

PDBBS 9/62

AGENCY FOR INTERNATIONAL DEVELOPMENT <b>PROJECT DATA SHEET</b>		1. TRANSACTION CODE <input checked="" type="checkbox"/> A = Add <input type="checkbox"/> C = Change <input type="checkbox"/> D = Delete	Amendment Number _____	DOCUMENT CODE 3
2. COUNTRY/ENTITY Africa Regional		3. PROJECT NUMBER 698-0526		
4. BUREAU/OFFICE AFR/DP		5. PROJECT TITLE (maximum 40 characters) PVO Initiatives Project		
6. PROJECT ASSISTANCE COMPLETION DATE (PACD) MM DD YY 09 30 92		7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4) A. Initial FY 89 B. Quarter 4 C. Final FY 92		

8. COSTS (\$000 OR EQUIVALENT \$1 = )							
A. FUNDING SOURCE		FIRST FY 89			LIFE OF PROJECT		
		B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total		1,000		1,000	2,100		2,100
(Grant)		( 1,000 )	( )	( 1,000 )	( 2,100 )	( )	( 2,100 )
(Loan)		( )	( )	( )	( )	( )	( )
Other U.S.	1.						
	2.						
Host Country							
Other Donor(s) PVO's					80		80
<b>TOTALS</b>		<b>1,000</b>		<b>1,000</b>	<b>2,180</b>		<b>2,180</b>

9. SCHEDULE OF AID FUNDING (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) DFA	760	920		0		2,100		2,100	
(2)									
(3)									
(4)									
<b>TOTALS</b>				<b>0</b>		<b>2,100</b>		<b>2,100</b>	

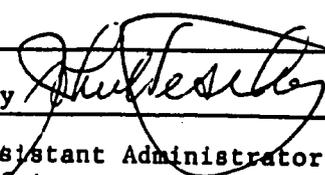
10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each) 720				11. SECONDARY PURPOSE CODE			
12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)							
A. Code		PVOU		PVON			
B. Amount							

13. PROJECT PURPOSE (maximum 480 characters).

To strengthen the relationship between U.S. private voluntary organizations, African non-governmental organizations and A.I.D. in programming and implementing development activities in Africa.

14. SCHEDULED EVALUATIONS				15. SOURCE/ORIGIN OF GOODS AND SERVICES			
Interim	MM	YY	MM	YY	Final	MM	YY
						05	92
				<input checked="" type="checkbox"/> 000 <input type="checkbox"/> 941 <input type="checkbox"/> Local <input type="checkbox"/> Other (Specify) :			

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a \_\_\_\_\_ page PP Amendment.)

17. APPROVED BY	Signature John Westley 			18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION		
	Title Associate Assistant Administrator, Bureau for Africa			Date Signed MM DD YY 08 18 89		
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# PVO INITIATIVES PROJECT PAPER

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## I. EXECUTIVE SUMMARY

A. Recommendation. The Project Committee recommends approval and authorization of a \$2.1 million grant to be provided in kind (technical assistance, travel and per diem, workshops and conferences, publications, etc.) to the U.S. PVO ("PVO") and African NGO ("NGO") communities active in selected countries. The grant will foster qualitative changes in the way each group of organizations works together to stimulate economic growth in Africa.

B. Project Summary. The development challenge facing the African continent today is enormous. As most of the sub-Saharan nations approach the end of their third decade of independence, few can boast a real improvement in economic welfare. Resolution of many of the continent's problems will require a full mobilization of financial resources not only from African governments and international donors, but from international voluntary organizations and indigenous non-governmental organizations as well. Indeed, over the past decade there has been a growing recognition that PVOs and NGOs bring unique contributions to the development process, particularly with respect to mobilizing private resources, understanding the community perspective and developing innovative approaches to development. The DFA legislation's challenge to PVOs, NGOs and A.I.D. to increase their level of mutual cooperation in areas of common interest in Africa is indicative of the growing importance of the non-government sector in the developing world.

A.I.D. has an historic relationship with PVOs which has flourished over the decades. The Africa Bureau more recently formed an A.I.D./PVO Task Force to assist in its efforts to develop a consultative process with U.S. and African PVO/NGOs. Likewise, many PVOs have made great strides in developing closer partnerships with African NGOs.

Nonetheless, several weak links in the PVO/NGO/A.I.D. relationship are apparent. Some of these that have been highlighted recently include: A.I.D. mission doubts about PVO abilities to implement projects, the need to heighten the level of trust between PVOs and AID missions, and PVO/NGO relationships that haven't placed sufficient focus on developing local African capacity to manage technically diverse activities. These kinds of problems, as well as others, have prevented development resources from being the most effectively utilized.

An increased level of dialogue is required to develop a better understanding of the constraints and organizational pressures under which the other works. Once this dialogue is established, the three participants can begin to construct an enhanced partnership that will enable them to tap into each other's

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informational base and areas of expertise, as well as develop joint ventures where a combination of their talents would result in improved solutions to a development problem. The long-term effectiveness of this partnership depends on forging a new, more balanced, and mutually supportive relationship.

To work towards more effective development efforts in Africa, project components will be organized around the following three themes: (1) improving collaborative mechanisms between A.I.D., U.S. PVOs, and African NGOs; (2) fostering and strengthening the partnership between U.S. PVOs and African NGOs; and (3) strengthening African NGOs. Project activities will take place in both Washington and the field.

Activities to strengthen the A.I.D./U.S. PVO/African NGO relationship will include tracking and assessing PVO/NGO activities in Africa and providing missions with this information. Equally important will be consultations on key issues such as the development of a strategy for enhancing the role of PVOs and NGOs in development at both the Mission level and in Washington.

The healthy growth of the U.S. PVO/African NGO partnership will be fostered through the provision of short-term support for developing and financing communications linkages (e.g. seminars, newsletters), studies, and the dissemination of results describing successful initiatives carried out by the PVO/NGO community in Africa. Workshops, conferences and training sessions will be coordinated with the intent of providing opportunities for face to face sharing of information frequently a critical factor in developing lasting partnerships. Additionally, under this second component, a fund will be created to finance activities and opportunities for enhancing NGO/PVO partnerships. Short term PVO/NGO staff exchanges is one example of the kind of activity this fund might support.

The third project component will enhance the development role played by African NGOs. Activities under this component will include preparation of training materials, training workshops, and a series of studies on NGO related issues by African researchers.

In order to accomplish the objectives of these three components, \$2,100,000 of A.I.D. funds will be required over an estimated period of three years. In addition, international PVOs and NGOs will contribute an estimated \$80,000 over the life of the project.

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Table I

	<u>A.I.D. Grant</u>	<u>Counterpart</u>	<u>LOP Total</u>
<u>Component 1: PVO/NGO/AID Collaboration</u> (includes external management and evaluation costs)	\$1,066,050		\$1,066,050
<u>Component 2: PVO/NGO Partnership</u>	644,950	\$ 80,000	724,950
<u>Component 3: NGO Strengthening</u>	<u>389,000</u>		<u>389,000</u>
TOTAL	\$2,100,000	\$ 80,000	\$2,180,000

C. Expected Achievements. The Project will achieve a series of qualitative objectives. The most important among these is a more balanced and mutually supportive relationships between U.S. PVOs, African NGOs and A.I.D. Specifically, this project will result in: (i) an increase in the number of PVO/NGO partnerships, (ii) more frequent and meaningful collaboration between A.I.D. Missions, PVOs and NGOs, and (iii) enhanced NGO managerial and technical capacity. Strengthening the AID/PVO/NGO relationship in programming and implementing development activities in Africa is expected to be sufficiently valuable to the participants that they will continue collaborating and fostering newly established partnerships after project activities are completed. In addition, a number of PVO and NGO partnerships will be enhanced in at least two countries with the groundwork for replicability established. Finally, the management and technical capabilities of African NGOs will be enhanced.

## II. BACKGROUND

A. The Importance of PVOs to African Development. Economic growth in Africa today is stagnant. Population pressures combined with slow to negative growth has resulted in an absolute decrease in economic welfare. Between the mid-1960s and the mid-1980s, the average GNP growth rate for 21 low-income sub-Saharan states was a negative 0.1 percent; for all sub-Saharan states, it averaged only 1.0 percent. The causes of the problems are well-known, but not easily eliminated. Only an all-out mobilization of the resources of both the African nations and the international community can break the downward spiral into greater and greater poverty that faces Africa today.

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Many of the causes of Africa's problems can only be addressed by the African nations themselves. The economic policies being pursued need to be revised to allow for more local economic initiative and for more efficient allocation of scarce human and financial resources. Political decisions which result in resources being diverted to unproductive uses or channeled to a small minority of the population must be modified if sustainable economic growth is to be achieved and the contributions of the majority of the population are to be realized.

Resolution of many of the continent's problems will also require assistance from the international community. Technical and financial resources are needed to address the population explosion that eats away any economic gains; the low level of education and literacy that leaves a population unprepared for entry into any sort of modern labor force; excessively high morbidity and mortality that saps the strength of Africa's manpower; poor agricultural practices that leave the continent unable to feed itself, rob the soil of fertility, and destroy the natural resource base; and the international debt problem that wipes away today's gains to pay the excesses of the past.

There are also dimensions of Africa's economic problems that are beyond the ability of either the African nations or the international donor and lending community alone to resolve in the short run. The international market for African primary exports is generally a weak one, exceptionally sensitive to increases in supply that send prices to the floor. Likewise, the continent is highly susceptible to the full spectrum of natural disasters: drought, famine, invasion by pests, and floods. To say the least, the development agenda is long, requiring both commitment and resources to change what can be changed and mechanisms for alleviating that which cannot be prevented.

Fortunately, in addition to the will and drive of many African nations to overcome their problems, a large, diverse international donor community stands ready to assist where it can. Major international, largely multilateral, agencies support policy reforms, economic restructuring activities, and infrastructure and institution building projects throughout the continent. Bilateral donors support national government development efforts in a broad range of areas and through various channels; e.g., multi-donor consortia, government to government programs, regional assistance agencies. Public service organizations such as the Peace Corps, Volontaires du Progress, and Volunteers in Service Overseas have a long and successful track record placing international volunteers within African communities. U.N. agencies are also very active, focussing their efforts on overcoming specific technical constraints to sectoral development. Increasingly, these

government-based organizations are exploring ways to provide assistance not only to and through the public sector in recipient African countries but also to and through the private sector.

This has led to a growing interest in collaborating more with U.S. and indigenous private voluntary organizations (PVOs). Over the last 20 years, such organizations have substantially expanded their involvement in Africa. U.S. PVOs now place both human and financial resources in African communities to implement specific development projects and to provide relief and rehabilitation in times of disaster. They work across the technical spectrum. Furthermore, they play important roles in the institutional development of local non-governmental organizations (NGOs) to design and implement development efforts.

Best estimates indicate that, in 1984, a year of serious drought across much of the continent, over 120 U.S. PVOs managed programs valued at approximately \$460 million in sub-Saharan Africa. In addition, dozens of non-U.S. international PVOs were active and a number of local NGOs were organized. While much of this effort was focussed on famine relief activities, good harvests since 1985 in West Africa and growing expertise in all countries have led more and more international PVOs to broaden their scope to include attacking the causes of human suffering, not only treating the results. In many cases, PVOs have track records and experiences in grassroots development that cannot be replicated by the larger assistance providers.

