

PEACE CORPS/A.I.D. COLLABORATION ACTION PLAN

October 1990

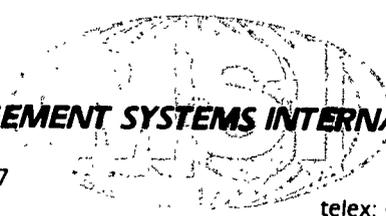
Submitted to:

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M E M O R A N D U M

October 2, 1990

To: Jennet Robinson
Peace Corps, OTAPS

From: Bruce L. Mazzie
MSI



Subject: Draft Action Plan

Enclosed find a revised draft of the Action Plan which includes the input from our meeting of Thursday, September 27. The response from Mali is integrated as well.

I have also attached a "cut" at a "one-pager" for the Peace Corps Director and A.I.D. Administrator.

Waiting to hear from you.

Best.

PEACE CORPS/A.I.D. COLLABORATION

An Action Plan derived from the recommendations of an evaluation of cooperation between Peace Corps and A.I.D. outlines the steps required to move the agencies from cooperation to collaboration. The Action Plan recommends that in year one:

- o USAIDs set up workshops at the beginning of project implementation for all participants to establish roles, responsibilities and schedules.
- o A.I.D. instruct its field missions to look more closely for opportunities to integrate Peace Corps volunteers in their projects.
- o USAID and Peace Corps mission directors jointly review their programs and plans, to look for opportunities for mutual support.
- o Specific pilot countries be chosen for experimentation.
- o A.I.D. expand the technical PASAs to include the fields of agriculture and rural development and education, either from A.I.D. S&T or from the Africa Bureau, and that Small Project Assistance funds become available for education and special development activities, particularly natural resource conservation and management.

Recommendations for years two and three include:

- o The Director of Peace Corps and the Administrator of A.I.D. issue a joint statement affirming their support for high level collaboration between the two agencies and announce actions that have been or will be taken.
- o The Peace Corps Director and A.I.D. Administrator put collaboration on the agenda for the next regional meetings with their mission directors and, if possible, co-locate the conferences.
- o Peace Corps revise its Programming and Training System Manual to include more references to the importance of collaborating with USAIDs and ways to collaborate more effectively.
- o Peace Corps increase the training of its staff in program planning and project design and evaluation.
- o The A.I.D. Administrator initiate a revision of Handbook III to include a number of specifics that would strengthen collaboration.
- o The technical PASAs be modified to permit funds to be used for project/activity design and evaluation and for setting up data management systems for monitoring and impact data collection.

- o A.I.D. and Peace Corps increase staff exchanges, particularly in positions which will impact on field guidance on program development and project identification.

PEACE CORPS/A.I.D. COLLABORATION

DRAFT ACTION PLAN

EXECUTIVE SUMMARY

Management Systems International (MSI) completed an evaluation of cooperation between Peace Corps/A.I.D. The central theme of the evaluation is the need to move from cooperation to collaboration. Based on the findings, MSI was asked to prepare an Action Plan outlining the steps required of Peace Corps and A.I.D. to implement the recommendations in the report.

Using the evaluation as the foundation for the Action Plan and in consultation with Washington and the field staffs several recommendations and a priority for implementation surfaced. Three recommendations require specific actions in the field. They are that:

- USAIDs set up workshops at the beginning of project implementation for all of the anticipated participants to establish roles and responsibilities and implementation schedules.
- A.I.D. instruct its field missions to look more closely for opportunities to integrate PCVs in their projects and for possibilities for Peace Corps interventions.
- USAID and Peace Corps mission directors jointly review their programs and program plans, to look for untapped opportunities for mutually supportive development-enhancing activities.

MSI strongly recommends that the recommendations be implemented in a number of pilot countries since:

- Countries chosen would be highly motivated.
- Concentrating efforts should produce tangible results and lessons learned in a short period.
- Results could be evaluated and then disseminated worldwide and would provide confirming evidence for other USAIDs and Peace Corps offices.

The recommendations Peace Corps and A.I.D./Washington and field staff are listed below in order of implementation priority by year:

YEAR ONE:

Conduct Workshops - USAIDs set up workshops at the beginning of project implementation for all of the anticipated participants (e.g., Peace Corps staff and PCVs, USAID contractors, PVOs, local participating organizations, appropriate government personnel) to establish roles and responsibilities and implementation schedules.

Seek Opportunities - A.I.D. instruct its field missions to look more closely for opportunities to integrate PCVs in their projects and for possibilities for Peace Corps interventions that might:
(a) lead to eventual joint A.I.D.-Peace Corps projects;
(b) facilitate, or ease the potential negative feelings about, the termination of A.I.D. funding -- especially in grass-roots activities; or (c) be supportive or test the results of USAID policy reform activities.

Expand PASAs - The technical PASAs be expanded to include the fields of agriculture and rural development and education, either from A.I.D. S&T or from the Africa Bureau, and the Small Project Assistance funds become available for education and special development activities, particularly natural resource conservation and management.

YEAR TWO:

Review Programs/Projects - USAID and Peace Corps mission directors jointly review their programs and program plans, to look for untapped opportunities for mutually supportive development-enhancing activities.

Gain High-Level Support - The new Director of Peace Corps and the new Administrator of A.I.D. issue a joint statement affirming their support for high level collaboration between the two agencies and announce actions that have been or will be taken to emphasize the importance of and/or facilitate A.I.D. - Peace Corps collaboration. They should also invite field comments on this report.

Add to Agendas of Regional Meetings - The Peace Corps Director and A.I.D. Administrator should put collaboration on the agenda for the next regional meetings with their mission directors; if possible, the conferences should be co-located so that joint A.I.D.- Peace Corps meetings could be held to discuss collaboration.

