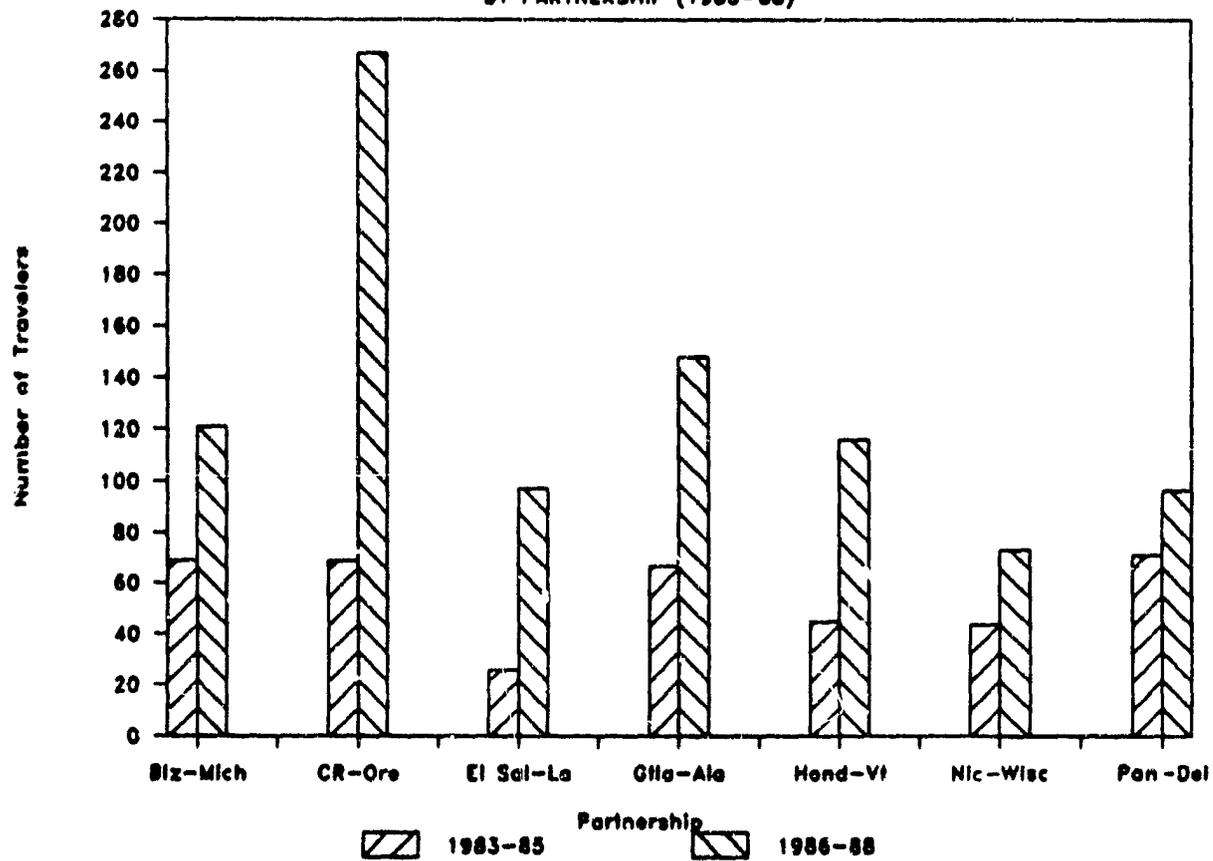
\* The Central America grant funding became available as of 10/85. However, only four travelers were financed from this source from 10/85 through 12/85. Therefore, the impact of the grant on travel does not appear until 1986.

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**FIGURE 1**  
**CENTRAL AMERICA VOLUNTEER TRAVEL**  
 BY YEAR



**FIGURE 2**  
**CENTRAL AMERICA VOLUNTEER TRAVEL**  
 BY PARTNERSHIP (1983-88)



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**CENTRAL AMERICAN LEADERSHIP PROGRAM**  
**Status of Grant Expenditures as of June 30, 1989**

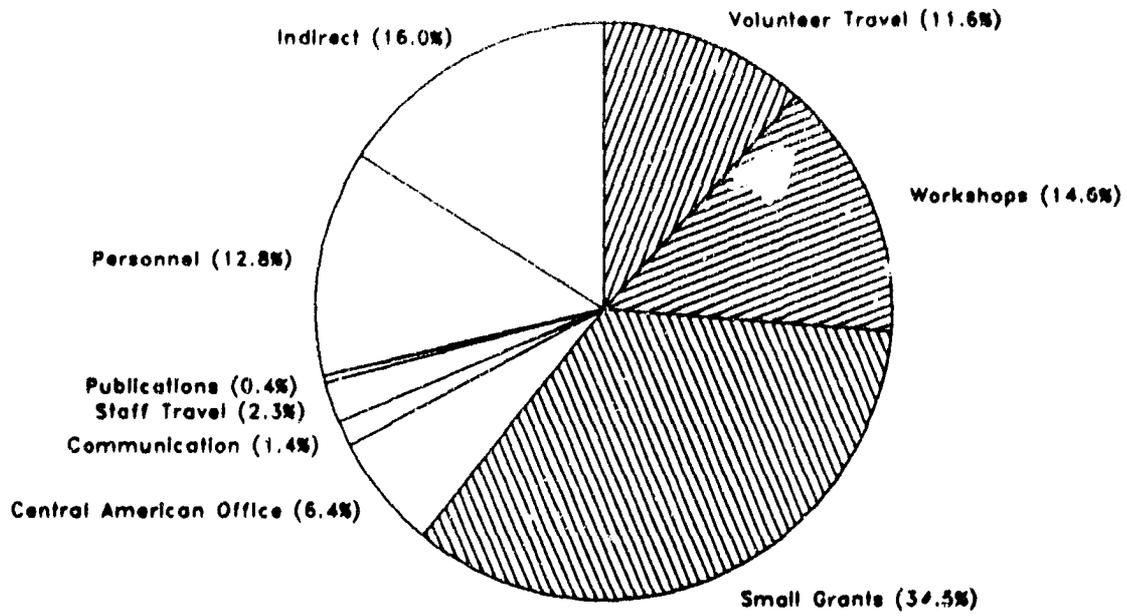
	Expended to Date	Amount Obligtd	Expnded + Oblig	% Total Exp+Obl	Grant Budget	% Total Budget	Amount Unexpended
<b>Partnerships:</b>							
Volunteer Travel	241,945	13,189	255,134	11.6%	278,117	11.9%	22,983
Workshops	327,469	(6,614)	320,855	14.6%	320,855	13.8%	0
Small Grants	757,027		757,027	34.5%	820,326	35.2%	63,299
<b>Subtotal</b>	<b>1,326,441</b>	<b>6,575</b>	<b>1,333,016</b>	<b>60.8%</b>	<b>1,419,298</b>	<b>60.8%</b>	<b>86,282</b>
<b>NAPA:</b>							
Central American Office	139,587		139,687	6.4%	126,278	5.4%	(13,409)
Communication	30,739		30,739	1.4%	31,337	1.3%	598
Staff Travel	50,162		50,162	2.3%	51,314	2.2%	1,152
Publications	9,268		9,268	0.4%	9,803	0.4%	535
Personnel	279,607		279,607	12.8%	321,086	13.6%	41,479
Indirect	309,645	40,462	350,107	16.0%	373,604	16.0%	23,497
<b>Subtotal</b>	<b>819,108</b>	<b>40,462</b>	<b>859,570</b>	<b>39.2%</b>	<b>913,422</b>	<b>39.2%</b>	<b>53,352</b>
<b>TOTAL</b>	<b>2,145,549</b>	<b>47,037</b>	<b>2,192,586</b>	<b>100.0%</b>	<b>2,332,720</b>	<b>100.0%</b>	<b>140,134</b>

SW

FIGURE 3

**C. A. GRANT EXPENDITURES & OBLIGATIONS**

as of June 30, 1989



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**NAPA STATEMENT OF FUNCTIONAL EXPENSES**  
as of December 31, 1988