African non-governmental organizations (NGOs) are also becoming more important to the social and economic development of African nations. The number of such organizations with programs has increased dramatically since the 1960s, and their influence in determining development directions has been substantial, especially at the community level. While most of these organizations are still institutionally nascent, they represent a bright spot of optimism for those who are committed to expanding opportunities for equitable economic growth on the African continent.

B. The A.I.D./PVO Relationship. A.I.D. and the U.S. PVO community have an historic relationship which has survived, and even flourished, as A.I.D. has undertaken various development initiatives over the years. From "trickle down" to "new directions", through emphasis on "private sector initiatives" and "policy reform", the partnership has steadily grown.

As PVOs have been strengthening their own capabilities to carry out development activities, foreign assistance legislation has placed increasing emphasis on A.I.D.'s cooperation with PVOs. The 1982 A.I.D. Policy Paper on Private and Voluntary Organizations stresses the point that A.I.D.'s partnership with

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PVOs has two major dimensions: A.I.D. deals with PVOs both as intermediaries and as independent entities in their own right. The proposed project will seek to implement and improve the second dimension of this partnership.

Both A.I.D. and the U.S. PVO community agree that a viable and constructive partnership can be maintained, despite the fact that institutional priorities and goals may not always be the same. PVO and A.I.D. objectives and programmatic interests will not always coincide, nor should they. PVOs are accountable to their private contributors and to their beneficiaries; A.I.D. is accountable to Congress and the American public. However, as PVOs move toward establishing more development-oriented programs in Africa and to fostering the growth of local NGOs which can further extend the impact of U.S. contributions, A.I.D. and the PVO community are increasingly interested in pursuing common interests on the Continent. Better collaboration in that pursuit can only enhance the benefits of mutual efforts.

C. The Africa Bureau/PVO Task Force and the DFA. In December 1987, as part of the FY 1988 Continuing Resolution which appropriated funds for foreign assistance programs, the United States Congress established the special Development Fund for Africa (DFA). In doing so, it challenged A.I.D. to consult with private voluntary organizations, African and other organizations with a local perspective on African development. Also, when consistent with the objectives of the DFA, A.I.D. is encouraged to provide assistance through African, United States and other private and voluntary organizations which have demonstrated effectiveness in the promotion of local grassroots development-oriented activities.

Fundamentally, this has translated into a mandate for the Africa Bureau of A.I.D. to: (1) develop a consultative process with both U.S. and African PVO/NGOs; (2) assess the current mechanisms for development collaboration with PVOs/NGOs in Africa; (3) explore new and test existing approaches to achieve more effective development interventions; and, (4) work towards building the capacity of local African private voluntary groups and institutions so that they, too, can promote long-term development efforts on a sustained basis.

As a result of initial meetings between representatives of the Africa Bureau and the PVO community in early 1988, the AFR/PVO Task Force was created. InterAction, an organization representing some 120 U.S. PVOs, was asked to coordinate the PVO participation in the Task Force. The Task Force had its first organizational meeting on March 17, 1988. At that meeting, which was largely informational in nature, it was decided that working groups would be tasked with exploring selected issues related to the PVO/A.I.D. partnership in more detail.

Over the period April-July 1988, these working groups sought to identify and define opportunities for expanding the partnership. Their work resulted in a series of recommendations, related both to the means and the ends of the partnership, which were subsequently presented by the PVO community to A.I.D. These recommendations are being incorporated into an Africa Bureau Strategy for strengthening the PVO/A.I.D. partnership currently being drafted. It is also as a direct result of the work of the Task Force that this project is being proposed.

### III. PROJECT DESCRIPTION

A. Rationale. As noted above, both all out mobilization of local resources and continued external development assistance are crucial to the successful resolution of many of Africa's development problems. Further, it is clearly recognized that an expanded role for the private sector is an essential component in all development initiatives. While the U.S. role in providing assistance to Africa is modest, it will continue to be looked upon to provide much of the critically needed technical and financial resources required to face the myriad development challenges facing African nations. The effectiveness of the U.S. PVO community and local development-oriented NGOs in Africa is, therefore, of importance to A.I.D. as well as to African villages and people if productive development projects are to result in widely dispersed benefits.

However, before the private sector's potential can be fully tapped, a number of obstacles need to be addressed. Perhaps the most glaring of these is the limited information PVO's, NGO's and A.I.D. have about each other's activities, organizational capabilities, and pressures that affect the way they operate. PVOs suggest that A.I.D. missions frequently underestimate the PVOs' capabilities because of inadequate information. African NGOs are sensitive to the fact that A.I.D. missions are sometimes unaware of the scope and nature of their programs. U.S. PVOs and African NGOs in turn are frequently unfamiliar with USAID country development strategies and therefore fail to present project proposals with objectives that harmonize with a particular Mission's strategy. The lack of communication about one another's programs has not only strained the A.I.D./PVO/NGO relationships, but also has made joint efforts in project design and implementation more difficult.

This inadequate exchange between PVOs, NGOs, and A.I.D. is in part due to a disparity of resources. Widely differing capacity and scope of activities are other factors which have also hindered the establishment of open and balanced

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partnerships. The relative poverty of NGOs and their lack of management and technical expertise puts them on unequal footing with U.S. PVOs, especially larger ones, and A.I.D. Under such circumstances it is difficult for solid, mutually beneficial relationships to develop. Compounding this problem are structural differences among PVOs, NGOs and A.I.D. which limit the overlap of organizational objectives. All three groups are responsible to diverse constituencies, with demands and objectives that often conflict with those of other organizations.

In order to address these tensions and enhance the PVO/NGO/A.I.D. relationship, a set of activities is required which will not only address the need for better communication and increased collaboration, but will also put the three participants on more equal footing by strengthening African NGOs.

B. Alternative Strategies. Three basic strategies were considered for strengthening the PVO/NGO/A.I.D. relationship: (i) earmarking mission budgets for PVO and NGO activities, (ii) establishing a Washington based PVO umbrella project which would provide grants for developing PVO/NGO partnerships as well as technical assistance in capacity-building activities, and (iii) enhancing the collaborative mechanism between PVOs, NGOs and A.I.D. in given countries through workshops, studies, NGO training and the sharing of information at several levels--stopping short of financing development efforts themselves. The latter strategy has been adopted as the most effective approach for achieving the project's purpose.

The strategy of earmarking mission budgets from AID/W for PVO and NGO activities limits programming flexibility and makes difficult the efficient use of resources, in general. With respect to fostering greater collaboration, this strategy would only "foster" existing tensions based on misperceptions. It would do nothing to correct those misperceptions. Simply stated, providing funds for increased PVO/NGO activities will not get at many of the more deeply rooted causes of the weak linkages between the three groups adumbrated above. The need is for a set of activities that will qualitatively improve the relationship between the three groups and not just increase the level of activity.

The idea of a Washington-based PVO umbrella project was also judged inappropriate for several reasons. Among the most important is the lack of emphasis it places on addressing field level concerns and objectives. To truly extend the reach of both A.I.D. and the PVOs to the grassroots level, and to increase NGO capabilities, increased dialogue and collaboration leading to grassroots institution strengthening has to occur between PVOs, A.I.D. and NGOs. Simply channeling funds to the latter group under a PVO umbrella project will not suffice.

The best response to strengthening the PVO, NGO, and A.I.D. relationship is a set of activities which, taken together would lead to qualitative improvements in the relationship between development partners. Such activities would increase communication, foster new approaches to partnership, and lead to better understanding of the factors which need to be addressed so that PVO/NGO activities are more effective and more sustainable. Specific activities might include workshops and consultations to promote face-to-face discussion of cross cutting issues and sector strategies at both the field level and in Washington; studies and evaluations of PVO and NGO projects; newsletters to facilitate an exchange of information; NGO management training; financing for innovative approaches to collaborative ventures.

C. Detailed Project Description. In developing the most appropriate strategy for achieving the above described objective, project activities were grouped into around themes (or project components) that focus on the most critical linkages and needs. They are: (1) improving the collaborative mechanisms through which A.I.D., PVOs and NGOs, design and implement development activities in Africa; (2) fostering the growth of U.S. PVOs and African NGOs partnerships by strengthening communications and collaboration through various networking mechanisms and consultations; and (3) strengthening African NGOs.

1. Improving PVO/NGO/A.I.D. Collaborative Mechanisms. As the DFA legislation has emphasized, achieving an effective response to the development challenges in Africa requires that A.I.D. maintain an ongoing dialogue with U.S. PVOs and African PVOs. Under the rubric of improving PVO/NGO/A.I.D. collaborative mechanisms in the field as well as in Washington, three sets of activities will be implemented under this component. The first activity will involve coordination of the Africa Bureau/PVO Task Force. The second will focus on PVO/NGO/A.I.D. consultations in priority countries. Thirdly, studies, evaluations, and database development activities will be financed to increase understanding of PVO/NGO experiences. Approximately \$452,000 has been budgeted for this component.

a. Task Force Coordination. The Africa Bureau/PVO Task Force had its first meeting in March 1988. Members of A.I.D.'s Africa Bureau and representatives of approximately 16 PVOs attended. The Task Force has been instrumental in the development of the Africa Bureau's PVO Strategy Paper. In the coming year, Task Force meetings and workshops will be held to focus on sector strategies, and the implementation of the approved PVO Strategy. More specifically, workshops attended by PVO representatives will be

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organized to promote learning from, and analysis of, case studies of activities in specific sectors. Conferences may also be held to discuss cross-cutting issues such as community participation and human resource development. Finally, the Task Force will be involved in the selection of priority countries for PVO/A.I.D. collaboration activities in the field.

Task Force activities will also encompass the meetings of two other PVO groupings to address issues related to cooperative development and food-assisted development projects. There are currently six cooperative development organizations active in Africa who would like to better collaborate to further the dialogue on their agenda.

A second grouping will meet to continue the collaborative dialogue with the Food Aid Coalition on generating African food-assisted development projects. The Africa Bureau has already begun discussions with PVOs regarding food aid as it relates to NRMS and child survival projects. As a sequel, meetings will be held on the role of food aid in small/microenterprise and basic education projects. A small amount of funding might be available for case studies of existing food-assisted projects. Discussions of such studies could serve as the focus for future meetings and an expansion of this important agenda.

b. PVO/NGO/A.I.D. Consultation in Focus Countries. While the project has a strong field orientation, given the limited resources, field activities will focus on just two or three priority countries. Project designers believe that the experiences in these countries will serve as models for replication. The project's strategy for strengthening local PVO/NGO/A.I.D. relationships is to organize a series of collaborative meetings of PVO, NGO and A.I.D. representatives to examine ways of enhancing mutual involvement in the planning and implementation of development assistance. The meetings will also provide a forum for discussions of the PVO and NGO experiences in specific sectors. An expected outcome of this activity will be a jointly developed strategy for enhancing the PVO and NGO communities' involvement in programming and implementing development assistance. To establish the agenda for these meetings and to ensure their relevance in each country, the Project will survey PVOs, NGOs and missions active in the country to develop an "issues oriented" agenda of special interest to each group.