Revise Training Manual - Peace Corps' Office of Training and Program Support should revise its Programming and Training System Manual (October 1989) before sending it to the field to include more references to the importance of collaborating with USAIDs and ways to collaborate more effectively.

Revise Training - Peace Corps increase the training of its staff in program planning and project design and evaluation.

Revise AID Handbook - The A.I.D. Administrator should instruct the group working on a revision of Handbook III to include a number of specifics that would strengthen collaboration.

Modify PASAs - The technical PASAs be modified to permit funds to be used for project/activity design and evaluation and for setting up data management systems for monitoring and impact data collection.

YEAR THREE:

Increase Staff Exchanges - A.I.D. and Peace Corps increase staff exchanges, particularly in positions which will impact on field guidance on program development and project identification.

Reconsider Five Year Rule - Peace Corps reconsider its rule that staff assignments cannot exceed five years; longer tours would make staff training more cost effective.

PEACE CORPS/A.I.D. COLLABORATION

DRAFT ACTION PLAN

INTRODUCTION

Management Systems International (MSI) recently completed an evaluation of Peace Corps/A.I.D. cooperation. While the field work was conducted in Africa those concerned with the evaluation believe that its recommendations have worldwide applicability. The central theme of the evaluation is the need to move from cooperation to collaboration.

Subsequently MSI was asked to prepare an Action Plan outlining the steps required of both organizations (both jointly and independently) to implement the twenty three recommendations contained in the report.

METHODOLOGY

Since all recommendations cannot be implemented simultaneously, they need to be assigned a relative degree of priority. However, an immediate constraint becomes the comparative ease or difficulty of implementing a given recommendation. For example, decision makers may opt for several easily implemented, medium priority recommendations rather than one which is a high priority but would be difficult to implement. A third dimension -- budget -- will be incorporated as the findings are more refined.

As the priority/implementability trade-offs become clear, it will be necessary to identify constraints to implementation and how they must be addressed. One useful tool is Force Field Analysis which requires participants to identify the Driving and Restraining Forces associated with each recommendation and place them in equilibrium. The main tenet of Force Field Analysis is that it is more productive to apply organizational energies toward removing restraining forces than to generate additional driving forces. Annex A contains an example.

Both A.I.D. and Peace Corps wanted an inclusive and participatory process to be followed during the course of this exercise. Therefore, MSI identified 40 people in two organizations whose views should be solicited. The approach to information collection had five stages:

1. Receive comments from the universe of people selected regarding priority/implementability trade-offs which would lead to the reconstruction of the matrix mentioned above. (Accomplished June 1990.)
2. Generate a draft Action Plan including implementation steps for discussion. (Accomplished July 23, 1990.)
3. Conduct a series of focus groups with a smaller number of people to develop more concrete plans for those recommendations identified.

These discussions would include the development of strategies to mitigate restraining forces where needed. (Ongoing.)

4. Pretest the draft recommendations with an even smaller number of individuals most directly responsible for implementation in both Peace Corps and A.I.D. (Accomplished September 21, 1990.)
5. Prepare and submit the final recommendations with feedback from A.I.D. and Peace Corps field missions incorporated. (Accomplished October 11, 1990.)

STATUS

Immediately after our first organizational meetings with Peace Corps and A.I.D. a brief questionnaire was developed and sent to 40 people; 24 to A.I.D. and 16 to Peace Corps. It was prepared in a format that encouraged respondents to return their answers via facsimile. Twenty two questionnaires have been returned and follow-up calls placed to all non-respondents. Of the responses to date, 48% (11) are from Peace Corps and 52% (12) from A.I.D. - 17 have indicated their willingness to participate in focus group discussions. We believe this is an adequate sounding upon which to base some initial findings. The results of the distribution of responses can be found in Annex B.

An additional source of views was gathered from field meetings to be held with Peace Corps staff.

PRELIMINARY FINDINGS

Based on responses received 12 recommendations were assigned priority. Each is discussed in terms of: 1) its ranking in the survey (priority and/or ease of implementation); 2) the objective to be achieved by the recommendation; 3) the steps in its implementation, including responsibility and time factors, and; 4) the driving and restraining forces which influence its implementation (force field analysis). The last factor in particular will be more fully expanded in focus groups as a strategy to implement the Action Plan is further developed.

The plan which follows is an attempt to solidify the process using information from questionnaires, interviews and collective experience.

CONSIDERATIONS FOR RECOMMENDATIONS TO BE IMPLEMENTED AT COUNTRY LEVEL

Three of the recommendations listed below (#s 2 & 3 for A.I.D. and # 1 for A.I.D./Peace Corps) require specific actions in the field by USAIDs and Peace Corps staffs. Although all recommendations are, in general, considered to be of a worldwide nature, MSI strongly recommends that these three be implemented in a number of pilot countries. The advantages to this approach would be:

- Countries chosen would be highly motivated.

- Concentrating efforts on a limited number of countries should produce tangible results and lessons learned in a short period of time.
- Results could be evaluated and then disseminated worldwide and, assuming positive results, would provide confirming evidence for other USAIDs and Peace Corps offices.

We recommend that eight countries be selected for the pilot effort, two each from: Latin/Central America, Africa, the Near East and Asia. AID and Peace Corps could jointly select criteria upon which selection could be based which might include:

- Both Directors should each have at least two years remaining in their respective tours.
- A history of previous cooperation (or collaboration) by the two organizations in placing PCVs in AID-funded activities.
- At least one country program should involve a planned (or likely) phase-out of AID presence while another should involve policy reform activities.
- A compatibility of programs which will lead to sustained levels of collaboration.

RECOMMENDATIONS IMPLEMENTATION PLAN

PEACE CORPS

Recommendation: Easily Implemented

1. Peace Corps' Office of Training and Program Support should revise its Programming and Training System Manual (October 1989) before sending it to the field to include more references to the importance of collaborating with USAIDs and ways to collaborate more effectively.