	Program Services	Support Services	Total Expenses
Personnel Costs	979,902	495,984	1,475,886
Volunteer travel/training	2,379,451	163,295	2,542,746
Grants & overseas programs	1,981,877	276	1,982,153
Office expense & supplies	274,623	228,452	503,075
Staff & consultant travel	173,133	26,166	199,299
Consultants & seminar leaders	102,600	18,317	120,917
Printing & publications	166,310	38,710	205,020
Occupancy costs		98,002	98,002
Professional fees	17,998	56,398	74,396
Indirect costs (1)	903,827	(903,827)	0
<b>Total - 1988</b>	<b>6,979,721</b>	<b>221,773</b>	<b>7,201,494</b>
<b>Total - 1987</b>	<b>6,174,306</b>	<b>365,547</b>	<b>6,539,853</b>

**FUNCTIONAL EXPENSES AS PERCENTAGE OF YEARLY TOTAL**  
as of December 31, 1988

	Program Services	Support Services	Total Expenses
Personnel Costs	13.6%	6.9%	20.5%
Volunteer travel/training	33.0%	2.3%	35.3%
Grants & overseas programs	27.5%	0.0%	27.5%
Office expense & supplies	3.8%	3.2%	7.0%
Staff & consultant travel	2.4%	0.4%	2.8%
Consultants & seminar leaders	1.4%	0.3%	1.7%
Printing & publications	2.3%	0.5%	2.8%
Occupancy costs	0.0%	1.4%	1.4%
Professional fees	0.2%	0.8%	1.0%
Indirect costs	12.6%	-12.6%	0.0%
<b>Total - 1988</b>	<b>96.9%</b>	<b>3.1%</b>	<b>100.0%</b>
<b>Total - 1987</b>	<b>94.4%</b>	<b>5.6%</b>	<b>100.0%</b>

**Notes:**

- (1) During 1988 and 1987, indirect costs of \$903,827 and \$741,296, respectively, included in general administration were recovered under the provisions of various restricted grants.

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GRANTS AVAILABLE TO CENTRAL AMERICAN PARTNERSHIPS \*

Grant No.	Grant Name and Purpose	Sponsor	Grant Starting Date	Grant Ending Date	Program Category	Life of Grant Amount	% Total Grant Funding	Amount Expended Thru '88	Expenses Estimated for 1989	Amount to be Expended Thru '89	% Total Amt to be Expended	Funds for 1990 & Future Yrs.
<b>Government Grants:</b>												
243	Cultrl/Educ Exchange	USIA	10/1/88	9/30/89	Cult	381,430	2.4%	52,023	329,407	381,430	3.4%	0
406	Central America Leaders	AID/LAC	9/30/85	9/30/89	Ptnrship	2,332,721	14.8%	1,956,516	376,205	2,332,721	21.1%	0
345/8/9	Emergency Preparedness	AID/OFDA	12/1/88	11/30/89	EPP	1,330,328	8.4%	645,388	684,940	1,330,328	12.6%	0
444	Econ & Ptnrship Devel	AID/LAC	1/1/89	12/31/89	Ptnrship	720,000	4.6%	0	720,000	720,000	6.5%	0
366	Development Education	AID/PVC	9/1/89	8/30/91	Educ	282,249	1.8%	0	31,361	31,361	0.3%	250,888
325	Honduras CAPS	AID/Honduras	5/8/89	5/8/92	Educ	1,299,479	8.2%	0	57,485	57,485	0.5%	1,241,994
314/5	El Salvador Training	AID/El Salv	8/2/88	8/21/92	Educ	6,352,387	40.3%	440,216	3,071,849	3,512,065	31.7%	2,840,322
<b>Subtotal</b>						<b>12,698,594</b>	<b>80.6%</b>	<b>3,094,143</b>	<b>5,271,247</b>	<b>8,365,390</b>	<b>75.6%</b>	<b>4,333,294</b>
<b>U.S. Private Restricted Grants:</b>												
131	Family Life Education	Hewlett Found	1/1/83	4/30/89	WID	360,000	2.3%	345,115	14,885	360,000	3.3%	0
521	Infectious Diseases	Pfizer Found	4/1/88	4/30/89	Health	118,850	0.8%	15,995	102,855	118,850	1.1%	0
313	Youth Development	IBM - USA	7/1/85	6/30/89	Youth	450,000	2.9%	425,661	24,339	450,000	4.1%	0
342	AIDS Prevention	Public Welfare	9/1/88	6/30/89	Health	40,000	0.3%	13,258	26,742	40,000	0.4%	0
357	Natural Resource Develop	Tinker Found	9/1/88	9/1/89	Nat Res	169,000	1.1%	128,426	40,574	169,000	1.5%	0
399	Fellows Program	Kellogg Found	8/1/86	7/31/90	Ptnrship	1,805,140	11.5%	1,106,977	440,948	1,547,925	14.6%	257,215
358	Natural Resource Develop	Hameland Found	4/1/89	4/1/94	Nat Res	116,350	0.7%	0	15,513	15,513	0.1%	100,837
<b>Subtotal</b>						<b>3,059,340</b>	<b>19.4%</b>	<b>2,035,432</b>	<b>665,856</b>	<b>2,701,288</b>	<b>24.4%</b>	<b>358,052</b>
<b>TOTAL, ALL GRANTS</b>						<b>15,757,934</b>	<b>100.0%</b>	<b>5,129,575</b>	<b>5,937,103</b>	<b>11,066,678</b>	<b>100.0%</b>	<b>4,691,256</b>

Note:

\* The Central American Partnerships have access to these funds, but do not receive the entire amount, except those which are exclusively for a particular country. The other grants must be competed for among the partnerships.

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AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

ANNEX 1

SEP 30 1985

SEP 30 1985  
SEP 30 1985

Mr. E. David Luria  
Director of Administration  
The National Association of the  
Partners of the Americas, Inc.  
1424 K Street, N.W.  
Washington, D.C. 20005

Subject: Grant No. LAC-0003-G-SS-5125-00

Dear Mr. Luria:

Pursuant to the authority contained in the Foreign Assistance Act of 1961, as amended, the Agency for International Development (hereinafter referred to as "A.I.D." or "Grantor") hereby provides to the National Association of the Partners of the Americas, Inc. (hereinafter referred to as "NAPA" or "Grantee") the sum of Two Million One Hundred Twenty-One Thousand, Seven Hundred Twenty Dollars (\$2,121,720) to carry out a three-year program to strengthen the democratic leadership of public and private institutions in Central America, as more fully described in the Attachment 1 of this grant entitled Schedule and the Attachment 2, entitled Program Description.

This grant is effective and obligation is made as of the date of this letter and shall apply to commitments made by the Grantee in furtherance of program objectives through the estimated completion date of September 30, 1988. Funds disbursed by AID but uncommitted by the Grantee at the expiration of this period shall be refunded to A.I.D.

This grant is made to the Grantee on condition that the funds will be administered in accordance with the terms and conditions as set forth in Attachment 1, the Schedule, Attachment 2, the Program Description, and Attachment 3, the Standard Provisions, which have been agreed to by your organization.

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Please acknowledge receipt and acceptance of this grant by signing all copies of this Cover Letter, retaining one set for your files, and returning the remaining copies to the undersigned, being sure to return all copies marked "Funds Available".

Sincerely yours,



Wesley L. Hawley  
Grant Officer  
Regional Operations Division-LAC  
Office of Contract Management

Attachments:

1. Schedule
2. Program Description
3. Standard Provisions

ACKNOWLEDGED:

The National Association of the  
Partners of the Americas, Inc.