In selecting focus countries, A.I.D. will seek environments that are conducive to developing a close rapport between PVOs, NGOs and the particular A.I.D. Mission. Priority countries, therefore, will be selected based on the following criteria:  
(1) level and type of PVO activity and demonstrated interest,  
(2) demonstrated interest of the A.I.D. Mission in working with

PVO/NGOs that is reflected in the Mission's budget or planning documents, (3) presence of an active NGO community, and (4) expressed need for this type of activity by either the PVO, NGO, or A.I.D. community.

c. Database Development. In an effort to develop a more comprehensive understanding of the types of PVOs registered with A.I.D. and their scope of activities, the possibility of establishing PVO databases within Africa Bureau will be explored. Because some PVO databases already exist (FVA/PVC, UNDP, World Bank), the project team will need to determine first what their content and ease of access are, and then determine whether or not an additional database needs to be developed for use by the PVO community and by the Bureau in analysis and reporting. Initial investigation has revealed, for example, that the existing FVA/PVC database may not contain sufficient project specific information. Neither does it list information on PVO activities that are funded directly by A.I.D. missions. Even more problematic is the fact that the FVA/PVC database is not currently DOS compatible and therefore requires a special computer not normally available in A.I.D. offices. The project team will assess the advantages and feasibility of building on FVA/PVC and other donor data bases.

A second database to be developed under this component is a roster of consultants with expertise in working with PVOs and NGOs. The Africa Bureau receives frequent inquiries from PVOs, A.I.D. Missions, and other donors seeking consultants to perform evaluations, assist in design, or provide technical assistance in implementation to a specific PVO or NGO. There is currently no organized listing of such consultants, and finding the appropriate consultant can cause significant delays. With an absolute minimum of resources, such a database could be easily developed and maintained.

d. Studies and Evaluations. Finally, a study will be financed to survey and evaluate A.I.D. registration of private voluntary and non-governmental organizations. This study is in response to concerns raised about stringent registration requirements which impede many African NGOs from becoming registered with A.I.D.

2. PVO/NGO Partnership Strengthening. Indigenous NGOs frequently experience a shortage of funds and other resources necessary to operate efficiently and provide the full services needed by their beneficiaries. Part of this is due to a lack of staff experience in fund-raising and inadequate knowledge of, or contacts with, external donors that have the resources to provide support. African NGOs may also have inadequate administrative capabilities, especially in the areas of financial management and analysis. Lack of technical capabilities in particular specialities also hinder project conceptualization and design or cause delays in

implementation. At the same time, because of their intimate knowledge of the local community and the country's needs, the NGOs offer an excellent vehicle through which to achieve development results.

Many U.S. PVOs have the experience and capability to assist African NGOs grow to become strong, local development institutions. At the same time U.S. PVOs benefit from the opportunity to expand their own operations through a mutually beneficial working relationship. This Project component seeks to promote that partnering by undertaking the following activities:

a. PVO/NGO Workshops. The Project will organize workshops in Africa in which U.S. PVOs and African partner NGOs can come together to discuss their programs and capabilities and identify areas of mutual interest. Possible topics for discussion include the role of NGOs and PVOs in famine early warning systems, improving A.I.D./PVO/NGO communications, improving management and funding-raising skills, scaling up of pilot efforts, project monitoring and evaluation, and coordination with other donors. In addition to enhancing skills, the workshops will serve as a basis for determining what kind of "fit" exists between the PVO-NGO communities and offer opportunities to explore expanded partnership programs.

b. Partnership Initiatives Fund (PIF). Although many PVOs and NGOs are interested in developing new partnerships, their lack of exploratory capital frequently prevents them from doing so. In order to address this constraint a Partnership Initiatives Fund will be established to provide small grants (initially estimated at \$10,000 - \$30,000) to individual PVOs and NGOs to develop and/or test partnership ideas and to engage in staff exchanges. The Fund will be managed by the AID/W project committee (AFR/DP, AFR/PD, GC/AFR and, possibly, AFR/TR or AFR/MDI membership) which will periodically review requests and evaluate their eligibility for funding. Criteria to be applied in the review and selection process will be refined in the early stages of project implementation through discussion with PVOs and NGOs but are likely to include: extent to which the proposal is to be implemented in a project focus country, contribution to achievement of the objectives of the DFA Action Plan and the sectoral emphases of the Bureau, the interest of the U.S. PVO partner in managing the funds, and the prospects that the grant activity will lead to a sustainable partnership or a more effective NGO. The project committee will organize the review and approval of proposals on a biannual basis for the first two years of the project. Grants will be made on the basis of individual PIO/Ts for the most part, although it may be administratively simpler in some cases simply to add funds to ongoing grants or cooperative agreements already in effect. Actual grants will be subject to wider Bureau review and approval through regular PIC/T clearance procedures.

c. Studies and Evaluations. To facilitate the development of effective PVO/NGO partnerships, two studies will be undertaken. The first will involve a desk and field study to evaluate the effectiveness of PVO umbrella programs. This study will look at experience both within and outside the Africa Bureau to gain insights into factors which make some umbrella mechanisms work and cause others to fail. Because these factors are so many and so broad, only a comprehensive compilation of experience will help detect trends and similarities. The second will look at the effectiveness of Title II Food Aid programs. The study will look at ways to make this type of aid more developmental and less relief oriented, and how to structure these programs so as to encourage greater PVO interest in acting as implementing agents.

Finally, to facilitate an exchange of information among PVOs and NGOs, a newsletter will be published and disseminated. After surveying existing newsletters, an appropriate newsletter(s) that fills existing information gaps and serves as a vehicle for sharing development experiences in Africa needs to be developed.

Implementation of the above activities will require approximately \$645,000 of A.I.D. grant funds and counterpart of approximately \$80,000 to be provided pursuant to the Partnership Initiatives Fund.

3. NGO Strengthening Activities. As described above, NGOs have an urgent need for skills building support as well as better linkages into the management knowledge of the international PVO community. In order to strengthen NGOs in these areas, workshops will be held on designing effective financial and accounting systems, generating proposals, and monitoring programs. One or two workshops will also be organized to discuss strategies for local fund raising and income-generating activities. Preparation for the workshops will require at least one trip to the field to assess the NGO communities' needs in an individual country. Based on information collected, workshops and training will be structured to address weak points in NGOs. Development of these workshops will benefit from the participation of NGOs, PVOs which have worked extensively with Africa NGOs, as well as A.I.D.

To help develop a better understanding of NGOs' strengths and weaknesses, a small amount of funding will be made available to African researchers to evaluate NGO experiences in specific countries and sectors. Finally, since A.I.D. is not the only donor involved in support of African NGOs, a separate activity will finance meetings with other donors to coordinate and make most effective use of collective donor resources. A small amount of educational materials will also be purchased. An estimated \$389,000 will be provided for NGO Strengthening.

IV. COST ESTIMATES AND FINANCIAL PLAN

A.I.D. will provide \$2.1 million in DFA grant funds over a three year period. Participating PVOs and NGOs will contribute approximately \$80,000 in counterpart to the Initiatives Fund. A.I.D. LOP cost estimates are as follows:

A.	AID-PVO-NGO Collaboration Component	\$452,350
1.	Task Force Activities	(2,750)
2.	Seminars	(300,000)
3.	Database Development	(132,500)
4.	Study	(17,100)
B.	PVO/NGO Partnership Component	\$644,950
1.	Communications	(45,700)
2.	Studies	(149,000)
3.	PVO-NGO Consultations	(135,000)
4.	Partnership Initiatives Fund	(315,250)
C.	NGO Strengthening Component	\$389,000
1.	Training Workshops	(310,000)
2.	Donor Coordination	(10,000)
3.	Research	(39,000)
4.	Materials	(30,000)
D.	Other	
1.	Project Team	\$482,000
2.	Evaluation	\$30,000
3.	Contingencies	<u>\$101,700</u>
	<b>TOTAL</b>	<b>\$2,100,000</b>

The contract for the project will provide two long term PVO specialists, shown in the budget as "Project Team". The project will also finance more than 20 person months of short-term technical assistance to carry out a number of studies, reports and database development activities.

The PVO contribution of \$80,000 will finance activities related to the Partnership Initiatives Fund. Other PVO and NGO contributions will be elicited in preparation of workshops, carrying out studies, etc.

Expenditures by Project Year are estimated as follows:

	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>
AID-PVO Collaboration	127,250	187,550	137,550
PVO-NGO Partnership	251,150	320,250	73,550
NGO Strengthening	83,000	178,000	128,000
Project Team	153,000	160,700	168,300
Evaluation	-	-	30,000
Contingencies	<u>20,000</u>	<u>31,700</u>	<u>50,000</u>
TOTAL	\$634,400	878,200	587,400

Detailed cost estimates are provided in Annex B.

## V. IMPLEMENTATION

A. Project Management. Day-to-day administration of project activities will be under the direction, supervision, and management of AFR/DP/PPE. AFR/DP/PPE's Donor Coordination Officer will also assume responsibility for the PVO Liaison function and will fulfill the obligations of the A.I.D. Project Manager. As such, the Project Manager will be responsible for the timely management of project inputs (technical assistance and related activities) as well as monitoring output progress. He will prepare semi-annual project implementation reports (PIRs) for review. A Project Committee composed of representatives from AFR/PD, geographic desks, AFR/TR, and AFR/MDI will follow output progress towards achievement of the Project purpose. The Project Committee will also be convened as necessary to provide project guidance and to assist in the management of the Partnership Initiatives Fund.

Long term technical assistance will be vital to the accomplishment of the project's objectives. Two PVO specialists -- the Project Team -- will play a key role in initiating, implementing, and following up on project activities. The Project Team will carry out a wide range of functions, including coordination with the Task Force, identification and organization of AID/PVO meetings/seminars and PVO/NGO workshops, identification of short-term technical assistance needs, and the procedural activities related to the Partnership Initiatives Fund. To carry out these responsibilities, several trips to various African sites and coordination with USAID Missions will be required. The Project Team will also be responsible for investigating and recommending the most appropriate avenue for developing PVO/NGO databases and for day-to-day oversight of the various studies that will be undertaken.

The Project Team will assist in monitoring project activities, defining the terms of reference for short-term technical assistance, processing short-term TA documentation, maintaining financial records, and investigation of existing database resources on PVOs/NGOs. The Project Team will operate over the three year LOP period. (Scopes of work for the two members of the Project Team are provided in Annex D.)

B. Contracting and Procurement. The PVO project will be implemented with the assistance of a private for-profit firm contracted through the Small Business Administration 8(a) program. Small and minority business firms have been screened to identify those with appropriate capability and experience in the area of program administration and support, development of PVO activities in Africa and familiarity with A.I.D. operations. Those firms who have demonstrated capacity in these areas were invited to further discuss their possible interest in providing the project team to carry out the project. A final selection among the interested 8(a) firms will be made by a Project design Committee comprised of representatives of AFR/DP and AFR/PD and is in process. Once the firm has been selected by Africa Bureau, a PIO/T will be sent to the contracting office for negotiation of a non-competitive award through the SBA.

It is anticipated that the Project Team will occupy A.I.D. office space and receive A.I.D. logistical support, although all short-term technical assistance will be managed through the headquarters and/or branch offices of the contracting 8(a) firm. A written justification for long-term technical assistance services performed on A.I.D. premises must be approved by the Director of M/SER/MO. A memo to this effect is included as Annex E.