Objective:

To provide Peace Corps field missions a framework and some operational steps, supported by specific examples, to guide and encourage greater field collaboration with A.I.D.

Action Steps:

1. Programming and Training Systems Manual (PATS) Workgroup Chairperson place the recommendation on the workgroup's agenda at an upcoming weekly meeting.
2. The PATS Workgroup, under the guidance of the Chairperson, assign responsibilities for incorporating guidance, procedures, and regulations for collaboration with A.I.D. into PATS Manual sections three and four; Assessing the Country Program and Planning and Managing a Project.
3. Updating/revising the PATS Manual could begin immediately; responsibility for preparation of components should be delegated, e.g. availability of PASA funding and requisite administrative procedures, encouragement of APCDs to review their programs and program planning with their A.I.D. counterparts, preparation/presentation of illustrative example(s) of successful Peace Corps/A.I.D. collaboration for inclusion as an appendix, and other components to be identified by the PATS Workgroup.
4. A timetable should be established for completion of identified tasks and for workgroup review. Initial tasks and review should be completed by the end of FY 1990 for inclusion in the revised PATS Manual to be issued in the fall of 1990. Sufficient time should be allocated for the Workgroup to review the revisions.

Driving Forces:

1. Motivation of PATS Workgroup to revise PATS Manual to improve the management performance of overseas Peace Corps staff.

2. A high level of support within both Peace Corps and A.I.D. for greater collaboration between organizations.
3. The functional task - manual revision - provides a focus to help both Peace Corps and A.I.D. work out some operational realities.

Restraining Forces:

1. Time required for workgroup members to interact with Peace Corps staff to collect and compose information to facilitate greater collaboration with A.I.D.
2. Limited knowledge of A.I.D. procedures and regulations.
3. Need to solicit substantial field level input in order for manual to be realistic.

PEACE CORPS

Recommendation: Easily Implemented; High Priority

2. Peace Corps increase the training of its staff in program planning and project design and evaluation.

Objective:

To improve the Peace Corps staff's skills in program and project design and evaluation focusing on the developmental impact of its programs. This skills training would enable Peace Corps staff to interact more effectively with A.I.D. project designers and evaluators.

Action Steps:

1. Director of OTAPS assume lead responsibility in developing a training plan to address the outstanding needs of APCD's in project/program design, including identifying funding/budgeting options and a timeline for implementation.
 - A. This training plan should determine at what point in an APCD's career the training should be offered - pre-service training in the United States or in-service training which occurs on-site overseas and thus offers a possibility for tutorial assistance on actual projects.
 - B. Peace Corps must also determine if they have the skills/time within OTAPS to provide project design/evaluation training which will enable their APCDs to design projects in accordance with standards generally expected by A.I.D., or if the use of outside contractors will be required. If outside contractors are determined necessary will this be to routinely conduct training in the U.S. or overseas or to pursue a training of trainers approach to bolster Peace Corps' capability to provide training.
2. The Director of OTAPS should assume responsibility for documenting the procedures required to utilize current PASAs to fund training in project design and evaluation for APCDs. Subsequent to researching this issue, a simple memorandum documenting this process should be distributed to APCDs and the PATS Manual Workgroup. To the extent possible, the training plan should recognize the need for training to be compatible with A.I.D. project design processes and terminology (use of the Logical Framework, development of performance indicators). This activity should be coordinated with Peace Corps recommendation #1 so that the availability of PASA funding for training, and the procedures to access it, are incorporated into the PATS Manual.
3. OTAPS Director should determine to what extent, if any, Peace Corps could participate in existing A.I.D. training programs. If

opportunities are identified, procedures and a time frame should be established.

Driving Forces:

1. Improved APCD skills to design effective programs/projects can improve program impact over time.
2. Increased ability of APCDs to access A.I.D. funding at the mission level.
3. Improve Peace Corps' ability to determine and document the developmental impact of its programs; and to use this information to modify or redesign its projects to increase their developmental impact.
4. Potential to use PASA monies to fund project design training/studies at the country/regional level.

Restraining Forces:

1. Limited ability of Peace Corps/OTAPS to secure increased budget allocations to increase/provide project design training for APCDs.
2. Limited time availability of APCDs to work on project/management design because a large portion of their time is consumed by personnel management and administrative issues.
3. Limited knowledge on the part of Peace Corps concerning using PASA monies to fund project design and training.

PEACE CORPS

Recommendation: High Priority

3. Peace Corps reconsider its rule that staff assignments cannot exceed five years; longer tours would make staff training more cost effective.

Objective:

To increase the cost effectiveness of training staff and enable Peace Corps to extend the benefits of its staff's skills by reducing turnover.

Action Steps:

1. Put recommendation before Peace Corps policy committee.

Driving Forces:

1. Strong support by Peace Corps staff.
2. Increasing recognition that Peace Corps needs to upgrade the professional capabilities of its staff.
3. Increasing the cost-effectiveness of training Peace Corps staff by permitting longer terms of service.

Restraining Forces:

1. A reduction in opportunities for Peace Corps Directors to hire staff because of lower turnover rates.
2. Reduced opportunities for a greater number of professionals to work for Peace Corps - the original basis for the five year limit of staff service.

A.I.D.

Recommendation: Easily Implemented

1. The A.I.D. Administrator should instruct the group working on a revision of Handbook III to include a number of specifics that would strengthen collaboration.

Objective:

To introduce administrative procedures and guidance which will facilitate program collaboration.

