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Reports on a development assistance policy conference held in April 1974 in the U.S. The focus of the conference was that the highest priority should be given "to undertakings that directly improve the lives of the poor people of the developing countries we are attempting to assist, and that help them develop their capacities to share in the process of their own development." This report gives the conference program, a list of the attending numbers, and the major addresses. It includes a statement on policy directions which discusses the use of private and voluntary organizations to assist A.I.D. in collaborative and cooperative development efforts in food production, rural development, nutrition, population planning and health, and education, focusing on low income people.

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DEVELOPMENT ASSISTANCE POLICY CONFERENCE REPORT

**April 29-30, 1974
Rosslyn, Virginia**

Sponsored by

Agency for International Development

and

AID/PHA / **Advisory Committee on Voluntary Foreign Aid**

DEVELOPMENT ASSISTANCE
POLICY CONFERENCE REPORT

April 29-30, 1974
Ramada Inn
Rosslyn, Virginia

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NOTE: Addresses and remarks have been edited and abbreviated for this report. Only highlights of Mr. Grant's address are included.

*These are draft documents, submitted for consultation purposes, prior to final approval.

WELCOME AND INTRODUCTIONS

*Miss Margaret Hickey, Chairman
Advisory Committee on Voluntary Foreign Aid*

A very happy and pleasant good morning and a warm and cordial welcome to each and everyone of you.

As I came in this morning I found it difficult not to stop and speak to many friends in the groups of people who are here.

This is one of the most rewarding parts of a conference of this type because a real conference is a family gathering, a kind of reunion that brings us together with people who are working as we are all working in this important community.

We are people pledged to do everything we possibly can for people in distress. We are trying to meet disaster all over the world.

In a way we are all a part of that community overseas and, as I greeted some of you, I realized that I had met you in the far places because I am one of the most fortunate members of the Advisory Committee on Voluntary Foreign Aid and A.I.D., who has had the privilege and opportunity to see a great deal of field work.

Today the field is right here. I hope that we can all keep that in mind as we work. We are here.

Yes, a community of voluntary and private agencies. Some of them American voluntary and private. But we are also a community sharing with those who have governmental responsibilities who are under legislative mandates to carry out these responsibilities.

Right now, out of our sense of commitment and conscience we also have in this audience, and I want to salute them for coming, representatives from international governmental and international non-governmental organizations.

We have a few guests from abroad. I am so grateful we could have such a representative group of people as our colleagues.

After all, this is a meeting of colleagues and comrades and friends in which I think is one of the great and most historic commitments of the American people and that is the commitment to our humanitarian citizenship, and we all meet on that common ground of faith and hope.

And, if we act upon that commitment, I believe we will live in a better world, a warm world, a compassionate world.

As we bring to bear the experience and influence and, let us say, the tremendous sense of commitment the American people have to their obligations to conscience. Indeed it is a moral obligation that we all share.

So welcome. Let's get on with the business. I used that little gavel this morning because it is an historic little piece of material.

It is said to be made of the wood from the pony express barn in St. Joseph, Missouri. And I have had good luck over all the years when I preside with it and use it.

The old tradition of the pony express was that it could always start on time and so we are starting on time.

I hope we can keep to a very tight schedule and now I want to introduce to you, first of all, a group of people who made possible our coming together who have made all of these arrangements, who have produced that fabulous packet of materials which I see some of you trying to catch up on since you just got hold of it.

But we have a very selective touch found in these people -- the planning committee, the conference committee -- a group of people who have done, I think, a superb job for this conference.

So I am starting with them. I hope some of them have been able to slip in from all those desks and places where they are and first I want to present to you Shirley Patterson, Special Assistant to Dr. Kieffer and the Coordinator for this Conference. There's Shirley in the back of the room.

Shirley will be up here on the platform a little later to give you the final word before you get into your own immediate small group families here.

We do not intend to try to stay here as a sort of extended family that we are now. We are going to get into relatively small groups -- a lucky and happy 13 I think -- and we will be getting into that and Shirley will come to the platform and give you that final housekeeping detail.

Representing the Advisory Committee on Voluntary Foreign Aid, I want to introduce the two people who served on the Planning Committee -- Mr. Ugo Carusi and Mrs. Jeanne Ferst.

As an ex-officio, I was able to attend all of the meetings and keep in touch with the arrangements as they came along.

In addition, I want to give special recognition to the representatives of the voluntary agencies who came over and helped to get all of this work underway -- Mr. Leon Marion of the American Council of Voluntary Agencies for Foreign Service, and Mr. John Bannigan from the Asia Foundation.

And then we had a group of A.I.D. officials who were most helpful in drawing together the Government family, many of whom are in this audience.

We also have a very fine group of people from the State Department who helped us and opened up for us channels of communication that we needed; Ambassador Carol Laise, Assistant Secretary for Public Affairs, Miss Virginia Allen, her deputy.

Now, I want to turn to the group of people here on the platform with Mr. Parker, A.I.D.'s distinguished Administrator and co-host with the Advisory Committee on Voluntary Foreign Aid of this meeting.

I will introduce them and then I will tell you a little bit about the genesis of this meeting.

Our Vice-Chairman, Dr. Gordon Cairns, and Mr. Ugo Carusi you met, a long-time veteran of the Committee's work. Mrs. Jeanne Ferst from Atlanta and then Martha Irvine is here and Mr. Clifford Hope and Dr. Raymond McCoy.

I hope, during the Conference, you will meet all of the members of the Advisory Committee on Voluntary Foreign Aid.

I have the very great pleasure to call your attention to the pre-publication copy of the Committee's Report. This was undertaken by the Committee at the suggestion of a representative of one of the voluntary agencies.

Over two years ago, Fred Devine came to our conference table over in Washington -- it's much smaller than this one -- and he made a recommendation that the Committee undertake a study in-depth of these relationships of voluntary agencies with those of government.

And for the past two years we have worked intensively on studies and hearings.

Some 90 voluntary agencies have given us, either through questionnaire, interview or attendance at reaction panels, their viewpoints of the issues and problems introduced in this publication.

Now I speak of that at this moment because it does give you a little more background for the meeting we are going into right away.

We submitted early drafts to representatives of the voluntary agencies at what we call reaction panels and some 45 agencies participated in those conferences.

And let me say the report was materially revised in the light of that

very rewarding and fine experience so we are very grateful to you for your part in making this report possible.

And we are grateful to Mr. Parker and the staff of A.I.D., and particularly to Dr. Jarold Kieffer and his staff, for the tremendous amount of work, effort and support that went into making a report like this and we present it to you with great pride.

It has been transmitted to Mr. Parker and we are happy to tell you that things are already happening.

The process is going on. Some of the recommendations are already coming in and you will be interested in checking off a number of the things already done.

So that we think it is a very valuable contribution. We hope, though, that you will continue to submit it to your critical thinking and revision.

Now I mention that because of something that happened at one of these reaction panels, in a warm and exciting atmosphere of a small conference at the University of California.

In the Faculty Center, the people were coming together as people do after these meetings and discussion was going on.

There is something about the flow of discussion at a meeting like that that is invigorating and rewarding. Out of one of those conversations came the idea that we should have a conference of this type to explore the implications in the 1973 Foreign Assistance Act for the voluntary agencies, and that those implications should be explored with officials at high policy levels in A.I.D. So acting on that, we sent that recommendation to Mr. Parker and I want you to know that I received a long, wonderful, two-page letter in which he responded affirmatively and ever since that decision was made, about two months ago, we have been working to bring you here today.

Now, this is only the beginning of something that I think we all want and that is a continuum of contact and communication. Yes, we are a big family today. This is a family reunion for a lot of us and 300 or 400 members of the family are here.

But we need also to have those more intimate, smaller groups who come together around some of the specific problems and questions that you will be introducing today.

So, indeed we will have further opportunities. Mr. Parker has assured me that he very much has this idea in mind that we are going to open doors at the highest policy level for those of you who share with our Government the job which the American people want us to do.

After all it is their job -- overseas foreign assistance is the job of all the people. Historically it has been and in this immediate sense and into the future, I think we have a very great and important role to play.

With that much of an introduction, I have the pleasure now of talking to you a little bit more about the A.I.D. family who have helped us so much in making all of this possible.

I have already mentioned the role of Dr. Jarold Kieffer, who is the Assistant Administrator for Population and Humanitarian Assistance. I can't tell you how much help Dr. Kieffer has given us in this new trust -- this new desire for mutuality of Government and voluntary agencies, and particularly close working relationships on the parts of your Committee and that of officials who are working on A.I.D. problems.

Dr. Jarold Kieffer has a distinguished record in the field of education from whence he came but he has also had a great deal of experience in government and he came to A.I.D. at a time when we had very much in mind the need to bring together humanitarian and population problems. That is the kind of business that we are interested in -- the people business -- and he is a people worker.

I am very glad to introduce Dr. Jarold Kieffer and you are going to hear from him later this morning also.

Now Dr. Samuel Adams. Dr. Adams is one of those veteran A.I.D. officials. Many of you have met him out in the field because of his long-time experience in Africa and especially his willingness to come back from his missions and talk to the American people right in the communities where they live about what is going on.

And he has been especially helpful in many of the areas of concern about which we are talking this morning.

Mr. Willard Meinecke, is he here? Mr. Meinecke, as an Acting Assistant Administrator, has taken recently a tremendous fiscal and administrative responsibility within the Agency and we are so glad that he could be with us.

We have Donald MacDonald, Assistant Administrator, here from the Asia Bureau; has he come yet? He will be in shortly.

Then I have the pleasure of meeting a colleague from my home community, the Missouri community of St. Louis, Mr. Robert Nooter, who came to A.I.D. from a long and very fine record with a family business in St. Louis. He is also an Assistant Administrator.