Upon the written request of the AFR/DP project manager, which request will include a short scope of work for the requested activity, the contractor will provide short term technical assistance needed to accomplish the objectives of this project as outlined in this PP.

The process of selecting and approving proposals from PVOs and NGOs requesting financing under the Partnership Initiatives Fund will be under the direct control of the AFR/DP Project Manager. Proposals approved for funding by the Project Committee (as discussed in the Detailed Project Description above) will be treated as unsolicited proposals submitted to the Africa Bureau, with the exception that such proposals will be reviewed on a biannual basis rather than at the time of individual submission. PIF funds will be obligated through an appropriate grant mechanism; a PIO/T will be executed for each grant and will specify the scope of work for the individual activity. Each PIO/T will be appropriately cleared within the Africa Bureau.

Payment Verification Process: Although the prime contract will be between A.I.D. and the SBA, the SBA permits direct negotiations by A.I.D. with the 8(a) firm as well as direct payment. The payment process for all activities except the Partnership Initiatives Fund and the evaluation, therefore, will be direct payments by A.I.D. to the 8(a) firm.

C. Implementation Schedule. The following implementation schedule notes start-up dates for major project activities.

June, 1989

- Project Authorized.

July, 1989

- PIO/T submitted to SER/OP/OS/AFR.
- A.I.D. PVO Strategy Paper Reviewed.

August 1989

- Database Development Studies; feasibility/utility for A.I.D./PVOs.
- Materials for NGO Management; EIL Francophone materials generated.
- PVO/NGO Needs Identification; survey of PVOs, NGOs and A.I.D. Missions.
- A.I.D. PVO Strategy Paper Published and Disseminated.
- Partnership Initiatives Fund criteria established.
- PVO Umbrella Project Effectiveness Desk Study.
- Contract executed with 8-A firm.

September, 1989

- The Senior PVO Specialist on Board; selection of the second member of the Project Team underway.
- Communication Database Development Feasibility study; inventory of directories and newsletters.

October, 1989

- PVO Umbrella Project Effectiveness Seminar.
- Detailed design for database development.
- Partnership Initiatives Fund; mechanism for management established.
- Materials for NGO Management distributed.
- AID/PVO/NGO Consultations in one Focus Country.
- Training Workshop for African NGOs on management or other identified topic.

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November, 1989

- Food Aid Effectiveness: desk study.
- Database implementation.
- Partnership Initiatives Fund implementation.
- Communication Database: detailed workplan.
- PVO/NGO Consultant Roster developed.
- PVO/NGO Impact Report.

December, 1989

- African Sub-regional Seminar/Discussion on Role of NGOs and PVOs in Early Warning/Disaster Monitoring.

January, 1990

- PVO Umbrella Project Effectiveness Field Studies.

March, 1990

- African Subregional Meetings of NGOs and PVOs on Structural Adjustment.
- Collaborative Action Research by African researchers.

May, 1990

- African Training Workshop on Scaling-up and Replications.
- PVO Food Aid Effectiveness Field Studies.

June, 1990

- African Training Workshop on Monitoring and Evaluation.

July, 1990

- First Informal Evaluation of Partnership Initiatives Fund.
- PVO Umbrella Project Effectiveness Study: dissemination of results.

August, 1990 - July, 1991

- African Subregional Meetings.
- Study of PVO/NGO Registration.
- AID/PVO/NGO Consultation undertaken in second and third focus countries.
- NGO Training Workshop on relevant management issues.

August, 1991 - June, 1992

- Two NGO Training Workshops.

May, 1992

- Project Evaluation.

D. Monitoring and Evaluation. Project implementation will be monitored in several ways. Day-to-day activities will be directly monitored by the AFR/DP/PPE Project Manager and the Chief of AFR/DP/PPE. These persons will be responsible for overall coordination and ensuring that activities progress according to the implementation schedule and within a reasonable time framework.

The senior member of the Project Team will have responsibility for ensuring that the progress on studies, training activities, short term TA, and other project outputs is satisfactory and for reporting on the progress of the work to the Project Manager and the Project Committee. The contractor will have responsibility for making sure that financial records are complete and timely.

The second level of project monitoring will be provided by the Africa Bureau Project Committee. This project committee will help to ensure that all activities relating to the project are carried out according to A.I.D. policy and regulations and follow the approved project design.

An external project evaluation will be carried out during the final months of the Project. This evaluation will focus on the effectiveness of the Project in achieving its objectives, the Project's impact, and the sustainability of Project activities after Project completion versus the need for a follow-on activity.

## VI. PROJECT SPECIFIC ANALYSES

### A. Technical Feasibility.

1. Summary. In order to achieve a more efficient mobilization and implementation of international and domestic development resources in sub-Saharan Africa, closer collaboration between international PVOs, African NGOs and A.I.D. is both desirable and required. While A.I.D. and PVOs have a long established relationship, further strengthening of this rapport is needed to bring about a more comprehensive attack on the myriad constraints inhibiting broad-based growth in African countries. Similarly, the budding partnerships between international PVOs and African NGOs must be expanded in order to construct a shared vision of the development process and increase the efficacy of both types of organizations. Finally, the technical and managerial capacity of African NGOs needs to be strengthened to mobilize African resources in sustained support of African development.

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2. Technical Constraints. The three primary constraints to strengthening the PVO/NGO/A.I.D. relationship are: 1) a weak relationship between PVOs and NGOs, 2) limited PVO exploratory capital for developing and assessing possible PVO/NGO partnerships, and 3) an A.I.D. Mission perception that USAID funded PVO projects strain management resources.

a. Weak PVO/NGO Relationship. The weak relationship characterizing the rapport between many U.S. PVOs and African NGOs is commonly attributed to the weak technical and management capacity of African NGOs, a perceived rivalry between U.S. PVOs and local NGOs, and an inadequate fit between PVOs and NGOs. African NGOs generally recognize their limited managerial and technical capacity and attribute it to their relative newness, and their lack of funds with which to undertake internal institution building activities. It is also undoubtedly reflective of the general economic situation in poor nations. African NGOs also lay some responsibility upon international PVOs for not having focused sufficiently on the long term goal of NGO development and autonomy. With regard to the perceived rivalry, NGOs often feel they are more committed to the long term interests of a country and the question of sustainability than outside PVOs.

Although these issues are sizeable, they are not insurmountable. Nor should they prevent the Project from achieving its objectives because it is exactly these issues that the project seeks to solve. NGO deficiencies in managerial and technical capacity will be addressed directly. With respect to the perceived rivalry and lack of fit between U.S. PVOs and African NGOs, workshops, newsletters, and the strengthening of national collaboration mechanisms are planned to provide an opportunity for U.S. PVOs and African NGOs to identify commonalities where collaboration would be mutually beneficial.

b. Limited Exploratory Capital. Although some PVOs have been actively working with NGOs and have successfully established joint ventures, not much is known about PVO/NGO partnerships. One of the obstacles barring more partnerships from being developed appears to be the PVO's lack of exploratory capital for undertaking feasibility studies of potential PVO/NGO partnerships. Frequently many of the most successful PVOs have operating expense budgets that are less than 10 percent of the organization's entire budget. This lack of operational funds significantly limits the PVOs' ability to explore new areas of activity and tends to make the local organization highly risk averse. In order to address this constraint and encourage the formation of more partnerships, the Partnership Initiatives Fund will finance feasibility studies to develop and/or test PVO/NGO partnership ideas.

c. Mission Perception of PVOs. A third obstacle that will have to be hurdled before the Project can fully achieve its objectives is a perception by some A.I.D. Missions that working with PVOs creates a management burden. Although this has proven true in some instances, a large number of extremely competent PVOs have been successfully and independently managing A.I.D. funded projects and sectoral programs for years. The perception that PVO projects necessarily create a management burden is likely to be at least partially dispelled by the undertaking and dissemination of studies and evaluations of PVO activities and their impact. Realistically, it should be acknowledged that while the Project can begin to chip away at these misperceptions and biases, the process will require time and the commitment of resources.

3. Recommendations. In order to effectively address the constraints described above, it is recommended that: (a) all activities under component one and two incorporate both African and U.S. international organizations, and (b) the financial management and fund raising needs of African NGOs be addressed by the Project, at least on an initial basis.

## B. Economic Analysis

1. Methodology. The PVO Initiatives Project does not fall within the context of a traditional investment Project as the benefits of the project are, for the most part, not quantifiable. Outputs primarily derive from the strengthening of institutional relationships between A.I.D., PVOs and NGOs, increasing the flow of information between these organizations and improving institutional capacities - particularly those of participating African NGOs. While direct costs to the project are generally quantifiable, the economic benefits are largely qualitative in nature, affecting numerous private organizations in both Africa and the U.S. whose programs cover all sectors addressed in development assistance. The beneficiary incidence itself, in terms of the tens of thousands of Africans who benefit from the combined programs of U.S. PVOs, African NGOs, and A.I.D., is also clearly not quantifiable.

2. Demand. With a demand for development assistance in Africa that outstrips resources available, the benefits of a more efficient allocation and delivery of existing resources is evident. This project addresses the need to provide a better understanding of the ways and degree to which three development resource providers, i.e. A.I.D., U.S. PVOs and African NGOs, can work together more effectively in areas of development where they share interests.

3. Least Cost Solution. Although the Project does not lend itself to the traditional cost-benefit analysis, an examination of the least cost alternative is appropriate.

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Three strategies were considered: (1) earmarking mission budgets for PVO and NGO activities; (2) utilizing an umbrella PVO project design; and (3) direct Africa Bureau management of PVO and NGO support activities supplemented by long-term technical assistance.

While the use of A.I.D. Mission budgets for discrete PVO or NGO activities offered a comparatively low cost approach, such a design would result in fragmented country programs inconsistent with the Project's global purpose of strengthening the AID/PVO/NGO relationship. To supplement the budgets of even a significant number of A.I.D. Missions would be far more costly than developing a replicable model set of activities. A regional project incorporating a mission buy-in mechanism could also be a possible approach. Not only would the demands on Africa Bureau personnel be excessive, but ad hoc Mission initiatives of country level activities with PVOs or indigenous non-governmental organizations would severely limit the pool of PVOs and NGOs involved in Project activities, the opportunities for partnerships and the exchange of information.

The use of umbrella PVOs has been used successfully in managing discrete PVO and NGO sub-projects in a number of USAID programs worldwide. It is a design concept that theoretically could have been applied to the PVO Initiatives Project; however, the costs would have been extremely high and probably prohibitive. Given total technical assistance requirements to be provided under this project (approximately 102 person months of long-term TA plus 20 pm of short-term TA), the amount of salary and overhead expenses incurred by a U.S. PVO in carrying out the Project could reasonably be expected to double present TA costs and require half the LOP Project total. With barely \$1 million available for workshops, seminars, research and field studies, travel and the Partnership Initiatives Fund, the feasibility of this Project would be doubtful under this scenario.

The third alternative employs existing AFR/DP expertise and allows direct management of Project activities by the Africa Bureau PVO Liaison Officer. Supplementing AFR/DP project implementation capability with two long-term specialists (by contract with an 8a firm) who will be located in AFR/DP offices and receive limited A.I.D. logistical support, offers a low cost alternative to an umbrella PVO program. Overhead costs are minimized, but at the same time a high degree of Project oversight and coordination of activities is retained, and a larger proportion of project funds can be devoted to activities that foster A.I.D./NGO/PVO dialogue and interaction. This design was selected as the least costly solution to achieving the Project purpose.