Action Steps:

1. A comprehensive memo from the administrator to A.I.D. staff spelling out actions required to improve Peace Corps - A.I.D. collaboration is prepared and this recommendation included.
2. The Chairmen of Handbook III Working Group directs the group to conduct the recommended reviews.
3. Portion of Handbook III which should receive special attention should include: Chapter I, 1.C Programming and Design Considerations; Chapter II, 2.C.III, Factors Affecting Project Selection and Further Development, and; Chapter IV, 4.B, Exceptions to A.I.D.'s General Project System.

Driving Forces:

1. The need to reduce any administrative impediments to program collaboration.
2. The need to formally codify A.I.D.'s commitment to the policy.
3. Current revision of A.I.D. Handbook III by AID/PPC provides opportunity to suggest new focus and add sections on collaboration.

Restraining Forces:

1. The number of competing "special interests" already incorporated into A.I.D.'s project design process.
2. The slow process associated with the revision of A.I.D. Handbooks.

A.I.D.

Recommendation: High Priority

2. USAIDs set up workshops at the beginning of project implementation for all of the anticipated participants (e.g., Peace Corps staff and PCVs, USAID contractors, PVOs, local participating organizations, appropriate government personnel) to establish roles and responsibilities and implementation schedules.

Objective:

More efficient joint project implementation leading to greater socio-economic benefits to more people.

Key Prior Events:

1. A.I.D. project designed, approved, authorized and funds available.
2. PCVs recruited and in country.
3. Pilot countries selected (as recommended by MSI).

Action Steps:

1. Mission Director approves the policy.
2. Project and/or Technical Office develops an agenda and a budget and secures funding.
3. Project and/or Technical Office or outside contractor arranges workshop.
4. Results of workshop decisions are monitored over life of project.
5. Participants evaluate utility of conference.

Driving Forces:

1. More effective project implementation (A.I.D.).
2. Greater personal satisfaction and contribution to development objectives (PC).
3. Establishment of a network of development professionals (A.I.D. and PC) with shared objectives.

Restraining Forces:

1. Time, money required to plan and conduct workshops (A.I.D.).
2. Philosophical difference between organizations.

A.I.D.

Recommendation: Easily Implemented; High Priority

3. A.I.D. instruct its field missions to look more closely for opportunities to integrate PCVs in their projects and for possibilities for Peace Corps interventions that might: (a) lead to eventual joint A.I.D.-Peace Corps projects; (b) facilitate, or ease the potential negative feelings about, the termination of A.I.D. funding -- especially in grass-roots activities; or (c) be supportive or test the results of USAID policy reform activities.

Objective:

To maximize PC-A.I.D. collaboration at the grass roots level while adding new dimensions to A.I.D.'s phase-out efforts and measurement of the impact of policy reform.

Key Prior Events:

1. The overall policy objective of collaboration affirmed (see Recommendation Joint PC-No. ___)
2. The country is designated as one of the pilot countries as recommended by MSI (see above) or (3) the country is targeted for attention due to its likely phase out of funding or its policy reform activities.

Action Steps:

1. USAID Mission Director and Peace Corps Director agree to work toward this objective.
2. USAID Project Development Office revises existing project design guidelines as needed.
3. USAID project design teams routinely meet with Peace Corps staff during preparation of the Project Implementation Document (PID) and Project Paper (PP) to coordinate actions.
4. For some projects Peace Corps assigns team members to participate in project design.

Driving Forces:

1. Desire to operationalize a long standing policy more fully (A.I.D. and PC).
2. Greater breadth of understanding given to two situations of specific interest to A.I.D.: phase out and policy reform (A.I.D.).

3. Greater personal satisfaction and contribution to development (PC).

Restraining Forces:

1. Limited prior experience involving PCVs with phase out and policy reform activities(A.I.D.).
2. Additional time placed on an already burdensome process (A.I.D.).
3. Concerns as to whether phase out and policy reform issues are consistent with the Peace Corps main focus (PC).

A.I.D.

Recommendation: High Priority

4. The technical PASAs be expanded to include the fields of agriculture and rural development and education, either from A.I.D. S&T or from the Africa Bureau, and the Small Project Assistance funds become available for education and special development activities, particularly natural resource conservation and management.

Objective:

Increase resources available to implement an expanded collaboration between A.I.D. and Peace Corps and increased possibilities for joint programs.

Action Steps:

1. Organize discussions with program offices of S&T, other central bureaus and all regional bureaus of A.I.D. to see if opportunities for expansion of PASA allocations exist.
2. Continue on from there with discussions with relevant bureau technical offices on appropriate PASA roles and best locations for PASAs.
3. Ask each regional bureau to expand allocation of SPA to include new natural resource management activities through Peace Corps.
4. Explore possibility of having PASA money come from one budget source.

Driving Forces:

1. Satisfaction with existing PASA arrangements and interest in Peace Corps in including new priority areas.
2. Opportunity to work closely on a specific range of technical activities.
3. Special earmarks given to natural resources encourages expansion of activities.

Restraining Forces:

1. Feeling on the part of field staffs that PASA arrangements are complicated and difficult to manage.
2. Need to sort out functional account allocations in order to simplify PASA expansion.

A.I.D.

Recommendation: High Priority

5. The technical PASAs be modified to permit funds to be used for project/activity design and evaluation and for setting up data management systems for monitoring and impact data collection.

Objective:

Allow Peace Corps to expand the impact of the PASA resources through the provision of complementary assistance.

Action Steps:

1. Identify current management and budget steps needed to permit PASA use expansions.
2. Ask each agency to take appropriate steps to change PASAs.
3. Develop simple, agreed on guidelines for field posts on PASA management requirements.

Driving forces:

1. Peace Corps interest in continuing and expanding the PASA mode.
2. Need to go beyond personnel resources to make programs work better in the field.

Restraining Forces:

1. PASA management issues considered complex and not widely understood by either agency.
2. Time needed to sort out management improvement of PASAs may be prohibitive.