That gets you acquainted, I hope, with some important members of the family here, and I do want you to feel free to come up and talk to them as the day goes on. Share those questions that you would like to share and above all, you have the opportunity to know them and to have a feeling

of contact with the individuals to whom we are writing and talking and with whom we are working.

I think that is one of the most important parts of a conference like this.

Now I am going to tell you a little bit again about our Administrator. He says don't, but I do want to because in a sense he comes to us at a unique time in the history of A.I.D.

I don't have to remind some of you that I have been connected with the Advisory Committee or some type of relationship with all of the predecessor agencies all the way back to I.C.A.

I had the good fortune to serve on the original Point Four Board and since that time I have watched the evolution of these agencies within our Government.

And we have been fortunate in the leadership, as I look back over the names and records and contributions of these men who have headed those agencies, working in foreign assistance in our country. It is a most interesting and exciting history.

And now we have in that particular role another man who comes to us with a very interesting and I think useful record for the needs of such a difficult office at this particular time.

First of all he comes with the discipline and the training and the experience and above all the sense of responsibility of an interesting family history.

In his community where the Parker Pen Company is located, he certainly has met the high expectation of people for his leadership. When he became the President of his company, he brought, above all, one of the fine world points of view which some businessmen have been able to attain.

He brings that now to do what I think is going to be a tremendous job. He has been responsive to all of us who have gone to him with our concerns.

I feel we are so fortunate to have this man of sound scholarship, business acumen and a great sensitivity to the human needs; and at the same time, he has all of the skills of meeting the difficulties of budgetary limitations.

So he comes to us now as the Administrator of A.I.D. and is going to talk with us quite frankly I am sure, and then he has offered to give us a period of questions -- rather short because of Congressional appointments.

As you know there is the Appropriations Bill up there on the Hill. There is a lot of hard work to be done and he will have to leave us.

But your coming this morning, Mr. Parker, does mean so much to us to have you open this Conference. I am so happy and so proud to present you to this audience.

KEYNOTE ADDRESS

*Honorable Daniel Parker, Administrator
Agency for International Development*

It is a delight to work with all of you, and it's a delight for me to be able to work with Miss Hickey and the Advisory Committee. Somebody said on the way here that there is probably more goodwill for our foreign assistance program gathered here in this room than anywhere else in the world. I think that's right. We have been referring to this meeting as the summit conference, if you will, of voluntarism. I've looked at the record of your past accomplishments; I have been convinced that it's exemplary. The organizations that you represent, collectively and individually, have reached out into the world and extended many basic American principles. This is tangible evidence in action of what America is all about. You are among the finest, I think, that our country can offer.

Now, in keeping with the tone I hope we can establish for this meeting, I want to be very frank with you. You had a choice today which you didn't know about, and I made a decision in your behalf. You could have had a prepared speech or, in the sense of family togetherness, we could just meet and talk informally and candidly together. I made the choice for the latter, somewhat to the consternation of some of the Agency staff who feel much more comfortable if I deliver a prepared statement. I don't whether that's a reflection of their anticipation of what I will say -- there's been some concern about that -- but I think the informal approach is the best way to go. So I am going to chat with you, as a friend and admirer of your organizations. We happen to be at a very crucial point in the history of foreign affairs, of foreign assistance, and of development, and I think it's appropriate that we just talk a bit about this today.

FY 1975 Program Proposed

Last week was a momentous week. We put forward, Secretary Kissinger approved, the President approved, and we sent to the Congress, the proposed Foreign Assistance Act of 1974 to request authorization and funding for fiscal year 1975 programs. I've never gone through an experience like this before. We began back in October to put a budget together from proposals from all over the world. We had to sort out things within the Agency, and then we had to go before the President and fight for a portion of the President's budget. In one sense, we

completed the first stage of this process last Wednesday morning when, at the White House, President Nixon, Secretary Kissinger and I were able to present to the Congressional leadership our proposed new budget and program for Fiscal Year 1975.

Global Interdependence and Its Implications

It was a very exciting experience for me. I think it comes at a time when we can see the interrelationships amongst all mankind more clearly, and more tangibly than we ever have been able to do in the past. We can see linkages between foreign aid and peace. We can see the interdependence of all mankind. This interdependence has been felt in both positive and negative ways. This is the gathering, this is the group, through whom I think that we can give expression to the concept of interdependence in positive ways. I think Americans, perhaps for the first time in peacetime, have felt some of the negative consequences of interdependence. We've not yet felt it in ways deeply and gravely serious to us, but we've felt it in ways of inconvenience. We felt it as we sat in queues waiting for gasoline. As an aside, I can recall a Congressman who came into his office rather late one morning for an appointment that we had. He explained that he had been in line for gasoline for an hour and ten minutes, and he said, "I'm so mad, I wouldn't even vote for myself!" To add to his miseries, when left that night he ran out of gas because someone had siphoned all the gas out of his car in the Congressional garage!

These are examples of some of the negative aspects of interdependence. But you know, the ways in which we have felt our interdependence with other parts of the world have been really very minimal; but the way in which other people feel global interdependence, and experience the way in which it can have a negative impact upon them, is seen in the fact that for the first time in the history of mankind the totality of food production was barely able to meet the totality of consumption requirements. Now, that to me is a fact of great importance because never before in the history of man has this thing called earth ever really been totally challenged by the needs of all mankind.

The Challenge of a Finite World

This situation brings to my mind a view that I'd like to express -- and to lay on the table, if you will. As I look at earth, it's obviously a very finite body. We can see this most clearly when we see the pictures of the earth taken from space. I have some Apollo astronaut friends who have given me pictures of earth taken on their way to and from the moon. They make it obvious that the earth is finite. Yet I think it's God's challenge to man that man shall try to make this finite body infinite.

I think that this is our challenge. This is why we are here together. The challenge lies in how we, mankind, use and recycle, if you will, this very finite body. The way in which we respond to this challenge is going

to determine whether and how we survive. I think when you look at it this way you can see that there is no such thing as absolute, material value in the absence of man. There is only value ascribed or added, cumulatively by man, to the finite resources of the planet earth. How man adds value to his use of those resources is the basis upon which we measure the quality of life, and man adds value both in tangible and in intangible ways.

When I look at the global population problem, I, of course, agree that the objective of having reasonable quantities of people on this finite planet earth is of great importance. However, I must be honest with you and say that I also look at the population problem in qualitative terms and not just in quantitative terms. It is not just a question of how many lives the earth can support -- it is equally a question of what the quality of those lives will be. It is the concern with the qualitative aspects of those lives that you and your organizations represent. These are your interests and our interests. Those common interests are why we're together here today.

When we look at this finite body, the planet earth, and when we realize that it is man that is the real asset on that planet, we have to look at how, in qualitative terms, this principal asset is being utilized. Unfortunately, we find that a very high proportion of all people -- passengers, as Adlai Stevenson said, on spaceship earth -- are engaged only in barely maintaining their existence; sheer survival at a meager, subsistence level is their principal concern. They produce basically nothing more than their own individual consumption requirements at the very minimal level required to sustain life. I suggest that this is the most fundamental abuse of human resources of all time. To change this situation is why we are working together. When we cannot interrelate with a billion to a billion and half fellow passengers on spaceship earth, on peaceful, social, economic and political terms, as we interrelate within our own nation and society, we are wasting the principal assets of the earth.

I think it is appropriate that you know of some of these philosophical feelings that I have -- and, perhaps, I should apologize for becoming so philosophical at this hour of the day and this day of the week -- but I felt I had to tell you a bit of my own views to preface the more specific things that we will be discussing, because I don't want you to consider, by any stretch of the imagination, that my views on your work and on voluntarism are those which have been mandated by legislation, or which are simply repeated by rote, or which are the result of other pressures. I have these views because of a genuine, sincere and long-felt rapport that I have for your work and your dedication to your mission.

Foreign Assistance and Foreign Policy - The Linkage

I'm sure you've seen the legislative package on foreign assistance that I referred to earlier. I'm sure that you've seen it in the papers, and I would say to you that the press has treated it in about the way in which I anticipated that they would. Without reflecting any

animosity toward the press, I think that they, predictably, looked at the Middle East peace program component of the assistance budget as the most important. The headlines that I saw most frequently were the ones that referred to our proposed aid to Egypt which, of course, was somewhat startling; I expected that. The levels of aid proposed for Southeast Asia in the aid budget are substantial, and also, quite predictably and understandably, the press made note of those. But I'm afraid that the press, again predictably, overlooked the basic development assistance portion of the aid budget directed to other parts of the world, which is very significant in quantity and is very significant to all of us.

This budget that we are sending up this time is different than it has been in the past. We are demonstrating with the approach that we're taking this time that there is a linkage between foreign aid and foreign policy. There always has been such a linkage, but I think, in the past, sometimes we have felt that it dirtied or sullied the concept of foreign aid to say that it was, in fact, in support of our foreign policy objectives. I don't think this need be true; and I don't think it is true. I'm not at all hesitant to tell you that foreign aid, as a development investment, is related to our foreign policy keenly and urgently in the Middle East and keenly and urgently in Indochina. We should clearly see that political and economic stability in the Middle East and in Indochina can contribute to the establishment and maintenance of world peace. We can also see the inverse. We should clearly see that world peace cannot be maintained if there is turmoil and instability in the Middle East and in Indochina. We can see also, I think, that stability in those areas, and peace in those areas, cannot really be attained so long as there are serious imbalances amongst and between the peoples of those areas. We are, therefore, addressing U.S. foreign assistance to the support of these foreign policy objectives in these areas.

In order to face our responsibility for supporting these vital and urgent national objectives, we have identified them quite assertively and explicitly in the budget. We have also identified and preserved adequate funding and allocations for development assistance in other areas of the world. To extend our assistance for development to these other areas is also a responsibility that we have which is no less demanding than the responsibility to assist in bringing a lasting peace to the troubled areas of the Middle East and Southeast Asia.