BY: 

TYPED NAME: E. David Luria

TITLE: Director of Administration

DATE: October 7, 1985

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FISCAL DATA

PIO/T No.: 597-0003-1-5659535  
Appropriation No.: 72-1151037  
Budget Plan Code: LESA85-35597-KG14  
Allotment No.: 537-65-597-00-69-51  
This Obligation : \$2,121,720  
Total Estimated Amount: \$2,121,720  
E.I. No.: 52-0848769  
Technical Office: LAC/AJDD  
Funding Source: M/FM/PAFD  
DUNS No.: 040531808

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#### GRANT SUMMARY #34

**NAME OF GRANT:** Central American Leadership Program  
**SPONSORING AGENCY:** United States Agency for International Development  
**GRANT PERIOD:** September 30, 1985 - September 30, 1988  
**AMOUNT OF GRANT:** \$2,121,720

**PURPOSES OF GRANT:** To provide support for a three-year program to strengthen democratic leadership of public and private institutions in Central America, utilizing the network of the Partners of the Americas, through expanded city-to-city linkages, institutional linkages for youth-serving organizations, volunteer and community service agencies, exchanges of key professional leaders, and observation training for Central American and U.S. journalists. Emphasis will be placed on expanding the leadership base of the U.S. and Central American Partner committees so that they will be capable of responding to increased demands for training and international exchange.

**DESCRIPTION OF GRANT:** This grant will provide: 1) international travel funds for the exchange of key volunteer specialists; 2) funds for Central American regional workshops in key professional areas; and 3) partnership assistance grants to provide partial support for local operating costs of the Central American and U.S. Partner committees. The grant also provides for the basic management costs of the Partners staff officers located in Washington, DC and in San Jose, Costa Rica, to provide the partnerships with administrative and logistical support, to organize and conduct program development workshops, and to assist the partnerships in using resources available under all Partner programs.

**GRANT OFFICERS:** Kate Raftery, Regional Manager, Central American Partnerships, Helio Munoz, Regional Representative, Central America.

**REPORTS REQUIRED:** Narrative program reports to be submitted to AID every six months, and financial reports are submitted regularly for Letter of Credit drawdowns.

**MAJOR EXPENDITURE ITEMS:** International volunteer travel, regional workshops and partnership assistance grants: \$1,383,840; Staff travel and communications: \$396,425; Indirect costs: \$341,455.

**RENEWAL PROSPECTS:** This is a three-year program.

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ATTACHMENT 1

SCHEDULE

A. Purpose of Grant

The purpose of this grant is to provide support for a program to strengthen the democratic leadership of public and private institutions in Central America, as more specifically described in Attachment 2 to this grant entitled "Program Description."

B. Period of Grant

The effective date of this grant is the signature date on the Cover Letter and the estimated completion date is September 30, 1989.

C. Amount of Grant and Payment

1. AID hereby obligates the amount of \$2,121,720 for the purposes of this grant.

2. Payment shall be made to the Grantee in accordance with procedures set forth in Attachment 3 - Standard Provision No. 7A entitled "Payment - Letter of Credit (August 1984)".

D. Financial Plan

1. The following is the Financial Plan for this grant. The Grantee may not exceed the total estimated amount or the obligated amount, whichever is less (see Part C above). Except as specified in the Standard Provision of this grant entitled "Revision of Financial Plans", as shown in Attachment 3, the Grantee may adjust line item amounts within the grand total as may be reasonably necessary for the attainment of program objectives.

6  
1

<u>Category</u>	<u>Budget</u>	<u>Total Estimated Cost</u>
<b>A. Management:</b>		
1. Salaries		\$ 275,000
2. Fringe Benefits		58,025
3. Transportation/Travel		21,600
4. Equipment, Vehicles, Materials, and Supplies		9,000
5. Other Direct Costs		32,800
<b>B. Program:</b>		
6. U. S. Travel and Per Diem		243,000
7. Regional Workshops/Conferences		186,840
8. Operating Subsidies		954,000
<b>C. Overhead</b>		341,455
<b>Grand Total</b>		<b>\$2,121,720</b>

*1,383,840  
Program*

**E. Reporting**

*737,880  
1,383,840  
2,121,720*

**1. Financial Reporting**

a. Financial reporting requirements shall be in accordance with the Standard Provision of this grant entitled "Payment - Letter of Credit (August 1984)", as shown in Attachment 3.

b. The original and two copies of all financial reports shall be submitted to AID, Office of Financial Management, Program Accounting and Finance Division (FM/PAFD), Washington, D.C. 20523. In addition, three copies of all financial reports shall be submitted to the Technical Office specified in the Cover Letter of this grant.

**2. Program Performance Reporting**

a. The Grantee shall provide semi-annual progress reports describing activities undertaken during each reporting period.

b. Within ninety (90) days of termination of the grant, the Grantee shall provide a final report, to the AID/W project officer, consisting of a summary description of project activities and an evaluation of performance and effectiveness in achieving project objectives. To the extent possible, the reports should include assessment of the impact of the program in terms of the extent to which participants and project activities are actively promoting and extending democratic practices and concepts in the region.

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c. All reports shall be in English and submitted in five (5) copies to the A.I.D. project office, and one (1) copy to each A.I.D. mission.

3. Special Reports

The Grantee shall provide special reports as requested by the AID Grant Officer or the AID/W Project Officer, LAC/AJDD.

F. Indirect Cost Rates

Pursuant to the Standard Provision of this grant entitled "Negotiated Overhead Rates - Nonprofit Organizations Other than Educational Institutions", a rate or rates shall be established for each of the Grantee's accounting periods which apply to this grant. Pending establishment of revised provisional or final indirect cost rates for each of the Grantee's accounting periods which apply to this grant, provisional payments on account of allowable indirect costs shall be made on the basis of the following negotiated provisional rate(s) applied to the base(s) which are set forth below.

<u>Type</u>	<u>Rate</u>	<u>Base</u>	<u>Period</u>
Provisional Overhead	19.18%	Total Program and Fund-raising Costs	From: 9/1/85 Until Amended
Provisional Fringe Benefits	21.1%	Direct Salaries	From: 9/1/85 Until Amended

G Special Provisions

1. For the purposes of this grant, references to "OMB Circular A-122" [A-21 for educational institutions] in the Standard Provisions of this grant shall include the AID implementation of such Circular, as set forth in subpart 731.7 [731.3 for educational institutions] of the AID Acquisition Regulations (AIDAR) (41 CFR Chapter 7).

2. The Grantee will seek to assure that all programs and activities funded under this grant are non-partisan in nature and content.

3. Except as A.I.D. may otherwise agree in writing, none of the fund made available under this grant may be used to support activities in Nicaragua.

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H. Alterations and Additions to Standard Provisions:

1. Delete the following Standard Provisions:

- a. Provision 5A : Negotiated Overhead Rates -  
Predetermined
- b. Provision 7B : Payment - Periodic Advance
- c. Provision 7C : Payment - Reimbursement
- d. Provision 10A : Procurement of Goods and  
Services Under \$250,000
- e. Provision 13B : Title to and Care of Property  
(U.S. Gov't Title)
- f. Provision 13C : Title to and Care of Property  
(Cooperating Country Title)

2. The Standard Provisions of this grant are hereby amended to include the attached Alterations in Grant dated November 1984.

PROGRAM DESCRIPTION

I. Purpose:

The purpose of this grant is to provide support for a three-year program employing established Partners networks and methodologies to widen understanding and practice of democratic concepts and processes in Central America and Panama.

II. Scope of Work:

Through the partnerships established between six Central American countries and their U.S. counterparts, the Grantee will carry out a program of technical assistance, training, program workshops, and professional exchanges, as more fully described in the Grantee's unsolicited proposal, dated July 12, 1985, included by reference hereto. The focus of these activities will be on the following groups: (1) public officials, such as mayors, city council members and heads of public service agencies; (2) civic and youth organizations; (3) community leaders and community education organizations; and (4) editors, journalists and broadcasters. The project will also seek to strengthen local Partner committees, which are themselves democratic institutions.