## C. Social Soundness Analysis

1. Socio-cultural Context. The project seeks to improve the environment in which A.I.D., the U.S. PVO community and indigenous African NGOs work and relate to one another in providing development assistance for mutually agreed upon programs in Africa. Gaps of information as well as misinformation about the operations, capabilities and programs of each of these organizations has hindered the development of fully productive relationships. Through a variety of approaches, the Project will develop a more positive setting for collaboration, including a heightened awareness of each other's strategies, resources and programs; increased opportunities for interaction; collection and sharing of a wide range of information pertinent to PVO and NGO operations; and a fund through which PVOs and NGOs can explore possible partnership relationships.

2. Beneficiaries. All three groups of participants (i.e., U.S. PVOs, African NGOs and A.I.D.) will benefit directly from this Project. The participating U.S. PVOs, most of whom have a demonstrated institutional capacity in planning and implementing development projects in Africa (or other LDCs) will benefit primarily in expanding their working relationships with NGOs, which ultimately should result in increasing the scope of their own target groups through new organizational partnerships. While some U.S. PVOs are familiar with A.I.D. and its programs, and are also well known to A.I.D., others are not. These will profit most from the Project by gaining knowledge of A.I.D.'s development activities and familiarizing A.I.D. with their own operations.

The African NGOs stand, perhaps, to gain the most from the PVO Initiatives Project. Typically underfunded, with few local resources, limited technical expertise and inadequate administrative capabilities, indigenous NGOs can benefit from all assistance types that will be available. Through partnership relationships with the U.S. PVOs, they will have access to managerial and technical expertise and a possible source - or ally - for identification of new financial backers. The Project will also promote increased communication with the Missions, and the possible source of USAID assistance. Finally, the NGOs will benefit directly from participation in various workshops and seminars that will help their personnel to upgrade a range of administrative and technical skills.

The ultimate beneficiaries of this Project are the peoples of Africa who have contact now (or will in the future) with development oriented PVOs, NGOs, and A.I.D. Missions. This point should not be lost, for it is ultimately the people and communities of Africa who will judge whether this Project has succeeded in improving the quality and quantity of development assistance activities in Africa, from the African perspective.

They will judge by participating in economic and socially advantageous activities; by providing resources to strong indigenous private organizations whose development mandate they share; and by dedicating professional and volunteer time to such organizations. Ultimately other African beneficiaries will judge success or failure by their own well being.

3. Feasibility: This project has been designed as the result of considerable collaboration and discussion with the PVO community. Several working groups formed as part of the Task Force operation have produced many of the recommendations upon which Project partnership activities have been designed. While African NGOs have not participated in the Project design as much, A.I.D. and the PVO community have benefitted from recent interaction which has been fed into the project design. Most importantly, however, is that collaborative activities have been incorporated into the Project to ensure that specific NGO needs are addressed and consensus reached on partnership activities.

There are no identifiable negative social or cultural consequences from the PVO Initiatives Project. The project is seen as a positive force in helping U.S. PVOs and African NGOs to strengthen their capacity to carry out development activities in Africa, thereby improving economic well-being among African population.

D. Institutional Feasibility Analysis.

1. PVO Institutional Analysis.

a. Mandate and Policy Orientation. The mandate of most PVOs requires them to respond directly to the needs of the poor by providing essential services to disadvantaged sections of society. This frequently translates into the delivery of humanitarian and relief assistance, which in turn provides the justification for most PVO activities, irrespective of the actual impact of such services. This approach to development concerns African NGOs and A.I.D. which jointly criticize PVOs for their emphasis on short term objectives and immediate impact. They contend that PVOs ought to take a broader view of development if they are genuinely interested in helping the poor on a sustainable basis.

Many PVOs have taken heed of these criticisms and acknowledge their need to consider longer term solutions. Several are in the process of creating comprehensive development strategies. As PVOs push to expand their role in the area of development policy and programming, they will need to develop specialized capabilities to analyze and define their positions on relevant policy issues. The development of capabilities to capture and monitor information on their experiences will be equally important. Both of these activities will demand a significant commitment of financial and staff resources.

A second important characteristic of many international PVOs is their commitment to "bottom-up" development. In accordance with this philosophy, PVOs are now being asked to recognize the evolution of the African NGO community and to encourage their increased involvement in the development process. As stated in a recent study assessing the changing environment in which PVOs function:

"PVOs are being told that their continued legitimate involvement in Third World development depends on reorienting themselves to a focus on developing indigenous PVOs, helping to strengthen the indigenous PVO sector and assuming new functions as global partners in policy dialogue and development education. Those that choose to confront the challenges ahead are likely to emerge from the 1990s as fundamentally different organizations than they are today. Those that do not confront the challenge may not emerge at all".

PVOs have generally responded favorably to the "North-South" challenge but hasten to note that the process of developing partnerships and transferring responsibilities is a complicated one; one which should not be pushed too rapidly. They cite the limited absorptive capacity of African NGOs as one of the major stumbling blocks. On the other hand, if PVOs are serious about enhancing the autonomy of NGOs, they need to plan for this eventuality early in the development of partnerships. This may mean scaling back programs so that NGOs have a reasonable chance of taking over principal financial responsibilities. The PVO Initiatives Project will help PVOs address issues surrounding future shifts in responsibilities by organizing workshops in which U.S. PVOs and African NGOs can assess their own and each other's organizational skills and role in development.

b. Capacity Gap. Many of the successful U.S. PVOs have operating expense budgets that are less than 10% of the organization's total budget. Staff resources are, therefore, extremely strained. This can sometimes serve to perpetuate the weakness of PVOs in designing, implementing, and reviewing their activities, and prevent them from undertaking feasibility studies of potential PVO/NGO partnerships. The lack of operating expense funds raises some concern with respect to the current Project since insufficient staff resources could conceivably prevent some PVOs from fully participating in partnership strengthening activities. The Project addresses this constraint by providing a Project team to coordinate workshops, consultations, and communication vehicles such as newsletters.

However, as regards the problem of PVOs having insufficient staff to send representatives to meetings, the Project cannot, nor would it ever seek to provide PVOs with funds to increase their staff resources to address such an issue. It is

important that PVOs feel a sense of ownership in Project activities. This will not occur if PVO participation is completely subsidized. Therefore, one of the criteria for selecting focus countries, will include the nature of the active PVO community; i.e., its willingness to commit staff time to participating in collaborative activities.

c. Constituents/Funding Source. Over the past decade PVOs have received increasingly large amounts of their funding from government sources. So pervasive has this trend become that PVOs are sometimes referred to as the parastatals of the 80's. The effect of this funding shift has placed PVOs in an uncomfortable position of having two constituencies with dramatically different objectives and agendas. When raising funds from private constituents, PVOs rely heavily on approaches that do very little to help broaden their understanding of development issues. In fact, their constant appeal to private funders to help starving children in many ways works against the development of approaches that would address the causes of the problem and not just the symptoms. Donor agencies on the other hand would like PVOs to help further the general public's understanding of development and encourage PVOs to adopt longer term perspectives.

d. Recommendations. PVOs generally recognize that the environment in which they function is rapidly changing. Many of them are prepared to honestly reexamine their role and approach to development. None of the constraints described thus far are beyond resolution provided there is a commitment to confront the issues head on. The PVO community's active involvement in Task Force activities suggests that the commitment and interest exists. This willingness provides a propitious foundation on which to move forward with a multi-year effort that seeks to strengthen the PVO/NGO/AID relationship.

## 2. NGO Institutional Analysis.

a. Mandate and Policy Orientation. The mandate and legitimacy of African NGOs rests primarily on their close ties to local communities -- the grassroots. Secondly, it rests on their perceived commitment to long term development. In addition, African NGOs are valued for their ability to efficiently implement social service programs.

Given the important function which NGOs perform and the significant NGO growth that has taken place over the past decade, it is clear that their role will continue to expand. As it does, one issue NGOs may find themselves confronting is the extent to which they are able to truly represent local communities. In Mali, for example, the staff of a supposed "grassroots" NGO was comprised entirely of University graduates. This organization claimed to represent several

villages and yet its staff hadn't made visits to any villages in months. If NGOs expect to continue receiving funding, in part based on their reputation for having close ties with local communities, they will need to ensure that these ties actually exist and are maintained. This problem, of course, is not unique to African NGOs. U.S. PVOs and Community Development Organizations in the U.S. have also had to confront this issue. Workshops on local fund raising and constituency building programmed under the third project component (NGO strengthening) will assist NGOs to address this challenge.

b. Institutional Capacity. As in the case of the U.S. PVO community, it is almost impossible to sketch a profile of the "typical" African NGO. However, one characteristic common to most NGOs is a weak managerial and technical capacity. Indeed, the most frequently cited reasons for which an NGO is denied a grant or project funding is lack of adequate financial management and accounting systems. Fund-raising and proposal writing are two other areas in which NGOs require considerable strengthening. These organizational weaknesses are typically the result of a lack of resources to devote to internal organizational development. In addition, PVOs working with NGOs tend to focus primarily on human resource development and training to the detriment of management. The Initiatives Project will address the NGOs' financial management shortcomings by holding workshops to discuss effective approaches to financial management. The needs assessment studies and PVO/NGO collaborative meetings to discuss their organizational needs and capabilities, will also help establish a foundation on which further NGO strengthening can occur.

c. Funding Source. The bulk of NGO funding (80%) comes from donor assistance but is channeled through intermediaries. Surprisingly, only 20% is provided by indigenous sources. This funding structure and the way in which it pulls NGOs in two directions (the stronger tug coming from external donors) sometimes compromises the ability of NGOs to represent their indigenous constituents. This project's focus on enhancing the ability of African NGOs to raise resources locally and design income-generating project activities or fees for services will help to lessen their dependence on foreign sources of funding. It should be recognized, however, that just as most U.S. PVOs rely heavily on non-private funding, most NGOs are likely to remain at least partially dependent on donor funding. Approaches for coping with this inherent tension is a potential topic for discussion at PVO/NGO collaborative workshops.

d. Recommendations. As PVOs working with African NGOs have pointed out, the process of strengthening NGOs and building partnerships with them is a fairly complex and will not happen overnight. This is no surprise given their recent nascence compared with the decades of experience many

international PVOs have had. However, it is this Project's intention to assist NGOs in making a timely transition to playing a larger role in the development process. It is, therefore, recommended that this project finance: 1) workshops on effective financial and accounting systems; 2) workshops on monitoring and local fund-raising; and 3) studies by African researchers to assess NGO needs and capabilities.

3. Sustainability. A study prepared for the Office of Rural and Institutional Development defines sustainability as "the ongoing, dynamic process of continuing the valued results of development activities." In this Project "valued results" refers to stronger collaborative relationships between PVOs, NGOs and A.I.D. Therefore, the question of greatest import in terms of sustainability is "How can the relationships be fostered and strengthened in such a way that they will be valued sufficiently by PVOs, NGOs and A.I.D. for them to continue collaborating and developing joint activities?"