The foreign policy objectives which our aid program supports include not only the short-term, immediate and pressing problems of the Middle East and Southeast Asia -- they also include the long-term, equally vital problems of development in the rest of the world -- problems which we must help to solve if we are to have the kind of world we want for the generations that are yet to come. I have wanted to be sure that our foreign assistance programs address both the immediate problems in urgent ways, but also the no-less urgent, longer-term

problems in no-less urgent ways, with persistence and steadfastness. I think we have done this in the aid budget now before the Congress.

To Reach to the People

I would like to talk a little bit about development assistance broadly. I think we've come a long way from what was known as the "trickle-down" theory. This was the premise, which frankly I never bought, that if an economy is developed and grows, all of the people living in that economy automatically share in that development and growth. The problem is that in many of the countries of the developing world there are many, many people -- sometimes a very high proportion of the total population -- that simply live outside of the economy. No matter how much the economy is stimulated and made dynamic, it may have little effect on those people who are not part of the money economy because they are engaged in subsistence level activities. Economic growth, by itself, doesn't really do them very much good. In other words, the "trickle-down" cannot trickle if there are barriers in the economy and society which prevent the more equitable distribution of the fruits of growth. This does not mean that we should abandon our efforts to help these countries achieve economic growth. It means that we must also help them create institutions and societies in which the benefits of economic growth reach the great masses of people in these societies. As I noted before in connection with my remarks on population, the problem of development is not only quantitative -- a bigger pie -- but also qualitative -- a pie more equitably divided. Quantitative growth is necessary -- but it is not sufficient.

So the effort now -- and the reason that it's so important that you be engaged in it -- is to reach to the people. Reach through the barrier of absolute poverty and help to develop this basic asset of the world: man. This is why the thrust of our efforts together, I think, is so important and crucial at this time. I'm optimistic about it. My optimism is even greater than it ever has been before when I see all of you here together.

Everyone is a Constituent of Foreign Aid

But let us be realistic. We must get the empathy, at least, and hopefully the sympathy, too, of our colleagues in the Congress and their constituents. It has been said that there are not direct constituencies for foreign aid back home. I suggest that this is not really true and never has been true. If John Donne, some 300 years ago, was right, and I think he was, when he said, "The death of any man diminishes me, because I am involved in mankind," then I suggest that it means that everyone is a constituent of foreign aid. Putting it in positive terms, I would say, I am enhanced by the gain of any man because I am involved in mankind. There is the constituency, but we must be realistic and pragmatic about it. We must try to demonstrate to our colleagues and friends at home the meaningful ways in which this interdependence exists and how it is a positive factor in our present aid future.

A.I.D. and the VOLAG's - The Need for Greater Mutuality

Now, briefly, some further background as to why we're here. In looking back at the history of voluntarism, especially as it relates to this Agency, I could see that there is a vast amount of goodwill -- a vast amount of worthwhile effort -- but I've seen that some of this has been frustrated in part because of a lack of resources that this Agency could apply on behalf of voluntary activities. Our hope now is, that with a couple of key new concepts, including the setting aside of certain funds to support voluntary agency activities, we can build new types of relationships in a framework of greater relevance and greater mutuality -- relationships that can begin together rather than be forced together in disparate situations. I'm hoping that this experiment of setting aside funds -- which I'm sure you've all read about in what we've sent out -- I'm hoping that this experiment can be so successful that we can justify increasing the amount of such support in the future.

In proposing this type of support to your activities, we don't ask that you lose your individual character as voluntary organizations; this is not the objective at all. You're great because you are what you are and what your members are. We do need, however, to recognize that development is a systemic thing, and there are interactions and interrelationships amongst all factors. Thus we hope to engage you and your membership in a systematic set of efforts that hopefully can produce synergistic results. Now we beseech you, please, to be candid with us. We have deliberately put out papers to provoke discussion and thought, and I've discussed these things with you this morning in ways that I hope will be provocative. I have gone over the report that Miss Hickey described to you, and there are some provocative things in that, too. I have some points of disagreement that I am going to debate at some point with the Committee, but on the other hand, as Miss Hickey mentioned, there are some things that we have already accepted and are beginning to move on even before the official report is published. So, please be candid with us, and we'll be candid with you. You know, friends can be candid and very frank, and I consider that we are friends together. I wish you well in this conference, and I thank you for your attendance and your thoughts and your efforts. I'm sure that together we're going to have a most fruitful relationship in the future.

DISCUSSION

Miss Hickey: Saying thank you doesn't express our appreciation of what Mr. Parker has done for this conference, and I hope encouragement and inspiration he has given all of us.

Mr. Parker said he would be glad to take some questions and I would say we have about 15 minutes for questions.

Will you please stand and give your name and organization when the mike comes to you.

Perhaps some of you have written out a question. That's a good thing to do.

Question: Daniel Montenegro, American Institute for Free Labor Development.

I would like to have Mr. Parker's views on the question of the relative merits of bilateral versus multilateral aid with regard to the achievement of the objectives that he has spelled out.

Mr. Parker: This is a fascinating subject. There are roles for both bilateral and multilateral, obviously. This will come into sharper focus this coming year, even in the next few months and weeks.

The Foreign Assistance Act of 1973 provided that the President could create what is known as the Development Coordination Committee which is to coordinate the United States Government policy and programs affecting the developing countries, and to interpret them in terms of impact in those countries as well as in our own economy and among our own people. The Foreign Assistance Act of 1973 has also provided that the Administrator of A.I.D. is to be the Chairman of this coordinating committee. This is a very logical concept, as I have mentioned to some of my colleagues. It is so tremendous, though, that I am a little worried that I may be becoming a chairman of a logical concept rather than a viable committee.

One of the key things, of course, that has to be considered is the relationship of the multilateral funding the taxpayers are asked to make on behalf of these organizations. If I were to say in broad theory what I hope this can be is that the international financial institutions can develop these macro-capabilities of adapting an earth that was designed initially for many fewer people to be able to carry the present and future passenger loads.

We can see that there are vast areas such as the Sahara in Africa that affect a number of nations. It is going to take massive amounts of capital resources to be able to adapt that area so that man can live in it in a hospitable way. Another example is an area I saw two weeks ago with Bob Nooter. We were in Indochina. We were on and over the Mekong River both in South Vietnam and in Cambodia -- a vast development potential for man.

I think international financial institutions should be encouraged to address themselves to this type of problem, this type of opportunity. There are many things in addition that they can do, but I think anything that needs a multilateral, multinational perspective can probably be done better by the multilateral institutions than by the bilateral ones.

Many countries also in their aid programs simply do not have enough resources to invest to develop the administrative organization to apply such funds. So these countries can utilize the multilateral institutions.

Question: I'm Dr. Fareed of the Carr Foundation.

I particularly enjoyed Daniel Parker's remarks and the refreshing policy of A.I.D. toward private organizations such as ours which are small. I would appreciate if he would tell us a bit about the procedures of how we can go about obtaining the cooperation of A.I.D. Thank you.

Mr. Parker: Thank you, Omar. I am going to defer on the specifics of it because this will be the subject of sessions that you will be in. But again, I will make a general comment.

The objective here, as I said earlier, is not to change you as organizations. The good thing about all of these organizations, about volunteerism, is how people come forth with their own objectives and their own beliefs. The specific objectives of this new approach is that we can put these into a frame of relevance so that the efforts of each of you in fact is symbiotically related.

You may not have known it until now, but somebody, some other organization here is probably one that could be enhanced by a joint endeavor with you, and hopefully through this Conference and others we can find how you all can join together, perhaps as independent bilateral organizations, but nevertheless with related efforts to common objectives.

I think that in many cases your members have multiple memberships in voluntary organizations, but in terms of functional relationships, sometimes they proceed in independent and unrelated ways.

So I would answer this way: Let's look objectively, not just at A.I.D. versus voluntary organizations. Let's look crosswise objectively as to how voluntary organizations can interrelate. As to specifics, Dr. Fareed, of how this mechanism will work, I would prefer to leave that to the succeeding work sessions.

Question: I am James MacCracken of Church World Service.

Mr. Parker, tomorrow the United Nations Special Assembly is supposed to be over. A hundred nations have talked about the energy crisis your Congressman friend got caught in. The Overseas Development Council has estimated 30 of the developing nations may go bankrupt in the immediate future.

I wonder as we start in our own consultation if you could share some of the thinking that may somehow buy some time which does not at this moment look as if it is available.

Mr. Parker: Mr. MacCracken, if you don't mind, even up here I will call you Jim, and point out that no country can ever go bankrupt because its asset is people. In fiscal terms they may indeed go bankrupt and in human terms they are facing some very real problems. There is a very tragic coincidence in numbers.

It is estimated that the developing countries of the world will have to pay \$9 billion more this year for their oil than they paid last year. This is simply the price increase. The tragic coincidence is that from all donor countries, total official development assistance is \$9 billion.

So quite simplistically it can look as though all foreign aid is going directly and simply into the hip pockets of the oil producers in terms of extra profits. Of course, this is a pretty tough situation to discuss with a number of Congressmen, but I think we all know that the development assistance that we are providing does in fact go into specific results because through your efforts and through our A.I.D. programs we can see actual results.

We can see how life is bettered, but for those developing countries that are going to face this price increase, it is a very serious thing. I would like to point out this situation whether it is right or wrong, and it is neither. It is something in between; there are elements of justification or elements of justness to the price increase. Nonetheless this was an administered decision by the oil producers.

One of the objectives I think all of us must have is to get the oil producing nations to recognize that they have a responsibility. They are looking towards a long-term enhancement of the valuation of their assets. I think this is just; this is fair; this is logical. I think, however, that they must recognize that the short-term consequences are very adverse.