III. Specific Objectives

A. The Grant will finance program activities undertaken by the following Partnerships:

1. Panama - Delaware
2. Honduras - Vermont
3. El Salvador - Louisiana
4. Guatemala - Alabama
5. Belize - Michigan
6. Costa Rica - Oregon

B. The Grantee will seek to achieve five specific objectives through a variety of program components, including international travel for volunteer specialists, regional workshops, small grant funds for community projects, and program amangement funds for Partner committees:

1. To strengthen leadership of public democratic institutions through city-to-city linkages that bring mayors, council members and heads of public service agencies to their Partner municipalities for professional development and continuing access to financial and material resources.

2. To strengthen private democratic institutions and train leaders through linkages between youth, volunteer service and community education organizations that promote enhanced personal and organizational democratic skills and increased effectiveness of the service programs these groups provide to their communities; and by building Central American Partner committees into effective local organizations characterized by participatory decision making.

3. To build a cadre of Central American civic and community leaders with access to valuable resources in the United States by sponsoring opportunities for key professionals and leaders to exchange information, materials and resources with their U.S. counterparts, encouraging greater involvement of the private sector.

4. To facilitate communication and cooperation among Central American participants through regional workshops in such fields as youth development, public administration, city government, and community education.

5. To promote greater independence of the press by establishing direct contacts between newspapers, radio and TV stations, magazines, free-lance journalists, and public relations specialists in Central America and the U.S., leading to advanced observation training in media technology, broadcasting, publishing, editing, reporting techniques, photo-journalism, etc. In addition to providing training, this aspect of the program will also allow Central Americas visiting the U.S. to communicate a positive image of the achievements of their countries.

#### IV. Implementation

A. The Grantee will provide the services of its staff and mobilize volunteers in the Partners network to carry out project responsibilities for:

1. providing administrative and logistical support as necessary to meet program needs of Partnerships for funding, technical and management assistance and information;

2. organizing and conducting program development workshops and regional seminars, and arranging observation training visits and volunteer specialist travel;
3. assisting Partnerships to access and use resources available under all Partner programs;
4. administering small grant and volunteer travel funds; and,
5. providing liaison between Partnerships and A.I.D. missions, keeping A.I.D. staff apprised of program activities and progress.

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AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

4-6  
October 27, 1988

Mr. E. David Luria  
Director of Administration  
The National Association of the Partners  
of the Americas, Inc.  
1424 K Street, N.W.  
Washington, D.C. 20005

Subject: Grant No LAC-0003-G-SS-5125-00, Modification No. 1

Dear Mr. Luria:

Pursuant to the authority of the Foreign Assistance Act of 1961, as amended, the Agency for International Development (hereinafter referred to as "A.I.D. or "Grantor") hereby amends the subject grant to The National Association of the Partners of the Americas, Inc., (hereinafter referred to as "NAPA" or "Grantee"), as follows:

Cover Letter:

In the second paragraph of the Grant Letter, dated September 30, 1985, delete the date "September 30, 1988" and substitute in lieu thereof "March 31, 1989".

Schedule:

Under Paragraph B. Period of Grant, Delete "September 30, 1988" as the estimated completion and substitute in lieu thereof "March 31, 1989".

All other terms and conditions of the grant remain unchanged and in full force and effect.

*Eric B. ...*

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Please acknowledge receipt and acceptance of the Grant modification by signing all copies of this Cover Letter, retain one set for your files, and return the remaining copies to this office.

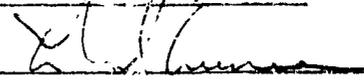
Sincerely yours,



Peter J. Howley  
Grant Officer  
Overseas Division/LAC  
Office of Procurement

ACKNOWLEDGED:

THE NATIONAL ASSOCIATION OF THE PARTNERS  
OF THE AMERICAS, INC.

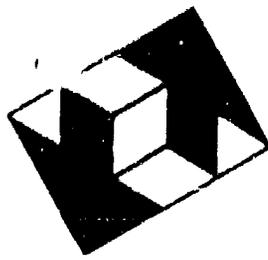
BY: 

TYPED NAME: E. David Luria

TITLE: Director of Program Development & Management

DATE: November 3, 1988

**PARTNERS  
OF THE AMERICAS**



1424 K Street, N.W., Washington, D.C. 20005  
Telephone 202-628-3300 Cables: NAPAR Telex 64261  
FAX: 202-628-3306  
TYMNET: (OnTyme) APPCOMEB, NAPA

September 22, 1988

Ms. Roma Knee  
LAC/AJDD, Room 3249  
Agency for International Development  
Washington, DC 20523

Ref: LAC # 5125

Dear Roma:

With regard to our request for a no-cost extension of the referenced grant from October 1, 198 through 3/31/89, here is our budget for the use of our estimated pipeline funds:

<u>ITEM</u>	<u>COST</u>
Volunteer Travel	\$38,220
Workshops	44,172
Partnership Grants	28,756
Central America Office	20,732
Communications	2,400
Staff Travel	6,000
Publications	1,329
Personnel Costs	38,339
Indirect Costs (19.3%)	<u>34,730</u>
<b>TOTAL</b>	<b><u>\$214,678</u></b>

Sincerely,

E. David Luria  
Director of Administration

EDL:sh

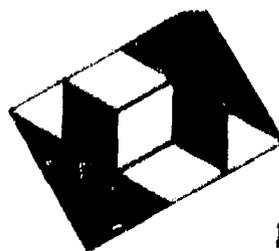
175-1100

GRANT BUDGET EXTENSION WORKSHEET  
CENTRAL AMERICA GRANT # 406 (LAC 5125)

BUDGET ITEM	1 ORIGINAL APPROVED BUDGET 10/1/85- 9/30/88	2 EST. EXPEND- ITURES 10/1/85- 9/30/88	3 EST. BALANCE REMAINING 9/30/88 (Cols.1-2)	4 EST. EXPENSES 10/1/88- 3/31/89	5 REVISED BUDGET 10/01/85- 3/31/89 (Cols.2+4)
VOL. TRAVEL	\$243,000	\$229,321	\$13,679	\$38,220	\$267,541
WORKSHOPS	186,840	247,632	(60,792)	44,172	\$291,804
P-SHIP GRANTS	954,000	715,663	238,337	28,756	\$744,419
C-AMER.OFFICE	188,512	124,394	64,118	20,732	\$145,126
COMMUNICATION	10,800	22,795	(11,995)	2,400	\$25,195
STAFF TRAVEL	21,600	37,821	(16,221)	6,000	\$43,821
PUBLICATIONS	9,000	7,448	1,552	1,329	\$8,776
PERSONNEL	166,513	214,932	(48,419)	38,339	\$253,271
DIRECT COSTS	<u>\$1,780,265</u>	<u>\$1,600,005</u>	<u>\$180,260</u>	<u>\$179,948</u>	<u>\$1,779,953</u>
IND. COSTS	14.4 341,455	14.5 307,037	14.6 34,418	14.3 34,730	341,767
TOTALS:	<u>\$2,121,720</u>	<u>\$1,907,042</u>	<u>\$214,678</u>	<u>\$214,678</u>	<u>\$2,121,720</u>

10/26/88 EDL

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**NARA PROPOSAL****PROGRAM DESCRIPTION:**

**Objective 1:** To strengthen public democratic institutions and leaders, Partners of the Americas proposes to:

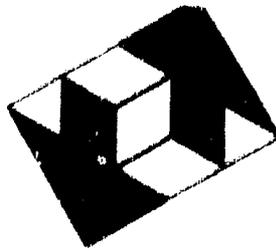
1. Establish city-to-city linkages that bring mayors and the heads of municipal service agencies (public works, sanitation, transportation, sewage systems, etc.) to their Partner municipalities for direct contact and continuing access to training, financial and material resources. A key method of preserving democracy at the local municipal level is to give city officials the means and techniques by which to deliver effective services to their citizens.

For example: the Director of the Fire Department in San Pedro Sula, Honduras, can come to Burlington, Vermont, to begin a program of continuing training for Honduran firefighters in techniques of fire prevention and firefighting. This results in the donation of hard-to-obtain firefighting equipment and technical journals from Vermont to the San Pedro Sula Fire Department.