A.I.D./PEACE CORPS

Recommendation: Easily Implemented; High Priority

1. USAID and Peace Corps mission directors jointly review their programs and program plans, to look for untapped opportunities for mutually supportive development-enhancing activities.

Objective:

To further the development missions of both organizations particularly in the country development context.

Key Prior Events:

1. The overall policy objectives of collaboration affirmed (see Recommendation Joint PC-A.I.D. No. ____).
2. The country is designated as one of the pilot countries as recommended by MSI (see above)

Action Steps:

1. USAID Mission Director and Peace Corps Director agree to work toward this objective
2. USAID Program Officer and Assistant Peace Corps Director identify points of intervention in their respective planning processes. The most likely ones are:

USAID: (1) preparation or update of Country Development Strategy Statement (CDSS) (2) preparation of Annual Budget Submission (ABS)

Peace Corps: Country planning documents - Country Management Plan and Budget, and Project Agreements.

Driving Forces:

1. Desire to continue a long standing policy (A.I.D. and PC).
2. Improved efficiency of operations (A.I.D. and PC).
3. Greater satisfaction and contribution to development (PC).

PEACE CORPS/A.I.D.

Recommendation: Easily Implemented

2. The new Director of Peace Corps and the new Administrator of A.I.D. issue a joint statement affirming their support for high level collaboration between the two agencies and announce actions that have been or will be taken to emphasize the importance of and/or facilitate A.I.D. - Peace Corps collaboration. They should also invite field comments on this report.

Objective

Give A.I.D. and Peace Corps staffs a clear signal on the importance of the expanded collaboration. Provide guidance for each agency on the priority areas for collaboration.

Action Steps:

1. Each agency provide its director or administrator with the agreed on Action Plan for consideration in a joint statement.
2. Each agency prepare a field cable outlining the principal new areas of expanded collaboration and asking for support for the pilot country implementation.
3. A joint time table is drawn up with dates for implementation of action item by each agency and referred to in the statement.

Driving Forces:

1. Strong support from Peace Corps Director.
2. Some interest by A.I.D. Administrator.
3. Timely linkage with preparation of Action Plan.

Restraining Forces:

1. Activity may be higher priority for one Agency than another because of nature of recommendation.
2. Actual implementation will require more than top level support to be institutionalized.

A.I.D./PEACE CORPS

Recommendation: Easily Implemented

3. The Peace Corps Director and A.I.D. Administrator should put collaboration on the agenda for the next regional meetings with their mission directors; if possible, the conferences should be co-located so that joint A.I.D.- Peace Corps meetings could be held to discuss collaboration.

Objective:

To ensure full commitment of senior field staff to the principle of increasing A.I.D.-Peace Corps collaboration.

Action Steps:

1. Reaffirm the general policy statements by the A.I.D. Administrator and the Peace Corps Director.
2. The Deputy Assistant Administrators of A.I.D.'s Regional Bureaus meet individually with Peace Corps Regional Directors during the early planning stages for regional meetings.
3. As planning for a regional meeting proceeds the subject of Peace Corps - A.I.D. collaboration should be included by A.I.D. in Mission Directors meetings and by Peace Corps for regional meetings.
4. The feasibility of meetings being held at the same location should be explored.
5. If this is not feasible, the possibility of representatives from each organization attending the others' regional meeting should be examined.

Driving Forces:

1. Maximize face-to-face opportunities for coordination at senior management levels.
2. Provide an opportunity for senior members of both organizations to reinforce their commitment to field staff.

Restraining Forces:

1. Extra staff time (and possibly budget) associated with holding the meetings.
2. The problem of selecting a time which would be convenient to all the participants.
3. Ability of Regional Directors and Assistant Administrators to allocate time to the process.

A.I.D./PEACE CORPS

Recommendation: High Priority

4. A.I.D. and Peace Corps increase staff exchanges, particularly in positions which will impact on field guidance on program development and project identification.

Objective:

Increase numbers of joint projects and programs through improved understanding and input to each organization's planning process.

Action Steps:

1. Pilot countries initiate one month exchanges between PTOs and program officers and between APCD's and technical officers to learn details of program operations and planning.
2. Peace Corps and A.I.D. identify positions in Washington in both technical and project development offices for exchanges of personnel for one or two years.

Driving Forces:

1. Strong interest in both agencies in increasing exchanges.
2. Possibility to recruit high level personnel for exchanges.

Restraining Forces:

1. Limited staffing levels in both agencies makes giving up slots for exchanges problematic.

FORCE FIELD ANALYSIS

GENERAL ATTITUDES AND PERCEPTIONS

Recommendation No. 3: The new Director of the Peace Corps and the new Administrator of A.I.D. issue a joint statement affirming their support for a high level of collaboration (not cooperation) between the two agencies and announce actions that have been or will be taken to emphasize the importance of and/ or facilitate A.I.D.-Peace Corps collaboration. They should also invite field comments on this report.

DRIVING FORCES	RESTRAINING FORCES
<ul style="list-style-type: none">■ Collaboration is the logical outcome of many years of cooperation (A.I.D. and PC)■ Political imperatives (A.I.D. and PC)■ Improved effectiveness of both agencies (A.I.D. and PC)	<ul style="list-style-type: none">■ Cynicism regarding such statements (A.I.D. and PC)■ Lack of commitment at DAA, Office Director and senior field management (A.I.D.)■ Time delays associated with receipt and integration of field comments (A.I.D. and PC)

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A.I.D./PEACE CORPS COLLABORATION