In the past, many PVO and NGO partnerships were forged at the behest of a funding requirement that stipulated a shared PVO and NGO involvement. Consequently, activities and responsibilities were divided up, but collaborative discussions about the two organizations' capabilities and organizational needs did not always take place. A study of twelve PVOs involved in institution and partnership building demonstrated that in those cases where collaborative discussions were undertaken prior to any project activities or funding, the relationship proved to be a lasting one. Therefore, it is not unreasonable to conclude that this Project's focus on face to face dialogue and collaborative meetings absent funding competition will form the cornerstone for future joint efforts between A.I.D., PVOs and NGOs. Workshops and collaborative meetings are expected to demonstrate the benefits of working more closely with one another. With regard to the newsletters and databases, once these have been developed, the follow-on expense of maintaining them will be very small and will possibly be taken over by a PVO consortium.

**PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK**

Project: PVO Initiatives Project (800-0525)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATOR	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<b>Program/Sector Goal:</b> To promote effectiveness in the design and implementation of public and private development efforts at the grassroots level in Africa.	<b>Measures of Goal Achievement:</b> Better coordination of objectives in African countries as measured by increased number of mutually supportive development activities.	Mission and PVO program documents.	<b>Assumptions for Achieving Goal Targets:</b> PVO private funding continues to grow.
<b>Project Purpose:</b> To strengthen the PVO/USAID relationship in programming and implementing development activities in Africa.	<b>Conditions Indicating Achievement:</b> 1. PVOs, ECNs and AID Missions in at least two focus countries develop strategy to enhance collaborative activities. 2. Task Force develops shared objectives for implementing Africa Bureau PVO Strategy. 3. Increase in the number of PVO/USAID Partnerships.	1. Project Evaluation 2. Project Evaluation	<b>Assumptions for Achieving Purpose:</b> PVO/USAID commitment to collaboration will result in positive ideas for working together. USA encourages/tolerates increased PVO/USAID activity. Differences in viewpoints among PVOs, ECNs can be managed.
<b>Outputs:</b> 1. AID/PVO/USAID Collaborative Mechanism Consolidated. 2. PVO/USAID Partnerships strengthened. 3. African NGO Management Capabilities developed.	<b>Highlights of Outputs:</b> 1.a) PVO/USAID Consultations held in at least two countries. b) AID/PVO Strategy Paper finalized and distributed. c) Database feasibility explored and PVO/USAID Consultant Support Center developed. 2.a) PVO/USAID needs assessment conducted in two countries. b) 2 studies of PVO/USAID effectiveness conducted. c) PVO/USAID consultations held in two countries. d) Partnership initiatives fund established; 4-5 proposals financed. 3.a) Materials for NGO Management Strengthening distributed to NGOs. b) 5 NGO Workshops on local fund-raising, proposal generation and financial management conducted. c) 2 studies of ECNs by African Researchers completed.	Meetings, newsletters and strategy papers. Project activity reports (PAs). Workshop Evaluations	<b>Assumptions for Achieving Outputs:</b> Goodwill and perceived self interest.
<b>Inputs:</b> 1. Long-Term Technical Assistance (Project Team) 2. Database and Communications. 3. Studies/Analyses 4. Workshops and Meetings 5. Partnership Initiatives Fund. 6. Consultants 7. Materials.	1. A.I.D. : \$482,000 2. A.I.D. : \$200,000 3. A.I.D. : \$265,000 4. A.I.D. : \$750,000 5. A.I.D. : \$315,000 6. A.I.D. : \$30,000 7. A.I.D. : \$102,000 PVO Contribution \$50,000	A.I.D./PVO records.	<b>Assumptions for Providing Inputs:</b> 57% availability.
<b>PROJECT TOTAL</b>	<b>\$2,150,000</b>		

BEST AVAILABLE DOCUMENT

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**ANNEX B**  
**STATUTORY CHECKLIST**

5C(3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. PROCUREMENT

1. FAA Sec. 602(a). Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed?

Yes.

2. FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him?

Yes.

3. FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?

N/A.

4. FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)

N/A.

5. FAA Sec. 604(g). Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)

N/A.

6. FAA Sec. 603. Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates?

N/A.

7. FAA Sec. 621(a). If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

Yes.

8. International Air Transportation Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available?

Yes.

9. FY 1988 Continuing Resolution Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States?

N/A.

10. FY 1988 Continuing Resolution Sec. 524. If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)?

Yes.

B. CONSTRUCTION

1. FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services be used?

N/A.

2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?

N/A.

3. FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the CP), or does assistance have the express approval of Congress?

N/A.

C. OTHER RESTRICTIONS

1. FAA Sec. 122(b). If development loan repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter?

N/A.

2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights?

N/A.

3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries?

Yes.

4. Will arrangements preclude use of financing:

a. FAA Sec. 104(f); FY 1987 Continuing Resolution Secs. 525, 538. (1) To pay for performance of abortions as a method of family planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; or (4) to lobby for abortion?

Yes.

b. FAA Sec. 483. To make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated?

Yes.

c. FAA Sec. 620(g). To compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President?

Yes.

d. FAA Sec. 660. To provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs?

e. FAA Sec. 662. For CIA activities?

Yes.

f. FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained?

Yes.

g. FY 1988 Continuing Resolution Sec. 503. To pay pensions, annuities, retirement pay, or adjusted service compensation for prior or current military personnel?

Yes.

h. FY 1988 Continuing Resolution Sec. 505. To pay U.N. assessments, arrearages or dues?

Yes.

i. FY 1988 Continuing Resolution Sec. 506. To carry out provisions of FAA section 209(d) (transfer of FAA funds to multilateral organizations for lending)?

Yes.

j. FY 1988 Continuing Resolution Sec. 510. To finance the export of nuclear equipment, fuel, or technology?

Yes.

k. FY 1988 Continuing Resolution Sec. 511. For the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights?

**Yes.**

1. FY 1988 Continuing Resolution Sec. 516; State Authorization Sec. 109. To be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress?

**Yes.**

## 5C(2) PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A. includes criteria applicable to all projects. Part B. applies to projects funded from specific sources only: B.1 applies to all projects funded with Development Assistance loans, and B.3. applies to projects funded from ESF.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

Yes.

A. GENERAL CRITERIA FOR PROJECT

1. FY 1988 Continuing Resolution Sec. 523; FAA Sec. 634A. If money is sought to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified?

2. FAA Sec. 611(a)(1). Prior to an obligation in excess of \$500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance, and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

Yes. See cost estimate and Financial Plan of the Project Paper.

3. FAA Sec. 611(a)(2). If legislative action is required within recipient country, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance?

No further legislative action is required.

4. FAA Sec. 611(b); FY 1989 Appropriations Act Sec. 501. If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.)

N/A.

5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively?

N/A.

6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.

This is a regional project. It will, inter alia, encourage discussion and joint endeavors among U.S. PVOs and African NGOs active in Sub-Saharan Africa.

7. FAA Sec. 601(a). Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.

- a) No.
- b) The project aims to strengthen non-government organizations in sub-Saharan Africa.
- c) Project Activities will encompass A.I.D./Cooperative Development Organization Consultants.
- d) N/A.
- e) N/A.
- f) N/A.

8. FAA Sec. 601(b). Information and conclusions on how project will (a) encourage U.S. private trade and investment abroad and (b) encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

- a) No.
- b) Yes. One of the project's objectives is to enhance the role of U.S. private voluntary organizations in development programs in Africa.

9. FAA Secs. 612(b), 636(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.

N/A.

10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

N/A.

11. FY 1989 Appropriations Act Sec. 521. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?

N/A.

12. FY 1989 Appropriations Act Sec. 549. Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel?

No.

13. FAA Sec. 119(g)(4)-(6) & (10). Will the assistance (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

N/A.

14. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (either dollars or local currency generated therefrom)?

N/A.

15. FY 1989 Appropriations Act. If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government?

No.

16. FY 89 Appropriations Act Sec. 538. If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.?

Yes.

17. FY 1989 Appropriations Act Sec. 514. If funds are being obligated under an appropriation account to which they were not appropriated, has prior approval of the Appropriations Committees of Congress been obtained?

N/A.

18. State Authorization Sec. 139 (as interpreted by conference report). Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State I/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision).

N/A.

## B. FUNDING CRITERIA FOR PROJECT

### 1. Development Assistance Project Criteria

a. FY 1989 Appropriations Act Sec. 548 (as interpreted by conference report). If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities (a) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (b) in support of research that is intended primarily to benefit U.S. producers?

N/A.

b. FAA Secs. 102(b), 111, 113, 281(a). Describe extent to which activity will (a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries.

- a) By strengthening African NGOs which typically work at the grassroots level in African countries, this project indirectly addresses the needs of the poor.
- b) Collaborative meetings with cooperative development organizations are intended to enhance their ability to develop cooperatives in sub-Saharan Africa.
- c) The project will support the self-help efforts of developing countries by strengthening African Non-governmental organizations.
- d) The project indirectly promotes the participation of women and the improvement of their status by enhancing the development roles of PVOs and NGOs which tend to focus on the disadvantaged when developing programs.
- e) The project encourages regional cooperation and partnerships between PVOs and NGOs throughout Sub-Saharan Africa.

c. FAA Secs. 107, 103A, 104, 105, 106, 120-21. FY 89 Appropriations Act (Development Fund for Africa. Does the project fit the criteria for the source of funds (functional account) being used?

Yes.

d. FAA Sec. 107. Is emphasis placed on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

N/A.

e. FAA Secs. 110, 124(d). Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

N/A.

f. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

Yes.

g. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.

The project will utilize the countries intellectual resources by strengthening the institutional capacity and technical skills of African NGOs and enhancing their role in the development process.

h. FY 1989 Appropriations Act Sec. 536. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?

No.

Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?

No.

Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?

No.

i. FY 1989 Appropriations Act. Is the assistance being made available to any organization or program which has been determined to support or participate in the management of a program of coercive abortion or involuntary sterilization?

No.

If assistance is from the population functional account, are any of the funds to be made available to voluntary family planning projects which do not offer, either directly or through referral to or information about access to, a broad range of family planning methods and services?

j. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Yes.

k. FY 1989 Appropriations Act. What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 20 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

The major technical assistance contract will be awarded to an 8-A firm.

l. FAA Sec. 118(c). Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16? Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (a) stress the importance of conserving and sustainably managing forest resources; (b) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (c) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (d) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (e) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (f) conserve forested watersheds and rehabilitate those which have been deforested; (g) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (h) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (i) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (j) seek to increase the awareness of U.S. government agencies and other donors of the immediate and long-term value of tropical forests; and (k) utilize the resources and abilities of all relevant U.S. government agencies?

N/A.

m. FAA Sec. 118(c)(13). If the assistance will support a program or project significantly affecting tropical forests (including projects involving the planting of exotic plant species), will the program or project (a) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land, and (b) take full account of the environmental impacts of the proposed activities on biological diversity?

N/A.

n. FAA Sec. 118(c)(14). Will assistance be used for (a) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; or (b) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas?