2. Conduct regional seminars in the U.S. for Central American legislators, showing them how laws are proposed, written, reviewed, passed and implemented in their U.S. Partner states, and enabling them to share ideas with legislators of other Central American countries participating in seminars. These seminars would also provide the legislators with specific resources that would help their state, national, or provincial governments to provide effective services at the local level.

**Objective 2:** To strengthen private democratic institutions and leaders in Central America, Partners of the Americas proposes to:

1. Establish linkages between youth-serving organizations, such as 4-H, Future Farmers of America and rural youth groups that provide training and democratic principles through work at the community level. Their participation in these groups give Central American youth a positive outlet for their energies, along with highly valuable work skills, while promoting a tradition of entrepreneurship and private enterprise.
2. Establish linkages between volunteer service organizations, such as Rotary, Lions, Junior Achievement, JayCees, etc. to strengthen these community service agencies in Central America and the democratic traditions which they represent. Each of these organizations follows an internationally accepted democratic process of elections, leadership change, and strong membership participation.



3. Build strong local Partner committees in Central America so that they can be seen as effective local organizations of local citizens with access to valuable resources in the United States in such areas as training, small grants, financial and material resources. A Partners committee is itself a democratic institution, with strict codes for the election of officers, leadership changes, open membership, general participation in decision-making, frequent meetings, etc.
4. Expand linkages with community education agencies in U.S. Partner states, and networking with other Central American activities in community education, in order to promote the basic concept of community education that citizens must participate in decisions that affect their lives and welfare. This would be done by links between schools and community service agencies.

Objective 3: In order to build a cadre of Central American civic and community leaders with access to valuable resources in the United States, Partners proposes to:

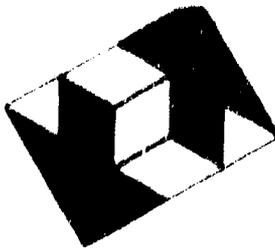
1. Sponsor exchanges of key professionals and leaders in such fields as agriculture and rural development, health services, cooperative development, small business development, women in development, primary and secondary education, etc. so that they can have a continuing exchange of information, materials, and resources with counterpart leaders and institutions in their U.S. Partner states as well with counterparts in other countries of Central America.

For example, the president of an agricultural cooperative in Guatemala would meet with counterparts in Alabama to develop a continuing series of exchanges for Guatemalan cooperative members in the techniques of cooperative management and the marketing of its products.

Objective 4: To facilitate cross-country communication and cooperation among Central American participants, Partners of the Americas proposes to:

1. Conduct regional workshops in Central America in such fields as youth development, vocational training, agricultural development, and health services, as well as regional seminars involving Central Americans in the United States in such fields as public administration, city government, and community education.

These workshops and regional seminars promote a sharing of ideas between the Central American participants, enabling them to compare their own development and progress in each field of work. The Partner committee hosting the regional workshop is able to show off model projects that it has conducted with its U.S. Partner state.



**Objective 5:** To improve the independence and freedom of the press, Partners of the Americas proposes to:

1. Establish direct linkages between newspapers, broadcast stations, radio stations, magazines, free-lance journalists, and public relations specialists in Central America with their counterparts in the United States. These exchanges would lead to advanced observation training in media technology, broadcasting, publishing, editing, reporting techniques, photo-journalism, etc. This aspect of the program would present Central Americans in the United States as communicators, bringing a positive image to the Central American people of the achievements of their countries. This series of feature articles and broadcasts that can result from a structured exchange program will do much to enlarge the confidence of the American people in the traditions of Central American democracy.

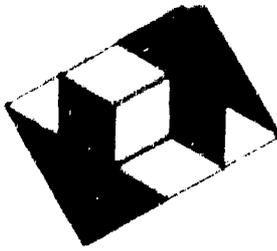
For example, a key journalist or editor from a Panamanian newspaper would spend a month with a newspaper in Delaware, living at the home of a counterpart reporter or editor, and observing how the paper gathers its news and performs its editing work. This could be followed 2 or 3 months later by a return visit from a representative of the Delaware paper to the newspaper in Panama City.

#### **WHY THE PARTNERS?:**

The Partners of the Americas program, established by the Agency for International Development in 1964 as the people-to-people component of the Alliance for Progress, is uniquely qualified to carry out the program described in this paper. In fact, one of its main purposes as envisioned by AID in 1964 was to "strengthen democratic institutions."

By its nature, the Partners program invites participation from a diverse group of people who meet together, plan together, and carry those plans to action. This participation is the essence of the democratic process. The local structure that makes a successful partnership is the Partners Committee. (Attachment A depicts a prototype Partner Committee.)

An effective Partnership establishes structures on the Northern and Southern sides and genuinely involves a large professional cross-section of people and institutions. With this structure the Partnership conducts a wide range of professional, technical and cultural exchanges that improve services and training opportunities for large numbers of people in each area. Language problems are solved through the use of qualified local volunteer interpreters.



The Partners program is unique in that it is not a U.S. organization operating in, for example, Costa Rica. It is a Costa Rican organization with strong ties to Oregon and with access to solid resources, training and technical assistance in the state of Oregon.

The characteristics of a strong local or national Partner committee include a number of democratically oriented principles, such as:

- a constitution and or by-laws that provide for annual election of officers;
- officers whose duties are clearly defined, such as president or secretary;
- an election system that provides for a regular change of leadership and for the training of upcoming leaders through the ranks of the organization;
- regularly scheduled meetings;
- a plan of action for the year;
- a regular publication communicating to all members and sponsors of the partnership;
- an aggressive system of membership recruitment, with full participation by women, youth and minority groups.

The Central American-U.S. partnerships that will participate in this program are:

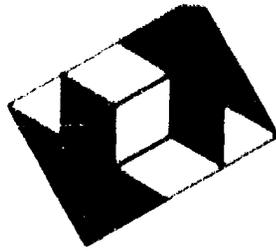
Panama-Delaware  
Honduras-Vermont  
El Salvador-Louisiana

Guatemala-Alabama  
Belize-Michigan  
Costa Rica-Oregon

(Nicaragua-Wisconsin is not included here because of the congressional prohibitions against the use of AID funds for Nicaragua.)

The ties that have been established through these Partnerships over the last 21 years are now solidly established in the fields of agriculture, health services, rehabilitation, special education, small business development, international training, women in development, arts, sports, educational development, journalism, emergency preparedness, etc. While all of these programs have indirectly assisted in the strengthening of democratic traditions, the program proposed here will have a more direct impact on the processes of decision-making at the local, community, and national levels.

The strength of the Partners program is dramatically shown by the one Partnership that is excluded from this proposal, the one linking Nicaragua with Wisconsin. This 20-year old Partnership has survived a major earthquake in Managua, civil strife, the Somoza regime, and the Sandinista revolution to continue its series of excellent exchanges in health services, agriculture, rehabilitation, vocational training, and the cultural arts. The Wisconsin-Nicaragua Partnership, praised by



Congressman Michael Barnes in recent impromptu remarks on a local radio talk-show (transcript attached) is a dramatic example of the fact that governments come and go, but the people remain, and people can work very effectively together.

**PROGRAM COMPONENTS AND COST:**

The major components of the program will be:

- international travel for 1,080 volunteer specialists going to and from Central America on project work;
- regional workshops for 216 Central American participants and their U.S. counterparts, with specific program focus;
- regional seminars 60-80 for Central American community and civic professional leaders, each lasting 3-4 weeks in the United States;
- small grant funds to assist 55-60 community-based projects identified by the Partnerships in the areas described in this proposal;
- program management funds for the 6 local committees in Central America, and in their 6 counterpart areas of the U.S., enabling them to cover their local out-of-pocket costs in conducting their projects;
- coordination and project resource management costs of the Partners of the Americas organization.

The total costs of this program to AID are estimated at \$789,000 per year, over a three-year period, or a total of \$2.4 million. This will produce a multiplier of \$4.35 for each dollar contributed by AID, resulting in a total program value of over \$10 million.