I was meeting with Secretary Kissinger on Saturday before he left. We in this Government are going to point out to the Special General Assembly the significance of U.S. programs in quantitative terms to those most affected. We are going to do it with the hope that Ambassador Scali can stimulate the oil producers and others to come up with comparable sums of assistance both on a short-term and hopefully on a longer-term basis.

When you analyse this, there are some countries that are much more affected than others. The estimate is that about \$4 billion worth of extra price for oil is being faced by those most crucially affected. These are the ones we have to look at with some degree of urgency, but frankly the numbers are so huge, if somehow I could go up and do magic on Capitol Hill and get our full request authorized and appropriated, and put all the money into paying the oil price increase, it would be

like about 190 days worth of extra oil price for these most affected nations.

We cannot bilaterally go in with the money necessary to solve the problem. We must as a world revise certain of the basic economic systems to reflect a new premise of a different valuation being put upon this basic material.

One of the things that the Special General Assembly is looking at, and I hope with constructiveness rather than just rhetoric, is that there are other basic commodities in the world that also have a need for revaluation, so that in the long-term people will have the opportunity to add value to their natural resources and put them into the commerce of the world. I hope that there will be a positive result from this. If there is only rhetoric then we are in real trouble.

Question: I'm *Jim Norris of the Catholic Relief Services.*

We understand that on Saturday, there was a very important meeting with Mr. Butz and Mr. Kissinger, discussing the United States posture vis-a-vis the food posture of the world.

Is it possible, without giving us any secret information, to tell us whether the United States is going to take a leadership role in the forthcoming weeks and especially during the U.N. Assembly in regard to the concessional sales and also to sharing a portion of the overseas sales that we make to the poor countries?

Mr. Parker: One of the first things Secretary Kissinger is going to do on his return is to meet with Secretary Butz. We are going to seek to maintain the U.S. role of leadership. You know there are two constraints upon food aid availability. As I mentioned to the Secretary the other day, one of them is budget, and I said this is something we can do something about.

But the other constraint is availability. And this is something that few of us can change. We are going to be taking a close look at how we can measure availability, and how we can then determine what the U.S. might be able to do in terms of food aid without doing a disservice for all of mankind by putting too much pressure on the market, and thus as a consequence, increasing the price worldwide for these basic commodities.

But I think at the moment if you will understand, all of you, that I really can't go too much farther than this at the present time except to say that I think the U.S. responsibility will be met. I think we are quite mindful of the objectives you have in mind. We share these objectives and we will do everything we can.

Miss Hickey: Again our thanks, Mr. Parker.

Now because of our tight time schedule, I'm going to ask Dr. Kieffer to talk with you briefly about how we can move toward some of the hurdles that we all face in conferences like this. The need we have to come to specific problems and to respond to Mr. Parker's request that we will really look at these proposed guidelines; that we will do everything we possibly can today to give our colleagues in A.I.D. our very best.

This is our chance to influence policies before the decisions are taken. I'm very happy to ask Dr. Kieffer to help us to do that.

CONFERENCE GOALS

*Honorable Jarold A. Kieffer
Assistant Administrator
Agency for International Development*

Before I begin, I noticed down here in front, Andy Mair, who is head of Food for Peace Program.

I don't mean to put him in a spot but I know there will be many questions related to that program and he can be a resource here for later sessions.

I also couldn't go on and speak further without drawing your attention to Harriett Crowley, my trusted Deputy, who has also had a very continuing and creative role in shaping this Conference.

I want to talk to you a little bit about the spirit of this Conference and what we hope will come not only from these discussions but the sessions functional and otherwise that we hope will follow this Conference.

This is a working meeting; after these preliminary remarks you will find very little talking to you and more talking with you.

I want to emphasize this is an open meeting. There may not be press here, there may be press here, but that is not the point.

The point is "open" in a communication sense. I find that the beginning of communication involves the sharing of perceptions.

When you share perceptions with people about what they think and perhaps why they think the way they do, you have got a good basis for then going on to communicate with them. Likewise, without first sharing perceptions, little real communications can take place.

Sharing perceptions does not mean you have to agree with the other fellow, but at least you understand what he thinks and maybe why he thinks that way.

When I say "open" meeting, I mean that we are in a position here, and there is no reason why we shouldn't be, to talk frankly with one another.

In the small group sessions and in the plenary sessions, if there is something on your mind, something you wish to say or get off your chest, say it.

If you don't, it will be your own fault because I think the sessions will certainly permit that kind of exposure of the way you think and the points you want to get out on the table.

Margaret Hickey and Mr. Parker have indicated the general thrust of this Conference.

The Administrator has mentioned the set aside of funds designed to encourage increased and more creative involvement of the private and voluntary organizations in development work overseas.

The guidelines will be found in your packet. Some of you probably have not had a chance to read or digest what they say.

But I want to emphasize that these guidelines, as Mr. Parker indicated, are marked "draft to provoke discussion," and we hope indeed that they are provocative of your thinking.

No one has to agree with them. We hope you will agree with some of them. We have done the job of putting together some ideas. They aren't even fully agreed to within the A.I.D. staff.

We hope that you will react to them. We hope that you will suggest other guidelines that you might think appropriate.

When that input is received, then the arguments will begin within A.I.D. and elsewhere on making them final, and these matters will have to be decided by the Administrator.

If you disagree, we hope you will say so and why. That is the only way we can learn about each other's perceptions.

In the small group sessions that Margaret referred to there will be resource people who will be there to answer questions, to define terms that may be perplexing to you, and to answer any other matters that might occur to you.

And if they can't, we will try to find a way of solving the problem.

Rapporteurs will be present in each of the small group sessions. They don't expect to capture only agreement. They may capture disagreement, issues, and problems that have come up in the individual discussions.

Tonight the rapporteurs under the guidance of Cliff Hope, who will be the Rapporteur General, will try to pull these thoughts together and develop an integrated report for tomorrow morning. It will summarize the chief points brought up in the special sessions and the points of agreement and disagreement.

He will then read this report to you tomorrow in the plenary session after which there will be further opportunity for Q & A from the floor.

Some of you may feel that the points were overemphasized or underemphasized or you may think something else ought to be brought up. Tomorrow will be the time to do that.

The Assistant Administrators and other top staff of A.I.D. will also be here for the Q & A so that they can hear the report and share ideas with you and answer questions.

Then Jim MacCracken will summarize his net impressions, after the small group sessions and the Q & A's. And then I will attempt to sum up what I believe I heard.

Again, we hope this will be regarded by you as an open session and an experience in communication. Congress recently refocused the objectives of the foreign assistance legislation, and we are all engaged in interpreting what the words of the Congress mean in terms of development.

I think everybody in this room recognizes that development is an exciting yet often baffling experience.

Even after 25 years of being in the development business, in A.I.D. I find the staff frequently quite willing to concede that they have much to learn from the people themselves in the host countries, from groups such as yours, and about new concepts of how to attack the problems.

We recognize that development takes place in various ways and at various levels. We also recognize that the American people do and should have a number of ways of bringing their energy, their ideas and their resources to meet the challenge that comes from attempting to help our fellow citizens in this world develop their capacities and resources.

Our mutual task is to work out the best ways of conducting ourselves in this challenging business. As you will see in the guidelines that are proposed in draft form, the emphasis will be on doing with rather than doing for.

In this meeting and in the follow-up sessions and with other interactions we hope to have with you, we will be exploring both current and new concepts of development, methods of operation and cooperation and methods of funding or relating funding resources to the tasks.

Our common theme in all we say or do can derive from the recent development assistance policy statement by the Congress -- namely that we should give the highest priority to undertakings that directly improve the lives of the poor people of the developing countries we are attempting to assist, and that help them develop their capacities to share in the process of their own development.

Have a good conference and thank you.

Miss Hickey: Now before I introduce Shirley Patterson, our Coordinator, I want to introduce one other consultant, Mrs. Kay Harley from the Bureau for Program and Management Services.

Where is Kay? She is one of our very special workers. Kay, would you stand up.

Another colleague, Mr. Robert Johnson, the Executive Director of the Advisory Committee on Voluntary Foreign Aid.

Now I am going to ask Shirley to come forward and give us that very final help in finding our groups and getting started on what I know is going to be a very exciting day.

HIGHLIGHTS OF ADDRESS

*Mr. James P. Grant
President and Chief Executive Officer
Overseas Development Council*

Congress in 1973 gave a new role to the NGO's, mandating A.I.D. support to them to carry out this role. In so doing, Congress assumed the capability of NGO's to carry out development programs, to reach the poor majority, and to foster change.

The overall environment has changed radically since last summer, with a new international economic order symbolized last fall by: soaring food prices in the U.S., despite food surpluses; the oil embargo and new power for the petroleum exporting countries; and rapidly growing shortages in such items as timber, fish, and fertilizer.

This environmental change has been caused by short-term cyclical factors: an unprecedented global business boom in 1970-1973, droughts, and war; as well as the longer term, secular force of increased demand from unprecedented increases in population and affluence.

The limits of the global system to adapt were being pushed in the late 1960's from ecological overload, examples being people in cities and fish in lakes; from stretching production capacity, such as of food; and a switch from buyers' to sellers' market, even where production is ample, as in the case of oil producing countries.

All of the above took place before December, 1973. The system now has become overloaded, creating major new developments. Many LDC's are on the edge of catastrophe, with a four-fold increase in the price of oil, food prices doubled and trebled, and an aggravated fertilizer shortage, the cost of urea trebling.

The impact has been uneven on various countries. Many offset their increased costs with higher prices for their raw materials. The oil producing countries benefitted greatly. Malaysia, Tunisia, and Mexico are significantly ahead of others. Twenty to thirty countries are experiencing a short-run difficulty, examples being Taiwan and Korea. But thirty to forty countries of the Fourth World, in South Asia and Africa, are badly hurt.