- a) No.
- b) No.

o. FAA Sec. 118(c)(15). Will assistance be used for (a) activities which would result in the conversion of forest lands to the rearing of livestock; (b) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undegraded forest lands; (c) the colonization of forest lands; or (d) the construction of dams or other water control structures which flood relatively undegraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

No.

p. FY 1989 Appropriations Act. If assistance will come from the Sub-Saharan Africa DA account, is it (a) to be used to help the poor majority in Sub-Saharan Africa through a process of long-term development and economic growth that is equitable, participatory, environmentally sustainable, and self-reliant; (b) being provided in accordance with the policies contained in section 102 of the FAA; (c) being provided, when consistent with the objectives of such assistance, through African, United States and other PVOs that

have demonstrated effectiveness in the promotion of local grassroots activities on behalf of long-term development in Sub-Saharan Africa; (d) being used to help overcome shorter-term constraints to long-term development, to promote reform of sectoral economic policies, to support the critical sector priorities of agricultural production and natural resources, health, voluntary family planning services, education and income generating opportunities, to bring about appropriate sectoral restructuring of the Sub-Saharan African economies, to support reform in public administration and finances and to establish a favorable environment for individual enterprise and self-sustaining development, and to take into account, in assisted policy reforms, the need to protect vulnerable groups; (e) being used to increase agricultural production in ways that protect and restore the natural resource base, especially food production, to maintain and improve basic transportation and communication networks, to maintain and restore the natural resource base in ways that increase agricultural production, to improve health conditions with special emphasis on meeting the health needs of mothers and children, including the establishment of self-sustaining primary health care systems that give priority to preventive care, to provide increased access to voluntary family planning services, to improve basic literacy and mathematics especially to those outside the formal educational system and to improve primary education, and to develop income-generating opportunities for the unemployed and underemployed in urban and rural areas?

- a) Yes.
- b) Yes.
- c) Yes.
- d) Yes. The project is attempting to overcome constraints to long-term development.
- e) N/A.

2. Development Assistance Project Criteria (Loans Only) - N/A

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?

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c. FY 1988 Continuing Resolution. If for a loan to a private sector institution from funds made available to carry out the provisions of FAA Sections 103 through 106, will loan be provided, to the maximum extent practicable, at or near the prevailing interest rate paid on Treasury obligations of similar maturity at the time of obligating such funds?

d. FAA Sec. 122(b). Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

3. Economic Support Fund Project Criteria - N/A

a. FAA Sec. 531(a). Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

b. FAA Sec. 531(e). Will this assistance be used for military or paramilitary purposes?

c. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

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DETAILED COST ESTIMATES

ANNEX C

Component	Activity	Unit cost \$ unit	89/90		90/91		91/92		Totals
			No. units	Total Cost	No. units	Total Cost	No. units	Total Cost	
A	AID/PVO Task Force Meetings	250 mtg	3	750					
A	AID Strategy Paper	500 pub outpu	1	500					2250
A	HRHS PVO Project Collaboration	TA staff time							500
A	Budget Analysis/Monitoring	TA staff time							
A	Study of PVO/NGO Registration	205 pday	60	17100					17100
A	Database Development - Feasibility study/utility fo	205 pday	40	11400					11400
A	Database Development - Detailed design	205 pday	80	22000					22000
A	Database Development - Implementation	35000 pyear	0.5	17500					17500
A	PVO/NGO Support Database - Consultant roster developed	100 pday	40	7200					7200
A	Seminars/Discussion Meeti- African subregional meetings	50000 Af mtg			10	1000			10000
A	Seminars/Discussion Meeti- Role of NGOs/PVOs in early w	50000 Af mtg			1	50000			100000
A	Seminars/Discussion Meeti- AID/PVO/NGO Consultation	50000 Af mtg	1	50000	1	50000			50000
Subtotal A				127250		107550		137550	452350
B	Communication Database De- Feasibility study: inventory	205 pday	10	2050					2050
B	Communication Database De- Detailed specification of AF	205 pday	10	2050		20000		20000	42050
B	PVO Umbrella Project Effe- Desk Study	205 pday	40	11400					11400
B	PVO Umbrella Project Effe- Desk Study Seminar	250 mtg	1	250					250
B	PVO Umbrella Project Effe- Field studies	10000 country	3	30000		20000			50000
B	PVO Umbrella Project Effe- Dissemination of results	300 pub output			1	300			300
B	PVO Food Aid Effectiveness- Desk Study	205 pday	40	11400					11400
B	PVO Food Aid Effectiveness- Field studies	10000 country	5	50000					50000
B	PVO/NGO Impact Report	205 pday	30	8550					8550
B	PVO/NGO Needs Identificat- Survey of PVOs, AID Missions	TA staff time			30	8550			25650
B	PVO/NGO Needs Identificat- Contacts with African NGOs	15000 trip	3	45000					45000
B	Partnership Initiatives F- Develop criteria	TA staff time							45000
B	Partnership Initiatives F- Mechanisms for management est	250 mtg	1	250					250
B	Partnership Initiatives F- Field trip for first informa	15000 trip			1	15000			15000
B	Partnership Initiatives F- PIF implementation	150000 ann grant	1	150000					300000
Subtotal B				251150		320250		73550	644950
C	Training Workshops - ANGOs on management or other	50000 Af mtg	1	50000					50000
C	Training Workshops - US PVOs on WorldGame (struct	10000 US mtg	1	10000					10000
C	Training Workshops - An African workshop on scali	50000 Af mtg			1	50000			50000
C	Training Workshops - An African workshop on monit	50000 Af mtg			1	50000			100000
C	Coordination with other d- Donors meeting in US on assi	1000 mtg	1	1000					1000
C	Coordination with other d- NGLS Donor Advisory Committe	1000 mtg	3	3000					3000
C	Collaborative Action Rese- African researchers/African	3000 grant	3	9000					9000
C	Collaborative Action Rese- Foundations (ADF, Ford, etc.)	TA staff time			5	15000			39000
C	Materials for NGO Managen- IIL francophone materials ge	10000 request	1	10000					10000
C	Materials for NGO Managen- Other options identified	TA staff time plus allowance for future funding				10000			20000
Subtotal C				83000		170000		128000	389000
	TA staff time \$ 1	90000 base pay/	1	90000	1.05	94500	1.1	99000	283500
	TA staff time \$ 2	63000 base pay	1	63000	1.05	66150	1.1	69300	198450
	Internal evaluation					10000		20000	30000
	SUBTOTAL			614400		856450		527400	1998250
	Contingency			20000		31700		50000	101700
	TOTAL			634400		888150		577400	2100000
GRAND TOTAL									2100000

6/14

SCOPE OF WORK

I. Basic Objectives

The contractor will provide both technical and administrative services essential to the successful implementation of this project. Technical services will be of two types: long-term technical assistance to provide continuous inputs to project implementation and short-term technical assistance to accomplish specific tasks, e.g., assessment of feasibility and, where feasible, their establishment, organization and facilitation of seminars, workshops, and conferences, identification of researchers and management of study financing, preparation of materials for training courses and workshops as well as publication and dissemination of newsletters or other information-sharing mechanisms, etc. It is projected that two full-time technical assistants -- or PVO specialists -- will be adequate; approximately 20 months of short-term technical assistance is likely to be necessary to accomplish the other tasks outlined in the draft workplan for the project.

Administrative services provided by the contractor will include: planning and logistics for all training courses, conferences, and workshops; arrangement of travel for all long- and short-term technical assistants; publication and dissemination of printed material produced under the project either for information-sharing or training purposes.

In short, the contractor will undertake a range of activities required to achieve the purpose of the project, namely to strengthen the relationship between private voluntary organizations (PVOs), non-governmental organizations (NGOs) and A.I.D. in programming and implementing PVO-related development activities in Africa. The contractor's performance will be assessed in terms of accomplishments: (1) improving the mechanisms of collaboration between A.I.D. (both AID/W and the USAID Missions in Africa) on one hand and the U.S. PVOs and African NGOs to design and implement development activities in Africa; (2) fostering the growth of relationships between U.S. PVOs and African NGOs by strengthening and developing communications and networking mechanisms; and (3) providing support for PVO/NGO initiatives which will promote increased involvement of smaller U.S. PVOs in African development activities and the institutional strengthening of African NGOs.

II. Organizational and Supervisory Relationship.

The Africa PVO Initiatives Project will be managed by the Donor Coordination officer in the Program, Planning and Evaluation Division of the Office of Development Planning, Bureau for Africa (AFR/DP/PPE), who will provide general guidance, supervision and work assignments. The project manager will be

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assisted in his/her responsibilities by a project committee, composed of representatives of AFR/DP and AFR/PD as well as relevant desk, AFR/TR, and AFR/MDI personnel.

III. Primary Responsibilities and Required Capabilities of the Contractor.

A. As noted above, the contractor will be responsible for providing a range of both technical and administrative services to AID for the purpose of accomplishing the objectives of the PVO Initiatives project.

The Contractor should have the following capabilities and qualifications:

1. Demonstrated capability, experience and knowledge of the activities and operations of the U.S. PVO community;
2. A roster of consultants able to provide project design/evaluation services for PVO-type projects, particularly those in Africa;
3. Ability to organize and support conferences, seminars and training sessions both in the U.S. and Africa;
4. Ability to produce publications in support of project activities;
5. Expertise in developing computer-based data information systems for A.I.D.;
6. Ability to provide financial and information systems technical assistance to U.S. PVOs and African NGOs as required; and
7. Demonstrated administrative competence in terms of logistics, personnel support etc.

The contractor will be responsible for preparing semi-annual reports on project activities to be submitted to the AFR/DP Project Manager on May 1 and November 1 each year.

B. Specifically, the contractor will provide the services of a PVO Specialist/Team Leader who will serve as the primary technical resource person to devise and carry out the project activities. The PVO Specialist/Team Leader will act under the general direction of the AFR/DP PVO Project Manager and will:

1. Serve as Team Leader: responsible for day-to-day implementation of project activities, provide general supervision and assign tasks for the Technical Assistant; responsibility for all

project team work products;

2. Coordinate Africa Bureau/PVO Task Force meetings and finalize the A.I.D. PVO Strategy Paper;
3. Coordinate and arrange AID/PVO/NGO seminars, workshops, consultations and other meetings;
4. Supervise and manage PVO/NGO needs identification activities;
5. Participate in the management of the Partnership Initiatives Fund activities and evaluate the results of those activities on an ongoing basis;
6. Serve as liaison for coordination with other donors; and
7. Undertake other actions related to project implementation as determined by the AFR/DP Project Manager.

The PVO Specialist/Team Leader is required to have considerable experience with, and knowledge of, development activities in general and of Africa in particular. Travel to Africa will be required. The PVO Specialist/Team Leader should have the following qualifications:

1. extensive knowledge of the U.S. PVO community and international and African NGO organizations;
2. broad familiarity with PVO/NGO programs and the policy issues with which PVOs/NGOs must deal;
3. familiarity with A.I.D. policies toward PVOs and an understanding of A.I.D. organizational and bureaucratic requirements;
4. at least 3 years of experience with reviewing and appraising technical and development project proposals;
5. the ability to undertake project designs and evaluations and to organize such studies;
6. demonstrated writing/editing and management skills;
7. an advanced degree in a development-related academic specialty; and
8. French language capability at the FSI 3/3 level.

C. The second technical assistant on the long-term Project Team, also called a PVO Specialist but expected to be somewhat less experienced with PVOs and somewhat more experienced with database compilation and management, will work under the

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direction of the PVO Specialist/Team Leader and will have the following responsibilities:

- (1) Undertake research necessary to determine feasibility for a PVO/NGO database;
- (2) Develop a PVO/NGO consultant roster;
- (3) Investigate newsletter or other communications requirements, make recommendations and implement accordingly;
- (4) Provide general administrative support for project team; including processing of project documentation; publication responsibilities; travel, technical assistance and workshop arrangements; preparation of project implementation reports or other reports as required; and
- (5) Assume responsibility for maintaining financial records for all project expenditures and preparation of financial reports.