The costs are described in the attached explanation of budget and the budget itself.

**SCOPE OF WORK OF EVALUATION****I. Activity to be Evaluated**

The contractor will conduct two separate end-of-project evaluations of Central America Regional Strengthening Democracy grants: 1) the "Education for Participation" program carried out by OEF International under Grant No. LAC-0003-A-00 5103-00 in Costa Rica, Guatemala and Honduras; and 2) the "Strengthening Democratic Leadership and Institutions" program of the Partners of the Americas, Grant No. LAC-0003-G 55-5125-00.

**II. Purpose of the Evaluation**

Each program will be examined to determine 1) its effectiveness in achieving stated program objectives; 2) the effectiveness of the grantee in administering technical and financial resources; 3) the degree to which training and managerial capacities have been institutionalized and are likely to be sustained after the project ends; and 4) the potential replicability or application of materials, methodologies and institutional relationships to the design and implementation of future civic and community education programs in the LAC region.

**III. Background**

In 1985, motivated by the work of the National Bipartisan Commission on Central America (NECCA), the LAC Bureau developed and implemented the Central American Initiative (CAI), a five-year, multi-million dollar development program for the region. Consistent with NECCA recommendations, a major objective of the CAI has been to provide assistance to strengthen democratic institutions. To facilitate support for these activities, a regional umbrella project called "Strengthening Democracy" was created, to which \$5 million was allocated in FY 1985. The initial grants funded under the project were to OEF International and the Partners of the Americas, supporting regional programs in civic and community education and the strengthening of local capacity to carry out such programs on a permanent, self-sustaining basis. Each grant was for a three-year period ending September 30, 1988. Both projects were extended by one year, and are now scheduled to terminate September 30, 1989.

Progress reports, internal evaluations and informal feedback from participants and community organizations indicates that these programs have been well accepted by local groups and

communities. Project staff have discerned a perceived need and a growing demand for community education services and technical assistance to help local groups learn the skills involved in democratic decision making. Recognizing that individual participation is fundamental to a democratic system, these indicators have led LACZDI to propose expansion of democracy education activities throughout the LAC region by initiating in FY 1990 a new regional project to support efforts to promote citizen participation. Thus the evaluation findings will be of interest not only for measuring performance under these grants, but also for what can be learned from these experiences for better design and implementation of new programs that promote democratic practices at the grassroots.

#### IV. Methods, Procedures, Level of Effort

A team of two persons will conduct the evaluation of the Partners program, and a third individual will independently evaluate the OEF program. The data will be gathered through site visits to 1) grantee headquarters in Washington, D. C. (two days with Partners, one day at OEF) where project staff will provide an overview of the activities, answer questions and facilitate review of project documentation; and 2) to U.S. and Central American locations where project activities were carried out. For the OEF project, the contractor will spend four days each in Costa Rica, Guatemala and Honduras. For the Partners, each team member will cover two partnerships as follows: three days each in Portland, Oregon; Burlington, Vermont; and Tuscaloosa, Alabama; one day in Delaware; and four to five days each in Costa Rica, Honduras and Guatemala. (Site visits in Delaware's partner country, Panama, are precluded by the current political situation.)

Prior to commencing the work, team members will consult with the A.I.D. project manager to obtain background information on the organizations and the projects, to identify the key people to be interviewed, and to develop and refine the scope of the issues to be examined.

The evaluators will interview regional and country project directors, trainers and other program staff, current and former participants, officers and members of organizations and community groups involved in the project. To the extent possible, the evaluators will attend training and evaluation sessions, planning meetings and other activities that will enable first-hand observation of project implementation. They will examine and assess training methodologies and materials, recruitment, resource gathering and fundraising strategies, and other planning and implementation tools developed by the

projects. Local project staff will be encouraged to accompany evaluators to facilitate contact with participating groups and to observe evaluation findings.

Data analysis and writing should be performed on an ongoing basis. Following completion of field work, oral debriefings will be provided to A.I.D. and grantee headquarters staffs prior to preparation of the final reports.

#### V. Team Composition, Qualifications

The scope of work for the evaluations requires three professionals with the following skills and qualifications:

- fluency in Spanish;
- thorough knowledge of Latin American social, political and cultural environment gained through living or working in the region, preferably in Central America;
- substantial knowledge of and experience with community-based private volunteer organizations in Latin America;
- background and experience in non-formal adult education, institutional development, leadership training, and community organization;
- demonstrated effective analytical and writing skills;
- experience in evaluation of A.I.D. projects. (Previous experience in evaluating OEF or Partners programs within the past five years is highly desirable.)

#### VI. Reporting Requirements

Following completion of field work and verbal debriefings, ten days will be allocated for preparation of a draft report for review by the A.I.D. project manager. The final report will be submitted five working days after receiving the project manager's comments on the draft.

The final report will be organized as follows: Executive Summary, Table of Contents, Body of the Report, Appendices.

The executive summary states the objectives of the programs evaluated, purpose of the evaluation, study method, findings, conclusions and recommendations, and lessons learned about the design and implementation of this type of activity.

The body of the report should include discussion of 1) the purpose and questions of the evaluation; 2) the political and social context of the project; 3) team composition and study methods (one page maximum); 4) evaluation findings; 5) conclusions drawn from the findings; 6) recommendations of actions to improve project performance, particularly in the context of expansion of existing programs or replication elsewhere in Latin America.

The appendices should include a copy of the evaluation scope of work, a list of documents reviewed, and individuals and organizations contacted.

## INDICATORS

### PARTNERS OF THE AMERICAS EVALUATION

#### I. CENTRAL AMERICAN PARTNERSHIPS

##### A. Institutionalization and Viability

###### 1. Establishment and Administration

- History of establishment
- Administration - past and present, ways it has or has not improved
- Data management

###### 2. Structure and Function

- How broad based - how varied are participants - geographic, professional, institutional, segment of the community
- Outreach - efforts to attract new members
- Participation of members
- Election procedures
- Rotation of officers
- Have committees been chartered under guidelines (Standards of Excellence)?
- Who makes policy?
- Are there systematic changes of leadership/periodic elections?
- % of active membership; nature of participation
- Membership regulations
- Frequency of meetings
- Community perception/image of committee

###### 3. Decentralization

- Has it taken place and in what form
- Positive and negative aspects

###### 4. Communication

- Between officers and committees
- Between North and South
- With other partnerships - through regional meetings, seminars, etc.

###### 5. Linkages with Other Organizations (local and U.S.)

- Local community organizations
- U.S. similar type organizations

6. Sources and Administration of Resources

a. Technical

Technical assistance to both north and south partnerships

b. Financial (including financial sustainability)

- Fundraising strategy and activities
- Other sources of funds to cover operating expenses and for specific projects
- Level of success obtaining grants (ability to prepare proposals)
- Budget versus expenditures - modifications and reasons
- Monitoring of expenditures
- Financial sustainability - ability to cover cost from resources generated or funds raised

B. Programs

1. Development Process

- Involvement of client group in program design process -  
To what extent are programs a community response to community needs?
- How is need identified? Is a needs assessment done?
- Once identified/designed, to what extent is there community participation in the management/implementation of projects
- Linkages with other community/public organizations in program implementation

2. Select Programs Which Contribute to Grant Objectives

- What new programs, committees, activities can be attributed to grant either directly or indirectly
- Leadership development in communities
- To what extent is community involved
- Within program are people being trained/encouraged to participate in the solution to problems which affect their lives

C. Partnership Perspectives

- Opinion of NAPA services/assistance

D. Interaction of Partnership with USAID Mission

- Nature of relationships
- Projects funded by missions

**E. Potential Replicability of Program Elements**

- What are the conditions which led to success?
- Possibility these conditions will be present in other programs/countries

**II. NAPA SUPPORT**

**A. Services Provided to Partnerships**

**1. Regional Seminars**

- content of seminars
- follow-up - application of knowledge

**2. Technical Assistance**

- Frequency of NAPA visits
- Purpose of visits

**3. Travel and Other**

- Publications - newsletter, brochures
- Incentive awards
- Resources for: training, travel grants, project assistance

**B. Allocation of Grant Resources**

- Amount for NAPA vs. for partnerships
- Which grant supporting which activities
- Commingling of resources

## ANNUAL REPORT OF ACTIVITIES

In keeping with tradition we would like to give you a summary of the subcommittees' work during 1988. Keep in mind that each project, workshop, and visit north or south represents hours of planning, coordination, research and just plain work. The contribution made by all of our volunteers is astounding.