Highest Priority Recommendations

Implementation Responsibility	Recommendations
<i>Peace Corps</i>	<ol style="list-style-type: none"> 2. Peace Corps increase the training of its staff in program planning and project design and evaluation. 3. Peace Corps reconsider its rule that staff assignments cannot exceed five years; longer tours would make staff training more cost effective.
<i>A.I.D.</i>	<ol style="list-style-type: none"> 2. USAIDs set up workshops at the beginning of project implementation for all of the anticipated participants (e.g., Peace Corps staff and PCVs, USAID contractors, PVOs, local participating organizations, appropriate government personnel) to establish roles and responsibilities and implementation schedules. 3. A.I.D. instruct its field missions to look more closely for opportunities to integrate PCVs in their projects and for possibilities for Peace Corps interventions that might: (a) lead to eventual joint A.I.D.-Peace Corps projects; (b) facilitate, or ease the potential negative feelings about, the termination of A.I.D. funding -- especially in grass-roots activities; or (c) be supportive or test the results of USAID policy reform activities. 4. The technical PASAs be expanded to include the fields of agriculture and rural development and education, either from A.I.D./S&T or from the Africa Bureau, and the Small Project Assistance funds become available for education and special development activities, particularly natural resource conservation and management. 5. The technical PASAs be modified to permit funds to be used for project/activity design and evaluation and for setting up data management systems for monitoring and impact data collection.
<i>Joint Peace Corps/ A.I.D.</i>	<ol style="list-style-type: none"> 1. USAID and Peace Corps mission directors jointly review their programs and program plans, to look for untapped opportunities for mutually supportive development-enhancing activities. 9. A.I.D. and Peace Corps increase staff exchanges, particularly in positions which will impact on field guidance on program development and project identification and design.

A.I.D. PEACE CORPS COLLABORATION
Most Easily Implemented Recommendations

Implementation Responsibility	Recommendations
<i>Peace Corps</i>	<ol style="list-style-type: none"> 1. Peace Corps's Office of Training and Program Support should revise its Programming and Training System Manual (October 1989) before sending it to the field to include more references to the importance of collaborating with USAIDs and ways to collaborate more effectively. 2. Peace Corps increase the training of its staff in program planning and project design and evaluation.
<i>A.I.D.</i>	<ol style="list-style-type: none"> 1. The A.I.D. Administrator should instruct the group working on a revision of Handbook III to include a number of specifics that would strengthen collaboration. 3. A.I.D. instruct its field missions to look more closely for opportunities to integrate PCVs in their projects and for possibilities for Peace Corps interventions that might: (a) lead to eventual joint A.I.D.-Peace Corps projects; (b) facilitate, or ease the potential negative feelings about, the termination of A.I.D. funding – especially in grass-roots activities; or (c) be supportive or test the results of USAID policy reform activities.
<i>Joint Peace Corps/ A.I.D.</i>	<ol style="list-style-type: none"> 1. USAID and Peace Corps mission directors jointly review their programs and program plans, to look for untapped opportunities for mutually supportive development-enhancing activities. 3. The new Director of the Peace Corps and the new Administrator of A.I.D. issue a joint statement affirming their support for a high level of collaboration (not cooperation) between the two agencies and announce actions that have been or will be taken to emphasize the importance of and/or facilitate A.I.D.-Peace Corps collaboration. They should also invite field comments on this report. 4. The Peace Corps Director and A.I.D. Administrator should put collaboration on the agenda for the next regional meetings with their mission directors; if possible, the conferences should be co-located so that joint A.I.D.-Peace Corps meetings could be held to discuss collaboration.

A.I.D. PEACE CORPS COLLABORATION

Recommendations Having Most Responses for both Ease of Implementation and High Priority

Implementation Responsibility	Recommendations
<i>Peace Corps</i>	<ol style="list-style-type: none"> 2. Peace Corps increase the training of its staff in program planning and project design and evaluation. 3. Peace Corps reconsider its rule that staff assignments cannot exceed five years; longer tours would make staff training more cost effective.
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ANNEX B

SYNTHESIS OF A.I.D. RESPONSES TO FIELD CABLE

Countries which responded to the Draft Action Plan:

- USAID
 - Pakistan
 - Guatemala
 - Botswana
 - Tunisia
 - Burundi
 - Thailand
 - Lesotho
 - Mali

- Peace Corps
 - Botswana
 - Pakistan
 - Guatemala
 - Honduras
 - Costa Rica
 - Fiji
 - Togo
 - Mali

USAID Recommendation #1

While a Handbook III revision will help emphasize the institutional interest in A.I.D./PC collaboration and clarify procedures, handbook revisions are notoriously slow in being issued and project design latitude is wide enough now to proceed in the field with collaborative design. Since the opportunity is there, take it; but I would not expect high impact from this recommendation. (USAID/Tunisia)

USAID Recommendation #2

No problem with the idea of holding a workshop, but, Peace Corps involvement should begin during project design phase. (USAID/Pakistan)

Supportive of this recommendation. (USAID/Guatemala)

A Project Implementation workshop is a good practice (whether PC is involved or not), but the more critical first steps are deciding on what project to collaborate on, designing it with respective roles clearly defined, and providing respective inputs. These are correctly identified as priority events but explicit action is required on these. It should not be assumed they will happen automatically. (USAID/Tunisia)

USAID Recommendation #4

Support expanded of uses of PASAs. However, Mission is unaware of technical PASAs other than for health. (this may indicate a need to increase awareness of the PASAs and how they are used.) USAID/Pakistan would prefer that SPA funding go directly from AID/W to PC/W to reduce administrative burden. (USAID/Pakistan)

"The key to greater collaboration between A.I.D. and Peace Corps would seem to hinge more on a Mission making collaboration a priority rather than bringing in outsiders to implement changes. (USAID/Guatemala)

Increasing use of PASAs in a broader range of technical fields sounds sensible, providing extra funding is made available at field level through A.I.D. program funds (rather than operating expense funds, which will surely be unavailable.) (USAID/Tunisia)