The PVO Specialist should have the following qualifications:

1. Good data management and computer skills;
2. Administrative skills required to support project activities;
3. Background in and knowledge of development problems and programs, preferably in Africa and preferably associated with PVOs or NGOs;
4. Some project appraisal/evaluation skills;
5. Ability and experience in organizing conferences, producing newsletters and undertaking related networking activities; and
6. At least 2 years experience in project or program administration, including field experience in Africa.

D. Short-term technical assistance will be required to:

1. Conduct the three identified database feasibility studies (one on PVO/NGO projects with AID; a communication database to facilitate information sharing; and a PVO/NGO support database focussing on consultants)
2. Implement the results of those studies by developing the databases and training AID and PVO staff in their maintenance and use;
3. Carry out several analyses and studies, including: a

- study of PVO/NGO registration in Africa and a study of PVO umbrella project effectiveness.
4. Prepare and facilitate meetings and training courses, on such topics as: the role of NGOs and PVOs in famine early warning systems, improving communications among AID, PVOs; and NGOs, improving management and fund-raising skills, scaling up of pilot efforts, monitoring and evaluation of PVO/NGO projects, and coordination of AID and U.S. PVOs with other donors.
  5. Engage African researchers in collaborative action research on topics relevant to the development of viable African NGOs.
  6. Identify NGO needs for management-related material and prepare (or arrange for the preparation of) such material.

#### E. Administrative Services.

The contractor will provide administrative back-up to long- and short-term technical staff (in terms of communications, travel, and supervision) as well as assuring the administrative inputs needed for seminar, training course, and workshop preparation and implementation. These services will be provided by a part-time administrative assistant who will be located in the office of the Contractor in the Washington area.

It is not required that the contractor have an in-house publication facility to support the production of training and information-sharing materials, but it is expected that the contractor will have appropriate software to link with professional publication services elsewhere and will have the administrative capacity to subcontract for such services in a cost-effective way and to supervise such subcontracts to assure timely delivery of project-related products.

It is intended that the full-time PVO Specialist/Team Leader will be officed on AID's premises. The second PVO Specialist will spend a significant amount of time on AID's premises but will not be permanently housed there. Therefore the contractor needs to have appropriate office space outside of AID in the Washington area to meet project requirements for work space for the second PVO Specialist, a part-time administrative assistant, and such space as required by project consultants and others working on project activities on a short-term basis.

JUL 3 1989

## MEMORANDUM

TO: M/SER/MO, Charles D. McMakin  
FROM: AFR/DP, John R. Westley  
THRU: AFR/MGT/MISR, Bernard J. Block *B. J. Block*  
SUBJECT: Approval for Use of A.I.D. Office Space by a Contractor

Problem:

Your approval is requested for the use of AFR/DP/PPE office space, phone, and photocopying facilities for two full-time contract personnel for the period August, 1989 through July, 1992.

Background:

The Africa Bureau has, under the Development Fund for Africa (DFA), engaged to expand its consultation and working relationships with U.S. private voluntary organizations (PVOs) and with African nongovernmental organizations (NGOs) which focus on grassroots development in Africa. While many Missions in Africa already have good working relationships with U.S. PVOs, few have been able to develop effective contacts with African NGOs. In addition, U.S. PVOs have not proved to be "natural partners" with the African NGOs as many have assumed would be the case.

To remedy these problems and achieve our Bureau objective, therefore, the Africa Bureau will shortly undertake a project entitled "PVO Initiatives" (698-0526). This three-year, \$2.1 million project will be implemented by an 8(a) contract firm which will provide a range of technical and administrative services. Among the technical services provided will be those of two long-term PVO specialists who will be responsible for carrying out many of the networking, design, and consultation activities which are fundamental to the project design.

These activities will involve frequent personal communication with representatives of AID both in Washington and the field, the PVO community and various subgroupings within that community, the African NGO community, and other donors also working with and supporting PVO/NGO activities in Africa. AID (the Africa Bureau), of course, is the pivot point in this networking and consultation process -- not only because of its interests in achieving the objectives of the project but also because of its established PVO liaison function, its

communication network with Missions, and its ongoing links with other donors. The principal reason, therefore, for requesting the location of the two long-term technical assistants on AID (Africa Bureau) premises is to ensure that this pivotal role in accomplishing the project objectives is executed effectively.

The Africa Bureau's AFR/DP/PPE has the overall responsibility for maintaining liaison with PVOs and, in the past, has managed this responsibility as one of the many functions of its direct-hire staff and with the assistance of temporary assistance (such as a Council on Foreign Relations Fellow in 1978/88 and technical support from an FVA/PVC contractor in 1988/89). AFR/DP/PPE has, therefore, experience in working closely with outside assistance in implementing its PVO liaison function and in assuring that direct-hire and contractor roles are appropriately distinguished. AFR/DP/PPE also has the donor coordination responsibility for the Bureau. AFR/DP/PPE is, therefore, the appropriate office location for the technical assistance personnel.

Recommendation:

That you approve the allocation of available AFR/DP office space to two contractor personnel for the period August, 1989 - July 1992.

APPROVED: *[Signature]*

DATE: 8/3/89 \*

DISAPPROVED: \_\_\_\_\_

DATE: \_\_\_\_\_

Clearances:

*for* AFR/DP/PPE: ESIMMONS (DRAFT) DATE 6/30/89  
AFR/DP: JLGOVAN (DRAFT) DATE 7/3/89

\* See attached AFR/MGT note dated 8/2/89

AUG 2 1989

NOTE TO DAVE McMAKIN

FROM: AFR/MGT, BERNIE BLOCK

*Bernie*

SUBJECT: APPROVAL FOR USE OF A.I.D. OFFICE SPACE BY A CONTRACTOR

AFR/DP IS WELL AWARE THAT THEY WILL HAVE TO HOUSE THESE CONTRACTORS IN SPACE NOW OCCUPIED BY AFR/DP. THAT THERE WILL BE NO ATTEMPT TO UTILIZE ADDITIONAL AFR SPACE TO HOUSE THESE PERSONNEL. ALSO, THE CONTRACTOR PERSONNEL WILL NOT BE SPENDING MUCH TIME HERE IN N.S. BUT WILL BE HOUSED IN OFF-SITE OFFICE SPACE OF THEIR OWN.

*P.S. Carol is in agreement with the above*

*BJS*

**AGENCY FOR INTERNATIONAL DEVELOPMENT  
ACTIVITY DATA SHEET**

PROGRAM: AFRICA REGIONAL

CP 81-06 (4-85)

<b>TITLE</b> PYO Initiatives Project		<b>FUNDING SOURCE</b> Development Fund for Africa		<b>PROPOSED OBLIGATION (in thousands of dollars)</b>		<b>LIFE OF PROJECT (Months)</b>	
NUMBER 698-0526		NEW <input checked="" type="checkbox"/>		FY89	\$1,000	\$2,100	
GRANT <input checked="" type="checkbox"/> LOAN <input type="checkbox"/>		CONTINUING <input type="checkbox"/>		<b>PRIOR REFERENCE</b> None		<b>ESTIMATED FINAL OBLIGATION OF PROJECT</b>	
				ESTIMATED FINAL OBLIGATION FY 89	ESTIMATED FINAL OBLIGATION FY 91	ESTIMATED COMPLETION DATE OF PROJECT FY92	

**Purpose:** To strengthen the PYO/NGO/A.I.D. relationship in programming and implementing development activities in Africa.

**Background:** A.I.D. and the U.S. PYO community have an historic relationship which has matured, and even flourished, as A.I.D. has undertaken various development initiatives over the years. The A.I.D. 1982 policy paper on Private and Voluntary Organizations stresses the point that A.I.D.'s partnership with PYOs has two major dimensions, that is that A.I.D. deals with PYOs both as intermediaries and as independent entities in their own right. This proposed project seeks to enhance and improve the second dimension of this partnership.

**Project Description:** This project has three basic components through which the project outputs and project purpose will be achieved. These components are:

- 1) Activities to improve the PYO/NGO/A.I.D. collaborative relationship, in particular an expanded role for the A.I.D. Africa Bureau/PYO Task Force; A.I.D./PYO/NGO collaborative meetings on program development in certain project focus countries; development and refinement of databases to assist both A.I.D. and the PYOs to reach a better understanding of the nature and direction of the PYO/NGO program effort; and a study of the PYO/NGO registration process.
- 2) Activities to strengthen PYO/NGO partnerships through workshops organized in Africa to address the need to improve administrative, financial management and program development skills; identification of ideas for new program initiatives for possible exploration financed by the Partnership Initiatives Fund (PIF) established within the project; and studies and evaluations of PYO/NGO programs to improve their quality and developmental orientation.
- 3) Activities to strengthen NGO program management skills, including development of financial and accounting systems, preparation of proposals, fund raising and program monitoring.

**Relationship of Project to A.I.D. Strategy:** As part of the FY 1988 Continuing Resolution appropriating funds for foreign assistance programs, Congress established the Development Fund for Africa (DFA). In doing so it challenged A.I.D. in implementing the provisions of the DFA to consult with private voluntary organizations, African and other organizations with a local perspective of the development process. Furthermore, when consistent with the objectives of the DEA, A.I.D. is encouraged to provide assistance through African, U.S.

and other private and voluntary organizations which have demonstrated effectiveness in the promotion of local grassroots development oriented activities.

**Host Country and Other Donors:** Major donors recognize the benefits of working more closely with PYOs and NGOs, and have been endeavoring to strengthen the collaborative mechanism between PYOs, NGOs and donors. In order to benefit from donor experience, project staff will participate in donor coordination meetings and seek out program materials which might be adopted and distributed by A.I.D. under this project.

**Beneficiaries:** While both U.S. PYOs and African NGOs will benefit from the strengthened and improved relationships made possible by this project, African NGOs stand to gain the most from it. Typically underfunded, with few local resources, limited technical expertise and inadequate administrative capabilities, African NGOs will benefit from the array of assistance the project will provide. The ultimate beneficiaries of this project are the peoples of Africa who will benefit from the improved and expanded projects available to them from the PYO and NGO community.

**Major Outputs:** 1) A.I.D./PYO/NGO collaborative mechanisms strengthened; 2) PYO/NGO partnerships strengthened; 3) African NGO management capabilities developed.

<b>A.I.D. Financed Inputs:</b>	<b>Life of Project</b>
	<b>(\$000)</b>
Long-term Technical Assistance (Project Team)	482
Database Development and Communications	208
Studies and Analyses	205
Workshops and Meetings	758
Partnership Initiatives Fund (PIF)	315
Evaluation	30
Other Costs	<u>102</u>
<b>Total:</b>	<b>2,100</b>

U.S. FINANCING (in thousands of dollars)				PRINCIPAL CONTRACTORS OR AGENCIES
	Obligations	Expenditures	Unobligated	
Through September 30, 1987	---	---	---	
Estimated Fiscal Year 1988	---	---	---	
Estimated Through September 30, 1988	---	---	---	
Proposed Fiscal Year 1989	1,000	1,100	2,100	

To be selected.

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