Globally, food prospects are worsening, particularly for the LDC's. Despite the biggest crop ever in 1973, world food stockpiles were but 95 days in 1961, 69 days in 1970, and only 27 days in 1974.

LDC food production prospects for 1975 are middling at best. Since the countries are broke, they have problems importing oil and fertilizer. Fertilizer is in short supply, anyway, even if the money were available. The U.S. is using more fertilizer per acre, and fertilizing more acres. Food aid from U.S. and Canada has been markedly curtailed. And the world food supply now is very vulnerable to weather.

The global economic slowdown has worsened. Shock from the energy curtailment is already in process. Less use of automobiles makes for few migrant workers and less tourism for the LDC's.

Leadership roles are uncertain for the oil producing countries and for developed countries. A dialogue is needed between them. Resource-rich developed countries such as Canada, the U.S. and the U.S.S.R. are returning to the dominant position they held from 1958-1962. They are relatively autonomous in resources; they have higher export earnings from their own raw materials such as food and timber; and their investments in oil-producing countries will reinforce their economies.

The developed countries poor in resources and the Fourth World are weakened in their world positions. They are less able to lead, and the needs of the Fourth World are urgent.

The U.S. is reluctant to assume leadership, as evidenced by its Congressional stance on IDA and other foreign aid programs.

Policy Implications

We are in a position similar to that of the 1930's and 1946-1947. There is a new era ahead. The key issue is ad hoc versus global response.

Urgent problems need action now: the Fourth World needs money, food and fertilizer. Longer run issues include: restoring Fourth World viability, increasing fertilizer production, increasing world food reserves, devising access rules for scarce supplies, and avoiding overharvest of ocean fisheries.

The implications for voluntary agencies -- it's a different ball game from a decade ago. There are no more surpluses. The emphasis is on development rather than relief, and upon the poor majority. A survey done by the Overseas Development Council in the U.S. shows strong public support for food and rural assistance, and confidence in the ability of private organizations to provide assistance.

Time is of the essence for voluntary organizations to reconsider their assistance roles overseas, and their education and financial support roles at home.

Pogo said, "We have seen the enemy, and it is us!"

PRESIDING:

*Dr. Raymond F. McCoy, Member
Advisory Committee on Voluntary Foreign Aid*

It is good to see you all back because we really seem to be part of a great new effort at getting at what has been and is going to be an increasingly difficult problem: Just how you get in operation a greater partnership between A.I.D., a tremendously complicated organization for action with its Washington set-up, with its regional bureaus, with the country missions; and the voluntary agencies with their tremendous diversity. Diversity in interest, in scope, in size. So we have voluntary agencies, A.I.D., and then the Advisory Committee in between somewhere trying to help on the establishment of this greater partnership.

After one day, where are we? Yesterday we got off to what everybody seems to say was a great start with the remarks of the Administrator and then the discussion groups. And then, last night's program capping things with a different look from the point of view of Mr. Grant and the legislative assistants.

This morning we are here to pull it together and pull ourselves together to see where we got yesterday and then with a question and answer session run by Dr. Kieffer and helped out by other Assistant Administrators and A.I.D. representatives. We will expect them to field the questions which are left and if there are no questions left I am going to be amazed.

So, this morning's program is set up in two parts. First of all a summary of where we arrived in the discussion groups. Then the fielding of the questions which are left.

For the summary of where we got in the discussion groups, we will have this effort reported to us by our reporter or rapporteur general and it seems to me that title is perfectly in keeping with the magnitude of the job of trying to say where thirteen discussion groups got.

But, when the assignment by the Planning Committee of somebody was to be made, none of us was volunteering too fast for this job. The Committee thought of the same person who started this long hard process of developing that report with which you were presented yesterday by the Advisory Committee, and which the Advisory Committee is most delighted to have out of its hands and into your hands for your reactions.

Cliff Hope was the person who headed the committee that got started on this job and worked for long hard months. He is kind of a thoroughbred work horse and that is a pretty good combination for the job of reporting to you this morning on thirteen diversified groups and where they got yesterday.

It is a pleasure to present to you Mr. Clifford Hope of the Advisory Committee on Voluntary Foreign Aid; a practicing lawyer in Kansas who has had lots of experience in international affairs and assignments in the international field. He is a good friend of all of us on the Committee. I am glad that it is he that I am introducing to attempt this job.

SUMMARY REPORT ON SMALL GROUPS

*Mr. Clifford R. Hope, Jr., Member
Advisory Committee on Voluntary Foreign Aid*

Back in what my children refer to as the "olden times," I found myself at Harvard College by virtue of the G.I. Bill of Rights. I was forced to study a language; my desire was to take and pass the French proficiency test just as soon as possible and be done with French forever. Little did I realize in that distant day that some day I would become a rapporteur general.

I should not proceed further without giving special thanks to all those who have made this report possible and especially to my associates, Judith Gilmore of A.I.D. and John Bannigan of the Asia Foundation. Without their labors far into the night, this report would not be ready at this time.

The small working groups were most productive, and, when you have heard this report, I think you will agree that the results of these collective efforts have proven this truly to be a "working" Conference. Although no two of the thirteen groups followed the same format in going about their tasks, most raised similar issues, and there was

surprising agreement among them. A few raised unique points. We have tried, in the short timeframe of last evening, to pull all of these together in this report -- the common expressions among most groups, the special issues raised by one or a few.

A majority of the small groups recommended the following:

1. The Role of the Advisory Committee on Voluntary Foreign Aid should be examined from the Point of View of:

- a. Registration, its meaning and whether the functions of the Advisory Committee on Voluntary Foreign Aid should be expanded to serve a "screening function."
- b. The composition of, and membership in, the Committee.
- c. The advantages of registration to voluntary agencies.

It should be mentioned that a study of the registration process is planned by the Committee and, of course, recommendations of this Conference will be taken into consideration.

I believe when all of you have had an opportunity to read thoroughly a copy of the report which was given to you yesterday, this will answer some of the questions not covered here but which were raised by the various groups.

2. Improved Communications and Feed-Back among Non-Governmental Organizations (hereinafter referred to as NGO's), A.I.D. in Washington, and A.I.D. Missions Overseas should be given High Priority

- a. Increased involvement of NGO's in the decision making processes, design, and evaluation of programs, including the establishment of priorities, is desirable.
- b. Establishment of a central information and coordinating office within A.I.D. to help NGO's in their dealings with various offices should be considered.
- c. Mission directors need a series of communications, particularly regarding the new relationship and procedures necessary to encourage new programming approaches. Special efforts should be made to share A.I.D. information on specific countries' strategies and program priorities with NGO's.
- d. Strengthening the A.I.D. Office of Private and Voluntary Cooperation to act as the primary coordinator and focal point between the NGO's and A.I.D. was suggested.

3. There is a Need for Clarification of the Relationship between NGO's and A.I.D. to insure the Preservation of the Independent Nature and Integrity of Recipient Organizations and Their Concepts.

a. The importance of constituent financial support of NGO's participating in A.I.D.-sponsored programs takes on added significance in this context.

b. Caution is urged in interpreting the new terminology either in the new Foreign Assistance Act or in the proposed guidelines too literally, for example in the phrases "poorest of the poor," "new and innovative," "matching grants," and "local support." Disagreement in the group was reflected in a discussion of humanitarianism versus development. It was felt that some of the agencies could be disadvantaged because of this new emphasis.

4. Modifications of A.I.D. Procedures and Requirements as a Result of Relationships implied in the New "Set-Aside" Arrangements were suggested.

a. Financial and contractual feasibility including a long time frame.

b. Clarification of A.I.D. terminology and legislative restrictions.

c. Preference be given to grants over contracts since grants imply greater autonomy and flexibility for NGO activities.

d. Simplification of administrative procedures for grant applications, management and evaluation.

e. Improved methods of measuring development and social change should be explored.

f. Desirability of multi-year commitments for sound financial and programming activities on the part of NGO's.

5. Relationships with Lesser Developed Countries (hereinafter referred to as LDC's) and with LDC Institutions

a. What are the implications for NGO's of U.S. Government funding relative to local governments and organizations in LDC's?

b. How can program funds be used in non-A.I.D. countries and in countries which do not maintain diplomatic relations with the U.S.? Are there problems for voluntary agencies which do not share U.S. Government policy objectives?

c. Concern was expressed about the necessity of host government approval for NGO activities.

d. It was felt that more emphasis should be given to require cooperation between American NGO's and indigenous institutions and organizations in policy formulation, setting of priorities, and program implementation.

e. To what extent should local support or "matching funds" be a prerequisite for utilization of the "set-aside" funds?

f. A question was raised regarding the feasibility of implementing the Congressional intention of working with the "poorest of the poor" if the host government does not want this type of private and voluntary agency program.

6. Funding Questions

The groups generally concurred with the Congressional mandates and the follow-through by A.I.D. toward establishing a new partnership with NGO's, but the consensus was that the "set-asides" of \$11 million were too small for the enormity of the task. The question was further asked whether this sum should be an additional appropriation or taken out of existing appropriations. Hope was expressed that an increase for central funding would be forthcoming from a demonstration of NGO interest and competence. Several groups emphasized that, since approval is at the mission level in the case of the operational "set-aside," there should be a clear understanding at that level of the separation of funds from current program allocations. It was felt that the mission directors should be aware that these are additional and new program funds.

7. Public Information on Foreign Aid

It was felt that more attention should be given to providing detailed information to the public on development purposes and programs. A more effective dissemination system should be developed and more attention given to the role A.I.D. can play in facilitating information exchange among the private agencies. Some participants were of the opinion that A.I.D. and the NGO's should be more forceful in pressing their point of view before Congress.