Another good idea. The PASA funds should be less restrictive regarding field level use. It is better if the uses are determined by field generated needs rather than imposed from HQ. The current SPA funds would also be more likely to be used more fully and more appropriately if the guidelines were more flexible and each country could determine the uses based on local needs. (USAID/Mali)

USAID Recommendation #5

Strong approval. Design, evaluation and MIS are integral to the overall development process and should be supported by PASAs. (USAID/Pakistan)

This is a logical extension of #4 and a Washington action. (USAID/Tunisia)

From our experience this is already taking place. (USAID/Mali)

Peace Corps Recommendation #1

The revision of the PATS manual to include more references to the importance of PC/AID collaboration, thereby providing a framework for such collaboration, is to be encouraged. It should be noted however, that care should be taken to maintain the individual character and distinctive nature of the Peace Corps. Collaboration should be defined in this framework in such a way that the distinguishing features of the agencies are enhanced through collaborative efforts, rather than muddle. (PC/Pakistan)

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become more regularized and objective oriented within the broader framework of development. An adjunct recommendation perhaps could be the requirement of a regular (quarterly?) reporting system to sector specialists in OTAPS which would allow the agency to focus on its sector-specific development achievements in ways that the previous CMPS process and current IPBS process have not allowed for in detail. In the event that training cannot be held in the country of service or elsewhere due to funding limitations, it could further be suggested that a correspondence course be created for the development of the professional skills required of Peace Corps staff. (PC/Pakistan)

While some training of PC staff in program design and project implementation and evaluation is needed, PC staff do not need to be experts in A.I.D. procedures. A.I.D.'s clear comparative advantage lies in project design and evaluation supported with technically qualified teams. It's important that PC staff participate at key points to help shape design and define PC role, but much can be left to the design committee. (PC/Tunisia)

Agree that staff training in project design and evaluation is essential. First, it is needed to make the PATS system effective and second, to improve the dialogue between A.I.D. and PC. However, Peace Corps' inherent limitations (i.e., five-year rule, low resource levels, only one of its 3 mandated objectives with development implications, etc.) are real constraints to the successful adoption of PATS in its current form. Nevertheless, any movement to a more systematic approach to our programming is a step in the right direction. (PC/Guatemala)

Agree that OTAPS should be responsible for PATS training. If done in-house, OTAPS needs a level of effort similar to that employed for Stagings. However, contracting this out might be the best solution initially. There are numerous contractors competent to train others in the A.I.D. logical framework and similar systems. In contrast, Peace Corps has relatively few employees with these skills. (PC/Guatemala)

I would welcome more training for me and my staff in program and project design and evaluation. However, I take exception to the statement (Action Step Paragraph 2): "to the extent possible, the training plan should recognize the need for training to be compatible with A.I.D. project design processes and terminology." I feel strongly that Peace Corps and A.I.D. should maintain their separate identities and their separate programming processes. (PC/Costa Rica)

The need for training of key PC staff in program planning, project design and evaluation is very evident. (PC/Honduras)

Excellent idea. These trainings and subsequent follow ups would best be done after APCDS are in the field. These would need to be done very often considering the rapid staff turnover in Peace Corps. A USAID employee can be trained once and carry the knowledge with him to several posts. With PC five year rule this cannot happen. (PC/Mali)

Peace Corps Recommendation #3

The end of the five year limit would have positive effects on the professionalism and capacity of the agency staff. (PC/Pakistan)

Given global changes, PC needs to adapt, and place greater emphasis on program impact; allowing staff to continue beyond five years is a logical and welcome change. (PC/Tunisia)

It would be helpful for each program sector to identify the technical resources that are available through USAID. (PC/Botswana)

Agree that the Five-Year Rule works against cost effective training and the adoption of a systematic and rigorous project planning process. However, our most important professional employees in the field are FSNs who are not subject to the five-year limitation. The longevity of their employment, the high level of responsibility associated with their positions, and our decentralized mode of operation counteract some of the negative effects of the time limit on U.S. citizen employment. So some improvement in our programming and ability to communicate with A.I.D. is certainly possible, if we upgrade our training of FSN professional staff. (PC/Guatemala)

Our premise should be that the Five-Year Rule stays. It has several advantages and probably is impossible to eliminate in any event. (PC/Guatemala)

Key factors for successful collaboration between Peace Corps and USAID are:

- Formal/informal meetings between personnel to allow for in depth knowledge and understanding of discrete program goals for each mission
- Programming which ensures that volunteers are not assigned to projects which place them in a "funding watchdog" position, rather designing projects and volunteer tasks to complement project design goals which meet skill transfer and capacity building goals of Peace Corps at the grass roots level
- Ensure lack of redundancy in USAID consultant and Peace Corps volunteer tasks by assigning volunteers to a specific government agency/organization and not to USAID consultants or personnel
- Continuity of program personnel/administration is necessary. Limited tenure of Peace Corps program. (PC/Fiji)

PG-2 is one example of why most overseas PC staff agree with this recommendation. If PC wants to be more professional development organization then the five year rule has to change. More effective would be two and a half year renewable (or now renewable) contracts with no limits this combined with improved selection and screening in the

hiring process would ensure better project management in the field.
(PC/Mali)

USAID/Peace Corps Recommendation #1

No problem with recommendation but the experience has been that the most successful collaboration occurs between technical staff who are involved in design and day-to-day management issues. (USAID/Pakistan)

USAID and Peace Corps mission directors should jointly review their programs and program plans to find areas where collaborative effort would be beneficial to both agencies as well as to the country served. This initiative should then be duplicated on the project management level (APCDs and Program Officers) for all program sectors in which both PC and A.I.D. operate. (PC/Pakistan)

This recommendation can be implemented if PC and A.I.D. sit down and map their game plan ahead of time. Then each agency can build decisions into their own programming processes without involving each other in the exercises themselves -- which doesn't make much sense. Again, the more focused and selective the joint action, the better. (USAID/Tunisia)