**AGRICULTURE & FISHERIES:** The fisheries component remains strong two fishermen from Astoria visited the Costa Rican who received training in Oregon. They were able to assess local conditions and make suggestions on adapting techniques. A third traveller worked with these same folk on small engine maintenance and repair. We know that one operational motor has been built out of parts from two others in Puerto Viejo.

The support for commercial growers of ornamental plants also continues. Two Ticos were in Oregon at rose festival time both to see how roses are celebrated in Oregon and to learn more about their care and cultivation. Two OSU Extension specialists braved Hurricane Juana to give workshops on growing and marketing ornamentals and to work with community gardeners.

The story of the multiplying rabbits in Costa Rica has gone on almost as long as Partners history. A veterinarian specializing in rabbits was in C.R. to give classes on the prevention and cure of rabbit maladies and to help on develop a domestic food supply.

**COMMUNITY EDUCATION:** This subcommittee considered its many interests and branched into three parts. The central committee will continue to work with sister schools and with traditional community education projects. This group hosted the Costa Rican chair to make plans for 1989 which include linking schools in Newport and Golfito.

One of the newly formed branches is "Silver Threads in Action" dedicated to working with the aging population. A strong Oregon group was pulled together, hosted their counterpart chair, and made plans to work with recreation in adult day care centers and to educate people in the needs of the aged.

The second branch is the Retired Peoples' Exchange which is off and running. (See article)

**CULTURE & ART:** Sharon Marcus who has worked with this subcommittee for several years agreed to become chair. A visit by two Costa Ricans who work with artisans included classes at the Oregon School of Arts and Crafts and visits to many galleries and studios. They left full of ideas for potential exchanges. An Oregon jeweler to travel south to exhibit and to work with C.R. materials is the first project.

**EMERGENCY PREVENTION & PREPARATION:** Costa Rica suffered an emergency in late 1988 when a strong tropical storm hit the country. Many roads were closed and houses damaged, a school and hospital were also lost. The Oregon Partners responded by sending a donation which this subcommittee choose to use to help reconstruct homes. We have also encouraged all subcommittees to look at long term ways to help communities recuperate from this disaster.

**HIGH SCHOOL EXCHANGE:** This program continues to be one of the best organized and least expensive alternatives to give youth an international experience. Arranged through high school language classes young people travel to the Partner country for an 8 to 10 week stay and live with two families. This year 27 young Oregonians went south Rica and 25 young Ticos came north.

**NATURAL RESOURCES:** As international environmental issues receive more attention and the need for cooperation is recognized this subcommittee has participated. A Costa Rican was invited to attend a seminar on international environmental law at the U of O school of law, and another participated in a National Forest Service workshop on Forest Administration and Management. An Oregonian worked with Costa Rican schools on presenting environmental education and plans are being made to send two forest fire fighter trainers to the dry forest zone of Guanacaste to work with an ongoing fire suppression project.

**PUBLIC HEALTH:** The outstanding project was the visit of a team from Oregon to work in the Costa Rican cleft lip and palate clinic. This clinic is one of the best in Latin America and several of the clinic staff including Jorge Grau and Ilsa Lehman trained here. Several of the clinic staff are expected to visit Oregon in the fall of 1989. Some doctors from Oregon have also chosen to spend sabbaticals in C.R.

Chair, Dell Smith, hopes to train health educators from Limon in disease prevention. The request to AID sources in C.R. did not result, but undaunted Dell is now looking for other resources. Plans also include training monks from the Magdalena order in the care of terminal patients for a hospice being started.

**SMALL BUSINESS:** A seminar in helping small businesses get started given by NAPA was held in San Jose. Unfortunately, due to timing Oregon was not able to have much participation. Chair, Dennis Sargent, was chosen to be a Kellogg Fellow in International Development and is working on helping a C.R. industry develop export markets.

**SPECIAL EDUCATION & REHABILITATION** Due to the active participants on both sides this continues to be a strong subcommittee. Reactivated this year was the hearing aid bank, modeled after a similar program in Oregon it will allow people of all income levels to have their hearing tested and receive hearing aids. A \$5000.00 grant was received from NAPA to help with the setting up costs. An acoustical chamber was donated by Starkey labs and we are working with AID to get transportation donated by the military.

Attornies travelled in both directions primarily to work on legal counsel for handicapped people and established a sister relationship between the schools of law at Willamette and UCR. Partners are working with C. R. authorities to establish a library for the blind, and with hearing impaired people to provide computer training.

Due to the success of an earlier, NAPA funded training program 12 Costa Rican Special Ed teachers chose to visit Oregon. They travelled on their own and spent a month living and working with teachers here.

(continued)

## ANNUAL REPORT (continued)

**SPORTS:** Like good athletes, this group got a project idea and were off and running. Two Ticos came to Oregon to look at substance abuse prevention and rehabilitation programs in the schools and to explore sports and recreation exchange possibilities. They met up with Ed Davison of Salem who was hoping to send soccer teams to compete in Costa Rica. Plans were laid so that this June two youth teams will travel south to study Spanish, live with families, and play soccer all over Costa Rica. In August they will host a return visit.

**TEACHER EXCHANGE:** Under the leadership of Joan Geddes, this subcommittee quietly and effectively realizes the goals of the Partnership. Teachers at both high school and university level travel back and forth giving classes, exposing students to a different point of view, and sharing their experiences at home. This year saw the participation in conferences of teaching English, classes in social studies, literature and biology. The multiplier effect of this group's work is outstanding, as many of the exchangees return to pass along information to colleagues. Joan is also a Kellogg Fellow and is developing a study guide on Costa Rica to be used by Oregon High Schools.

**WOMEN IN DEVELOPMENT:** This year saw several established programs keeping on. The "Abeja" sewing cooperative, which was begun with Partners support, continues to expand and prosper. The women bought some new equipment and landed a contract with the social security system to make hospital uniforms. A silk worm producing project looked promising, but then fell through when the coop importing the worms closed down. Several new ideas have sprung up to give the women involved other opportunities. Ideas for 1989 include teaching oral health care to mothers, and working with a handicraft coop in Monteverde.

**YOUTH DEVELOPMENT:** This is another group that won't let well enough alone, they always want to improve on it. They managed to get two grants

funded during 1988. One was to help DANCART (a youth dance troupe) increase their production of dance shoes. Industrial strength sewing machines were purchased and training in their use will be given. Plans have been made for dance teachers from Jefferson High School to give classes in Cartago.

Vivamos Mejor, a cooperative pre-school and educational center received the other small grant. Some extremely dedicated women have made this center a bright spot in a poor neighborhood. Funding from a Swiss Cement company provided the building and volunteers have provided health care, classes in sewing, art, handicrafts and child care to mothers and children. An aide from the center travelled to Oregon and has implemented many new ideas.

Raising public awareness about child abuse has also been taken on by this committee. They also cooperate with the sports committee to support drug abuse prevention programs. They also provide ongoing help to the "hogarcito" homes for abandoned children.