8. Draft Guidelines

Although there was acceptance in principle of the draft Guidelines as presented, several voluntary agencies expressed a desire to review the final draft before the Guidelines became official. [Some specific modifications were suggested, which were subsequently acted upon by A.I.D. staff.]

9. Some Points and Questions mentioned by the Rapporteurs but not widely expressed:

- a. Will USAID missions have adequate personnel to review requests under the proposed operational "set-aside"?
- b. Can "set-aside" funds be used to purchase commodities, for example, food?
- c. Is the grantee overhead cost provided in "set-asides"?
- d. NGO's wish a voice in any future alterations in Guidelines after incorporation in an official document.

10. Dissenting Points which came out in Some Groups should also be mentioned for the Record

- a. Some participants felt A.I.D. was putting NGO's in a position of picking up slack resulting from A.I.D. personnel cuts in the field.
- b. Some criticism was voiced that the offering of these funds might subvert the program approaches and objectives of NGO's.

11. Suggested Follow-up Action

- a. It was generally agreed that this type of dialogue was of considerable value to all concerned; that it opened channels of communication between A.I.D. officials and NGO's as well as providing opportunities for exchange among voluntary agencies. It was suggested that a meeting of this type held here today and yesterday be held annually.
- b. Most groups felt that functional meetings should be organized as soon as possible in various cities both in the United States and abroad.
- c. Workshops should be arranged with NGO's and A.I.D. contract officers to discuss procedures and requirements under current regulations and legislation.
- d. Consideration should be given to providing access to training courses in program design, management, and evaluation for interested voluntary agency personnel.

This report is by no means final. You may even disagree with our summary. At the conclusion of the oral report, we invite you to augment it, supplement it and fill in the gaps.

Issues raised in this report will also be grist for the discussion following it -- perhaps as a total group we can seek answers and directions as to how to find answers, to solve the remaining problems.

This report, as this Conference, is only a beginning -- although a substantial beginning. Collectively, let us help determine where we shall go from here.

Dr. McCoy: I didn't think it could be done. I needed convincing and you gave it to me.

Now, as we go on to the second half of this, we have in the audience Assistant Administrators and representatives of A.I.D. bureaus to field the questions which you still have, and there ought to be some, on this approach to getting a greater partnership between the voluntary agencies and A.I.D. in all its magnitude.

To handle this interchange and make any preliminary remarks that he cares to make, we will have Dr. Jarold Kieffer, who is Assistant Administrator for the Bureau for Population and Humanitarian Assistance in A.I.D.

Question: May I make one brief comment before we proceed regarding the report of the rapporteurs?

Dr. McCoy: Yes.

Comment: I am *Ben Finley with Afro-American Family Community Services.*

I would like to indicate that in Group Number One, there was no support whatever for the Advisory Committee's acting program requiring registration of all agencies prior to submission of funding requests to A.I.D.

There was only one person and that was the Chairman, a member of the Committee, who had some strong feelings in the opposite directions and I think the record ought to indicate that at least for that Group.

And secondly, in relationship to the composition of the Committee, it was clear from Group Number One that we were concerned about representatives of people of color on that Committee. And, that is not clear in the report of the rapporteurs.

Dr. McCoy: All right. I would presume that we can guarantee that the statement will be a part of the record.

I think, though, that the point is well made that not everything could possibly have been included in the report of the thirteen discussion groups.

And it is conceivable that points made by this gentleman or some other points have not been heard in this report.

Therefore, I think it is important to say that since time is short for such matters, please feel free, more than that, please accept the invitation to communicate in writing what you think should be a part of this summary. And, do this, I would suggest, by writing to the Advisory Committee itself through its Executive Director, Mr. Johnson. But get it to us because we want to make every effort to convey what you think critical.

Now we get to Dr. Kieffer and the discussion with the Assistant Administrators or their representatives who are present.

In introducing Dr. Kieffer to you, I'm not sure that this isn't the right place to say he needs no introduction. I have no intention, Jerry, of discussing the many earlier and precocious achievements of your past.

I just want to say that the members of the Advisory Committee have been in close contact with Dr. Kieffer since he has been here. And, they figure no matter on what basis he may have been selected, somebody did an excellent piece of work in getting hold of him for this particular job in the humanitarian and population area.

We think he is good. We think he is sincerely devoted to the job we have been discussing here, the development of a greater partnership between A.I.D. and the voluntary agencies. And, we haven't seen anybody we think more likely to solve the many problems ahead as this partnership develops to the place it is envisioned by Congress in its mandate in the current Foreign Assistance Act.

It is a real pleasure to turn over the job of handling the discussion and fielding these questions to Dr. Jarold Kieffer.

DISCUSSION LEADER

Honorable Jarold A. Kieffer

Thank you, Ray.

If nominated, I won't accept; if chosen, I won't run; if elected, I won't serve.

This morning as Ray indicated I think we have a chance to react not only to the summation that you heard, but I would urge you to engage in what I was suggesting yesterday: a sharing of perceptions.

I think we ought to air out some of the thoughts that are implicit in the comments that we have heard.

And, there are probably nuances that we haven't heard.

I would urge these be brought out. We will have repeated sessions like this. We will have the functional and other workshops that were referred to. We plan to do that.

But, I think the tone of these workshops and even the shaping of their agenda could be facilitated by a very open and frank discussion in the time we have here this morning on what is on your mind. I would welcome that.

With us today to facilitate in handling questions insofar as they can are resource people from various areas of specialization.

We have two other Assistant Administrators, Joel Bernstein, who is the head of the Technical Assistance Bureau, and Herman Kleine, who is head of our Latin American Bureau.

We also have people here from the Africa Bureau, Art Howard; Frank Correl, and Bob Ballantyne of the Asia Bureau, and Mr. Zimmerly of the Supporting Assistance Bureau.

We have Stark Biddle, who is from the Bureau for Program and Policy Coordination of A.I.D. Has he arrived?

We have Jack Owens who is head of A.I.D.'s contracting operations.

We have Ed Holbein from A.I.D.'s housing activities.

We also have John Ulinski and other members of the Office of Private and Voluntary Cooperation, who are here.

Now we should conserve our time and devote it to questions from the floor and do the best we can to answer the specific questions or give other views that the members of the A.I.D. staff may wish to share with you.

Any questions?

I would think it would also be quite appropriate to have other comments like the one we had before with respect to the report insofar as you think it raises a question or some other matter that needs to be put before us.

Please give your name and your organization.

Question: *Stan Hosie, Foundation for the Peoples of the South Pacific.*

Dr. Kieffer, there is one shading that I think perhaps didn't come out in the report.

I would say generally all voluntary agencies are delighted and even thrilled that the Advisory Committee is now actually going to have funds

of its own and that this eleven million dollars will be in the hands of that section of A.I.D. which is particularly concerned with the voluntary agencies.

I suppose we might point out that the amount involved relative to say the \$26 million that the Canadian International Development Agency (CIDA) handles is not enormous and we hope that it will rise rapidly.

But I think what might concern the voluntary agencies more is the assumption which was offered explicitly that voluntary agencies are really full time organizations not used to handling large sums of money. Therefore, we must gear up over a long period and learn to handle money. If voluntary agencies at present are handling in the vicinity of a billion dollars a year, they know the value of a dollar in any comparable organization.

I would say the voluntary organizations are uniquely qualified to cooperate with A.I.D. in handling large sums of money, and the thing that we would really like to see brought in the open and discussed is why that three or four hundred million dollars of A.I.D. funds, presently contracted or subcontracted to various organizations, are not given primarily to the voluntary agencies. They have so much experience, they are really the organizations uniquely geared up to be with these contracts around the developing countries.

This is the real problem, not the \$11 million. We are not worried about that. What about that relatively half a billion dollars that is even currently going out in subcontracts?

Dr. Kieffer: Thank you very much.

I do think the point that Harriett Crowley made last night, not all of you were here, needs to be borne in mind.

When we refer to the \$11 million, what the Administrator had in mind was a special fund to encourage particular activities.

This is on top of a good deal of other money, some alluded to by you, that, normally is programmed by A.I.D. through private and voluntary organizations to accomplish a variety of tasks.

The Administrator here had two basic objectives.

One, he wanted to indicate to the mission directors and the regional bureaus his special desire to encourage them to seek greater involvement of private and voluntary organizations in carrying out the tasks of development.

He also recognized that in a number of cases the private and voluntary organizations require certain kinds of support to enable them to function

more broadly than simply to react to a project and see whether they are in a condition to help perform whatever that project contemplates.

He actually had in mind that they would plan whole segments of programs and that they may need financial help, some of them, to enable them to carry out that level of programming.

From that kind of activity would develop presumably projects that they would bring either directly into Washington or to a mission, depending on which way they choose to have an outlet.

But, in either case it is a special fund and, in fact, supplementary additional funds, and that was the way he conceived of it.

We have no doubt that some of the organizations do have the competence today to do that kind of programming.

They probably won't need any special help, although we are certainly willing to sit down and talk with them about that.

In other cases we know of organizations that are sort of at the threshold. They have the interest and the capabilities somewhat to do that kind of work.

And, they may need some additional help to do more complete planning or investigation.

Those are the kinds of applications we would welcome.

Comment: I am *Bishop Swanstrom from Catholic Relief Services.*

I just want to say I think all the voluntary agencies must have been encouraged as I was about the explanation that has been given about these sums of \$5 and \$6 million.

I think the point you just made is very important, for agencies to strengthen their structures and to help build up counterparts so their expertise in development activities will be greater.

I would like to emphasize, though, that there are many voluntary agencies that have moved far in this field of development. One got just a little feeling, even from Mr. Parker's remarks, that all our efforts have been concentrated on assistance relief, emergency aid, and so forth. But, it goes back now 15 years ago, we changed our whole emphasis from just the straight relief program. We were set up after the war to bring assistance to people who would be suffering as a result of the war.