These kinds of meetings should be scheduled regularly with inputs from the staff to guide the directors' discussions. (PC/Mali)

USAID/Peace Corps Recommendation #2

Certainly the nature and the direction of the collaborative efforts of the Peace Corps and A.I.D. should be defined by the Director of the Peace Corps and the Administrator of A.I.D. This would also have the effect of creating policy for action at all levels of management of the two agencies. Guidance, goals and definition from this level will be vital to any long term attempt at collaboration in the field. Again, we would recommend a policy which focuses on project sectors where we can be of the most mutual assistance, given each agency's inherent strengths. (PC/Pakistan)

Helpful signal. Leave specifics to field as much as possible. (USAID/Tunisia)

USAID/Peace Corps Recommendation #3

This may be overkill, especially trying to co-locate director conferences. Basic objectives can be achieved fairly simply by having A.I.D. Regional AA and PC Regional Director attend each other's meetings. (USAID/Tunisia)

Neither PC nor USAID regularly hold regional meetings of mission directors but this is still a worthy objective to be pursued whenever such opportunities do arise. (PC/Mali)

USAID/Peace Corps Recommendation #4

Excellent idea. (USAID/Pakistan)

While increased staff exchanges may make a contribution over time, basic uncertainty of getting the right people in the right slots does not make this recommendation all that useful immediately to implementing this initiative. It's apt to absorb a lot of time just managing personnel exchanges. (USAID/Tunisia)

This already occurs in a few cases at HQ level but is only one way: that is USAID people coming to PC. This is unavoidable given the five year rule. To take one or two of those years out to do an exchange with USAID is impracticable. At field level it could be possible for USAID personnel to do a PC field job for one contract if those employees could maintain the higher level benefits and compensation package given to USAID overseas staff. Shorter term exchanges would likely be less valuable and less fruitful regarding PC/USAID collaboration. (PC/Mali)

USAID/PEACE CORPS GENERAL COMMENTS

In general, no problem with the draft action plan. The Mission is supportive of increasing collaboration with Peace Corps.

As a general comment, A.I.D. and Peace Corps (PC) have tried to cooperate and even collaborate for over a decade with varying success. In my experience the willingness and energy of Country Directors and their staffs is the most critical ingredient. Once that's there, designing and implementing collaborative activities requires a carefully sequenced involvement and programming of respective resources. Thus:

- PC/AID in the field need to sit down and strategize to identify priority areas of common interest.
- Then they need to participate in selective design, especially to identify respective roles and Peace Corps Volunteer profiles.
- Then Peace Corps and A.I.D. need each to do their own thing to get resources in place on time. (USAID/Tunisia)

As these comments suggest, my general recommendation is to keep this initiative simple, practical, focused and limited to areas in the field where there is real convergence of interest and willingness to work jointly or at least in parallel. (Bear in mind that host country governments will need to concur in any PPC/AID collaborative activity.) Otherwise we're likely to just repeat the hype and the series of Washington level meetings that have characterized similar initiatives in the past, with relatively little impact on actual programs or developing countries. (USAID/Tunisia)

All of our training programs should include a component addressing how collaboration can be achieved (if feasible) with USAID. (PC/Botswana)

In the future, when we have new staff members, all of us need to make sure that a briefing occurs on Peace Corps/USAID collaboration and information is provided relating to the different resources available. (PC/Botswana)

Lloyd Pierson and I have looked over the draft Action Plan. It looks fine to us. AID/PC cooperation works best when you have country Directors and staff who are interested in working together to achieve and promote it. We think that the Peace Corps Action Plan should stress the importance of cooperation from the very outset of a project's design. Perhaps a requirement of project design might be the need to consider participation with Peace Corps. We think also that a stronger statement by the A.I.D. Administrator and the Peace Corps Director stressing cooperation is important to maximize impacts of our joint development efforts. The theme should be that we can both achieve more by working together rather than separately. (USAID/Botswana)

Agree that the A.I.D. Administrator and A.I.D. Country Directors will have to formulate and support an explicit policy to enhance collaboration between the Agencies. The policy should focus on field level, information exchange and dialogue on country development problems and projects. Periodic reporting back to headquarters should be required, describing the collaboration which may emerge from this dialogue. More push from above (i.e., Headquarters) may be needed on the A.I.D. side than might be the case in Peace Corps. Peace Corps, in its accustomed role as resource scrounger, perceives itself as having something to gain from A.I.D. collaboration. On the other hand, A.I.D. may feel that more collaboration will require significant time and effort with little to gain in terms of achieving of its operational objectives. (USAID/Guatemala)

Personnel/management limits long range project collaboration. (PC/Fiji)

USAID/RDO and Peace Corps Fiji/Tuvalu collaboration is effective. Post would welcome suggestions for enhanced cooperation and collaboration. Limited program personnel and TI limitations inhibit current program expansion and USAID collaboration until at least 1992. (PC/Fiji)

Have no specific suggestions regarding individual recommendations. It appears from my limited vantage point that action steps, and in particular, restraining forces, have been realistically detailed. (PC/Togo)

PC/Mali and USAID Mali are now involved in several forms of collaborative activities. These are detailed in the IPBS submission. The major reason that some things are happening between the two agencies in Mali rests in the open channels of communication that have been established here. There are regular bi-weekly meetings between the PC program officer and USAID program officers. There are frequent project specific meetings, memos, and telephone calls between APCDS, PCVS and

USAID staff. The two mission directors are also very supporting of collaboration. (PC/Mali)

PEACE CORPS / A. I. D. COLLABORATION

PD-ABC-521

ACTION PLAN

1 OF 1 (24X)

ACTION PLAN

1998