**PERSONS CONTACTED**

**COSTA RICA-OREGON PARTNERSHIP**

**Costa Rica**

Partners

Sr. Jose Antonio Calderón, Chairperson, Board of Directors  
Sra. Teresita de Wheeler, Executive Director  
Sr. Jose Luis Alvarado Castillo, Treasurer  
Sr. Hubert Watson Dixon, Secretary  
Sr. Ricardo Fernandez Delgado, Board member  
Sr. Luis Guillermo Marín Rojas, Board member  
Sr. Basilio Ortiz Ortiz, Board member  
Sr. Jose Manuel Arias Porras, Board member  
Sr. Jose Enrique Mora Villalobos, Chairperson, Sister Schools Committee  
Srta. Anabel Soto del Barco, Chairperson, Youth Committee  
Sr. Felix Angel Salas, Vice Chairperson, Community Education Committee  
Sr. Edgar Cordero Madrigal, Chairperson, Natural Resources Committee  
Srta. Bettina Ramirez, Chairperson, Silver Threads in Action Committee  
Sr. Guillermo Vega Sojo, Chairperson, Public Relations Committee  
Srta. Natalia Campos, Kellogg Fellow

Others

Sr. Rafael Vargas, Executive Director, ACORDE  
Srta. Flora Ruiz, Program Officer, U.S.A.I.D.  
Mr. Paul Bell, Program Officer, U.S.A.I.D.

Oregon

Partners

Mrs. Sue Orme, President, Board of Directors  
Mrs. Katherine Sanguenza, Executive Director  
Mrs. Lola Burge, Vice President and Chairperson, Membership Committee  
Mr. Scott Burks, Vice President and Chairperson, Special Education Committee  
Mrs. Carlota Holley, Treasurer  
Mr. Tom Cunningham, Chairperson, Natural Resources Committee  
Mr. Dennis Sargent, Chairperson, Small Business Committee (met in Costa Rica)  
Mr. Dennis Burbridge, Chairperson, Sports Committee (met in Costa Rica)  
Ms. Lucy Crossett, member, Retired Persons Exchange Committee  
Mrs. Barbara Rossner, Chairperson, Sister School Committee

Others

Mr. Carlos Vargas, Costa Rican artist in residence, Portland Craft Center

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GUATEMALA-ALABAMA PARTNERSHIP

Alabama Partners

Estéban D'Amico, President  
Dr. Edward H. Moseley, Executive Director  
Cecile Mistovich, Associate Executive Director  
Dr. Frank Deaver, Journalism Committee  
Dr. D. Thomas Rogers, Natural Resource Management Committee

Guatemala

Partners National Committee

Ana María de Rodríguez, President  
Rolando Díaz, Vice-President  
Kermit E. Ferrer, Treasurer and former President  
Edna Nuñez de Rodas, Executive Director  
Juan Francisco Dávila, Agriculture Committee and founder  
Edgar Alfonso Rodríguez, Handicapped Committee  
Martín Eduardo Ilescas, Youth Committee  
Sabrina Herrera, Literacy Committee  
Enrique Godoy Durán, Natural Medicine Committee  
María Godoy, Natural Medicine Committee  
Pedro Fernandez, Journalism Committee  
Augusto Leiva Carcamo, Emergency Preparedness Committee  
Francisco José Toledo, Emergency Preparedness Committee  
Miguel Flores C., Cultural Committee  
Robert Deleón V., Small Enterprise Committee  
Harris Whitbeck, former President  
Hugo R. García, Sports Committee

Teculután Chapter

Amilicar Vargas, Secretary, Culture Committee  
Dahlia Castañeda, Library Committee & Health Committee  
María Castañeda, Treasurer/Accountant  
Mario Neri Ponce Ruíz, Ambulance Driver

Zacapa Chapter

Isias Estrada Vargas, President  
José Cabrera País, former President

Puerto Barrios Chapter

Herbert Oliver, President  
Nila de Carcamo, Administrator, Coordinator of El Corzo Project  
Rodolfo Lopez, Foreman of Corozo Cacao Project and of Integrated Farm

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Cooperativa "La Porteña (Puerto Barrios)

Miguel Morales, Treasurer  
Rafael Asavejo, Vigilance Committee  
Rafael Asavejo L., President  
Hilberto Rodriguez, Vice-President  
Joselino H. Velasquez, Accountant

Volunteer Firemen National Training Center

Francisco José Toledo, Director  
Major Walter Rolando Fuentes González, President of the Board and First Chief  
Humberto del Busto, Second Chief  
Raymond C. Picard, Chief, Fire Department, City of Huntington Beach, Calif.

Others

Dr. René Eduardo Poitevin D., President, Association for the Deaf  
Julio Robert Gil A., Director, General Archives of Central America  
Mario Antonio Sandoval, Editor, Prensa Libre  
Omar Cano, Journalist, Prensa Libre  
Dr. Federico Richter, Dean, College of Chemical Sciences and Pharmacology,  
University of San Carlos  
Mamerto Antonio Gómez, Director, School of Biology, College of Chemical Sciences  
and Pharmacology, University of San Carlos

USAID/Guatemala

Dr. Thomas Ivers, Rural Development Office  
Ron Witherall, Human Resources Office  
Richard Martin, Human Resources Office

U.S. Embassy

Ambassador James H. Michel

HONDURAS-VERMONT PARTNERSHIP

Honduras

Partners

Sra. Irma de Maradiaga, President  
Sra. Ligia de Vasquez, Executive Director  
Sr. Benjamin Membreno, Past President  
Sra. Divina de Tercero, Secretary  
Sr. Enrique Maradiaga, Sabanagrande Integrated Rural Development Program  
Sra. Olga de Mendoza, Chief, Department of Special Education, Ministry of  
Education, and member, PATH Committee

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Srta. Suyapa Padilla, Chief, Department of Special Education, Escuela Nacional de Formación de Profesores, and member, PATH Committee  
Sra. Maria Luisa de Paz, Secretary, Art and Culture Committee

USAID/Honduras

Mr. John Murphy, SDI officer, U.S.A.I.D.  
Mr. John Vollbrecht, CAPS Training officer

Others

Lic. Rodolfo Irias Navas, Member, National Congress (has visited Vermont)  
Dr. Jose Fernandez Guzman, Vice President, National Congress (has visited Vermont)  
Sr. Celeo Osorio, CAPS Training Program  
Sra. Nelia de Pineda, Director, National Music School

Vermont Partners

Dr. Mary E. McNeil, President, Board of Trustees  
Mr. Tom Dowe, Executive Director  
Mr. William Bright, Past President  
Mr. William Stone, Chairperson, Outreach Committee  
Mrs. Jean Stone, Chairperson, Culture Committee  
Ms. Marianne Miller, member, Board of Trustees  
Ms. Mary Carlson, member, Youth Committee

PANAMA-DELAWARE PARTNERSHIP

Delaware Partners

Dr. Dewey Caron, President  
Sherry Grizzel, Executive Director  
Frances T. Griffith, Board Member  
George P. Kraut, President-Elect  
Robert Duprez, Youth Committee  
Sandra Tacone, Youth Committee

Panama Partners (contacted by telephone)

Sra. Gladys de Lam, President  
Sra. Ana de Llorach, Past Executive Director  
Sra. Hilda Pitti, Executive Director, Chiriquí Chapter

PARTNERS OF THE AMERICAS/NAPA

Mr. William Reese, President  
Ms. Kate Raftery, Vice President  
Mr. David Luria, Director of Administration

Sr. Helio Muñoz, former Regional Representative, Central America Regional Office

AID/LAC/DI

Roma Kneo, Program Officer

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DOCUMENTS REVIEWED

COSTA RICA-OREGON PARTNERSHIP

Costa-Rica Committee

Annual Plan, 1988  
Annual Plan, 1989 (general and by committees)  
By Laws  
List of Officers and Committee Chairpersons, 1988-1989  
List of Program Committees, including Chairpersons and members  
Narrative description of the Educational Visits Program, Youth Committee  
Proposal for the establishment of the Sister School Committee  
Report of Activities, 1986 - 87  
Report of Activities, 1988

Oregon Committee

Annual Plan, Oregon/Costa Rica Partnership, 1987  
Annual Report, 1987, Oregon/Costa Rica Partners: Highlights of the Year  
By Laws  
Community Education Committee Report, 1988  
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