However, as things moved along we saw that development is the only answer to social and economic problems and stability and peace in the world.

We have been moving in that direction and I am confident as we increase this partnership, A.I.D. and governments in the developing countries will realize the strength of our agencies to bring to this total job what we would like to help A.I.D. do for the American people.

Thank you.

Dr. Kieffer: Thank you, Bishop.

I believe there is a recognition of the points you are making. I believe however that our task at communication is to broaden that understanding out in the missions.

We also have many private and voluntary organizations that are indeed just now making this kind of switch. Some are indicating an interest in development, having worked on other kinds of matters.

So, a lot more is now coming into focus. I certainly recognize the point you make.

Question: *Mel Myers, Church World Service.*

Cliff Hope made point number three about the preservation of the independent nature of the PVO's, or NGO's. In the Guidelines there was reference to the creation of agencies by A.I.D., funded by A.I.D. to carry out the purposes as conceived by A.I.D.

I recognize, and I think all of us do, that there may be a necessity for this kind of relationship. I suggest that it is a contractual relationship rather than one that involves grants.

At the same time I see no reason why a voluntary agency which is eligible for grants cannot carry out the contract. I think the inclusion of this category (organizations created and funded by A.I.D.) in the policy directions for the voluntary agencies poses a threat to the independence and integrity of the voluntary agencies.

And, I hope this can be reflected in any guidelines that are subsequently published.

Dr. Kieffer: Let me explain that.

I think the matter of protecting the independence of a group is essentially a personal thing to that group, and each group must do the job as it sees necessary in protecting and perpetuating its independence.

It is not something you relax on.

Category two in the definition was simply a recognition that this is a very fast moving field. Just as it was desirable for us to create TAICH to improve the information collecting and distribution capacity

in the private community, we may see the need for other organizations to do needed things.

It is quite conceivable over time that such organizations could pick up of their own money. They may or may not.

I thought we ought not to close the door to the possibility that all of us may foresee as we move along in this field the need to create new mechanisms to carry out activities that are either different from those carried out by the individual organizations or in a synergistic way increase the reach of a group of units beyond their individual capacities.

I don't know of any particular new organization that is being proposed along that line at this time.

I assure you new organizations that are proposed along that line will grow out of your needs and those of A.I.D., and they will be discussed thoroughly with the Advisory Committee and the American Council and other groups in these annual meetings where desirable.

But, that is what that is about.

Question: My name is *Father Trenkenschuh*. I am a field representative for CODEL, Inc. and a missionary to the New Guinea portion of Indonesia.

I would like to ask the A.I.D. people whether consideration has been given to the difficulties that most governments may see in this new approach. They may see this as a threat to them. An example may be of some help; three or four years ago we initiated a proposal which would total about \$120,000 investment into a development program for roughly 10,000 isolated people. It took, from the time the Dutch government allocated the money, three years to receive permission from the Indonesian government to accept it, because they perceived the matching part of the grant, something like \$80,000, going into some general's budget or his pocket.

And, I noticed directly in one of the guidelines that care must be taken that money does not go into governmental administrations on this level since this is new from the American point of view, not from the European point of view. But, certainly from the American point of view, I wonder first of all whether the American A.I.D. people have talked to the PR people on this experience in this regard.

Secondly, are you trying to find ways to communicate this changed approach to most governments so that the recipient A.I.D. people are not under pressure from the government as stealing from foreign aid that otherwise the national budget of Indonesia or any country through the world would receive.

I don't know whether this is too difficult a question, but I feel it is one that is very important from your point of view. We can't answer this question in the field if you are not answering it in the national capital.

Thank you.

Dr. Kieffer: Let me try to answer part of it anyway.

I think you have touched on probably one of the most delicate aspects of this whole business.

We see all over the world that the governments in these developing countries are moving now in a more individualistic way; with a great sense of self determination.

And, this applies to whatever their politics may be; whatever their sense of priorities may be.

And, it poses both for the United States Government and for the voluntary agencies very serious problems.

I will put it bluntly, we are right on the edge of what could be called humanitarian imperialism, and we must be careful that all of us, government and private voluntary community, recognize the evolution of self determination and the way thinking is going in these governments.

That is why we put in the Guidelines the idea that activity pursued through these methods, through A.I.D.'s assistance would indeed have the approval, either formal or de facto, of the host country governments.

We all know there are situations where government would rather not overtly give a nod, but we learned by a variety of methods that they are quite willing to have an activity take place.

They may turn their back on it, but they are quite willing to have it take place.

What I didn't think we should do is be in a position where we are in effect encouraging organizations to play a role where we know the government is clearly opposed to it.

That may not be the best thing in the world for the people of the country involved. Nobody around here will argue with you about that.

But, we are dealing with our taxpayer's funds, and we felt that that kind of host country assent, a formal or de facto assent, was to be indicated so that our government wouldn't be put in a bad light.

I appreciate that can get you into the darnedest delays, but I don't know any other way to cut through that and avoid the problem of humanitarian imperialism.

Comment by Dr. Robert J. Marshall: I really want to pick up on that point and the one that was raised before because as a member of the *Board of Lutheran World Relief* I greatly appreciate the commitment to the independence of the voluntary agencies.

I also recognize that we have to be in agreement on some of the basic purposes of our government in granting this assistance in the desire not to offend overseas governments as well as to maintain our own integrity.

There is another point which I mentioned in our small group but which like many other things could not come through in the general reporting. That is that there needs to be a provision in the guidelines which protects against sectarian aggrandizement. This is another kind of imperialism that any of us can fall into all too readily.

There was a regulation governing Section 204 of P.L. 480 funds which I think could very well apply in this instance where it would not fund anything for personnel or administrative costs, distributing agencies, recipient agencies' costs of constructions, and particularly construction or maintenance, of any church owned or operated edifice or any other edifice to be used for sectarian purposes.

I merely wish to record my judgment that such a regulation in the guidelines would be advisable.

Dr. Kieffer: Thank you.

Question: My name is *Steve Bossi*. I am a Board member of *CODEL, Inc.* and also on the staff of the *National Catholic World Life Conference*.

There was a great deal of discussion yesterday in the workshops and again last night for constituent education for development in these countries and the need for more coordinated effort among the PVO's working hand in hand with A.I.D. The issue was raised in our workshop that A.I.D. is under certain restrictions in this area, particularly with regard to legislative activity and promoting its own point of view to members of Congress and the public.

What is A.I.D. free to do and what areas are there where A.I.D. can play a coordinating role in helping PVO's in constituents' education and effort with regard to development processes and these programs?

Dr. Kieffer: It's a gray area if I ever saw one.

Even when you think you are right, you are subject to somebody charging that you are wrong.

It is inherently a gray area, because we are under prohibitions about using A.I.D. funds to lobby. But we lobby, we have to lobby, but we do it under the form of educating the Congress as to what it is all about.

And, I don't know of anybody who says we shouldn't. But then some Congressman will be offended and will accuse us of lobbying. That's always the way it is.

I just don't know a way to draw a line with respect to PVO conduct in this area. Also, I do not believe A.I.D. really can play some coordinating role.

First of all, I agree completely that some new approach is needed in regard to public attitudes about development assistance.

I think there is kind of an elemental point in the matter of the American public's attitude today regarding foreign aid in whatever form you want to describe it.

There is a lack of clear perceptions among the average people you talk to, the legislators and others, on why we are still in this business.

On the other hand, we have Jim Grant's public opinion poll which clearly indicates that the American people wish to continue to respond to people overseas.

How, where and why is another matter, but they wish to respond, and the poll shows an overwhelming interest in that.

How far that reaches into development assistance to projects and activities, I don't think the poll shed any light on that.

That's what we have to find out.

For my own part, I think that this country faces absolutely unprecedented situations in the rest of this decade and on into the eighties. Absolutely unprecedented.

Our interactive requirements with the rest of the world are not things we may wish. We are finding now that for the first time in peacetime, we are literally bound to the rest of the world in terms of where we get our resources.

We can argue about how much we should use, but the facts are we use a large amount, and more and more of that year by year has to come from other countries in this world. Most of the sources are in the developing countries.

Then also for the first time our economy absolutely requires that we improve our exports. This is required not only because of the growth problems of our own industries but in order to pay for the increasing imports of resources needed.

So, we have ties to these people that are directly in our national interest and that go beyond altruism. It could be altruism too, but it goes beyond altruism. It is altruism plus self interest now.

We hope it will be enlightened self interest that we find constructive ways of interacting with these people and their needs.

And, we have got to find ways of helping the American people understand exactly why and how their relationships to the LDC's have changed. This situation is unprecedented in all of our history.

Comment: I am Denise Tourover Ezekiel from Hadcrssah.

I would like to pick up on what the gentleman has just said because in deference to you though you have given us really a complete answer to some part of his question, it seems to me when he asked how we can educate our constituencies, I think that is our job, the voluntary agency's job.

Most of us are so busy raising funds for what we do and educating our people towards what our objectives are that we very often forget the larger program in which A.I.D. is involved. And, I have said many times at meetings of this sort that voluntary agencies are a constituency of A.I.D. -- and their members should know in broad terms what A.I.D. is doing.

I am a little bit amazed that the gentleman says he doesn't know how to do this because my desk is flooded with material from A.I.D. most of which I try to read and most of which I find very helpful.

I will refer to only one. If we were to think of the programs of nutrition, if we read only the bulletin that comes out called "War on Hunger," we would find enough to talk to our people about. And, if we just disseminated that and other such materials among our participants, the constituents, in our bulletins and in our magazines, I think there would be a greater awareness of the American public through our constituencies of what A.I.D. is all about.

We have been talking about A.I.D. in various forms for many years. And, it certainly has developed far beyond the original concepts.

But, I don't think the average American who votes understands the implications of what we are involved in beyond the fact that we hear in public utterances that quite properly A.I.D. is related to our foreign policy, but it is far more.

I was impressed by a recent interview with Dr. Heilbroner of the great implications you have just referred to; the necessity of understanding the relationship of the hunger of "X" country to our affluent nutritional problem. And, he said very well that we are digging our graves if we do not understand these implications.

I refer to his new book, "An Inquiry into the Human Prospect" with great respect. I think that it is something that all of us should read and understand and do something about. Our standard of living, he said, was far too high in relationship to the standard of living of those in the depressed countries.

I think if we understand that, and the fact that it is really self interest as well as foreign policy, that A.I.D. has a place in our program of life.

That would make it easier to help our people understand and I think it is our job as well as A.I.D.'s.

Dr. Kieffer: Thank you.

Comment: My name is *Valfoulaye Diallo, Opportunities Industrialization Center International (OICI)*.

I had to jump up here because I think you were favoring your left.

I would like to make two observations.

First of all, I am very encouraged by this conference.

It has been very helpful to me; not only the conference agenda but the opportunity to have a cross fertilization among the various agencies represented here.

The other thing is somewhat of a disappointment. Mr. Grant last night was talking about leadership crisis in terms of the issue that we are all about. It is disturbing to me to always hear there needs to be a lot of education about this.

While I think there is some truth to this, it particularly concerned me when we have some of the assistants of Congressional people saying that Congress doesn't know what is going on.

That really bothered me, particularly when one used the example that we had to get our so-called liberal Congressmen to understand that the foreign aid bill, in addition to military armaments, has humanitarian aspects to it.

If we have to educate Congress to that degree, then I am very concerned about the leadership crisis.

A couple of things that came up in our work group were not mentioned. I feel they are very important.

One, there seems to be a very real need for the Advisory Committee to be much more aggressive in generating support in A.I.D. as well as Congress. When our leaders reminded us that the Advisory Committee is only advisory and doesn't get involved in implementation, I think if we really feel

very seriously about what we are doing, we will have to be much more aggressive. I think sometimes the Advisory Committee will have to be very much more aggressive in terms of its approach to A.I.D. as well as to Congress.

Secondly, I think that we raised another point. It's a leadership question again.

If A.I.D. is really interested in the type of thing we are doing, where is the real drive on the part of A.I.D. to make sure that these are the things that are embodied in their foreign aid bill and are presented to Congress in a forceful way? We talk about this but when we look at the budget it is not reflected.

It reminded me of the points Mr. Parker raised. He mentioned that we had issues in the Middle East which were of priority. We had issues in Indochina which were a priority. It would seem to me that there was more emphasis on priorities than on development.

You find very little emphasis being put in areas such as Africa which has clearly developmental issues.

But I would ask A.I.D. what are they doing to be much more aggressive in presenting or lobbying their case before Congress, particularly with this emphasis?

It would seem to me that the Department of State and A.I.D. are always very defensive in their approach to Congress. And, to me, they should be much more aggressive, maybe in a positive way, but much more aggressive because when they are defensive and they have problems, it always filters back to the subcontracting agency such as ours.

When I am in the field I hear A.I.D. mission directors saying to me, "We can't do this or that" because of whatever Congressman they want to use.

Our response is always: let's forget about the Congressional people; if we can work together and do an effective job and we give the type of support to the A.I.D. leadership, to take that before Congress.

I think there is a real need for A.I.D. to be much more aggressive in a very positive manner in presenting its case.

Dr. Kieffer: Thank you.

I have been in A.I.D. less than three years. I never saw an agency that had more reason to be defensive.

Comment by Valfoulay Diallo. I always try to be at the right.

Dr. Kieffer: I want to provide a better answer to that.

Question: I have one observation and maybe two questions. I am having trouble comprehending whether there has been a directive from the Hill that is respected and desired or whether A.I.D. is willing or interested in responding to a direction that voluntary agencies do become a greater partner in development.

I have heard the rhetoric and the individual sincere conversations, but somehow, as I read the Guidelines, as I hear the discussions, I seem to get some kind of vibrations that there may be far greater resistance within A.I.D. than the rhetoric may indicate.

Number two, we have been told for a number of years, and our Group Twelve right here in this corner was commenting about it in various oblique ways, about the PERT chart and evaluation processes and so forth of A.I.D.

What is the PERT chart on the implementation of the Guidelines that we are here discussing?

I am Bob Cronk from Project Concern.

And, I am concerned.

Dr. Kieffer: There is a bafflement that we all feel from time to time in thinking about the Congress. There are five hundred and some people there each reporting to a constituency and whatever else they feel they represent.

And it is very difficult to influence measures when they are moving through the Congress, loaded as they are with riders to do this, riders not to do that and so on.

Often we don't appreciate the problems our Congressmen have when they vote. They have to vote yes, no, or abstain.

And, loaded into each bill is a whole variety of things they may like or dislike.

Nevertheless they have to stand up and be counted one way or the other unless they abstain.

And, when they vote "yes," inherently they are buying things that they don't like. When they vote "no," they are also rejecting things that they may like. But out of this process comes legislation and it is always the process of amalgamation, compromise, and so on.

Well, A.I.D. in many respects is not unlike that.

Even though the Administrator is supposed to crack an administrative whip and say this will be done, so be it, it often doesn't come out that way.

The problem gets down to individuals like us with whatever perceptions, values, and so on they may have.

Each person who has the power to act interprets what the Administrator's words mean; each determines the pace and the style of implementation.

And, they have the prerogative of all officials, namely -- of not acting. They can exercise their discretion of when to do and when not to do.

So, you really do have to take that into account.

We sometimes react to the Administrator's policies in a spirit of dismay, and other times we feel that the fellow really has a point and we go all out in what we understand he wants done.

But, that is all bound up in carrying out what the Administrator has decided.

We have people in the field. They have their own judgments. Presumably they are out there because we think they have judgment, and we are asking them to exercise it in terms of what they think are the settings for action or inaction or whatever is indicated on the spot.

They are field people.

Now, we can attempt to influence their judgments, and I think we must do a lot more to make sure they understand the intent and the tempo of any action that is contemplated.

We learn very readily in Washington that issuing directives to the field is just a lot of paper when it gets there because they get a lot of paper.

So you have to follow up in a variety of ways.

I don't think you need question the intent of the Administrator. He means to seek ways, creative new ways of involving private and voluntary organizations in the large task of development.

Our problem administratively and with your help will be to figure out what are the ways to proceed; what are the constraints against action; where are the places where we are not getting traction?

These are all our collective problems, and we urge you to join with us in helping to identify what is stopping us from moving.

There will be many reasons for stopping us from moving including some that will look like pretty good reasons at the time or may look like a good and solid reason to a fellow who is sitting out there.

He is sitting there day by day. That may make him cautious, over cautious, or whatever.

But, we have to listen to that. We are going to listen to others, and somewhere in between all of that -- the Administrator, the regional bureaus, and our functional bureaus -- we are going to try to encourage the line of what the Administrator has decided. And, he in turn believes that is what the Congress wants done at this point in the game.

Question: My name is *Bob Kabat*. I am with the *National Rural Electric Cooperative Association*.

And, I have really two points that I would like to raise.

One is in legislative supports for the A.I.D. program. I think it would be much more effective if A.I.D. would involve various Washington groups that have legislative staffs in some of the planning of their legislative strategy.

What happens in our case? They come to NRECA and say, "Tomorrow the continuing resolution is going to be dead. Would you contact this member of Congress or that member of Congress." Or the World Bank comes to us and says, "The House voted down the IDA funds. Help us today, help us today." I think we could get more involvement before a crisis is reached. We could be more effective in helping A.I.D.

The second question or comment is one that may only apply to cooperative organizations.

In the Policy Directions, it says, "Accordingly, \$5 million will be set aside for Development Program Grants (DPG's) for up to three years." Our concern about this is: Are we going to be grant funded under this liberal approach which we believe looks very good, and at the end of this period, are we going to have what we call "user assessment fees," which we believe is an impractical approach?

Dr. Kieffer: I agree.

We have a lot to learn. I never have felt that somehow the efforts to develop this constituency have been soundly worked out; their ideas, their initiatives.

But somehow it isn't the kind of day-to-day building kind of thing. That is what is missing.

On your other point, this is what I referred to before. We see a lack of a rationale that is understandable to the American people on why are we still in the foreign aid business.

So, those two must be solved together.

Even doing what we do now I don't think we do the sound building kind of job; building up group support, group by group, until you have developed the broad sense of support for the activity.

On the other matters you touch on -- we debated the question of the length of the grants, and our Administrator felt that three years ought to be enough time to make a judgment as to whether a group that has received a Development Program Grant is sort of getting with it.

They may not have achieved all they had in mind but you can begin to tell in terms of what A.I.D. and the PVO agreed to earlier.

You sat down at the outset and talked over your thinking, your ideas, your approach, your style, places you would operate in, objectives, what the objectives would look like if you attained them.

You can tell later on, several years down the road, whether you are getting anywhere.

He just simply felt that at the end of several years, there ought to be a review which would determine whether this particular PVO is indeed getting it together or not and would have some real chance of doing useful work with public funds in a particular activity or place.

I believe that in most cases we will be able to make that determination, and it will be the one that will be thoroughly aired with the group involved, so that both they and we will know pretty well whether they are pulling it together or not.

If not, then perhaps we ought to take that money and give it to another group and see what it can do.

Question: *Bob Cronk again from Project Concern.* I might have microphone fever; I am back.

Because I asked two questions, I think you overlooked the answer to the second question and that is what is the PERT chart?

Dr. Kieffer: The Guidelines were worked over in A.I.D. Now they are here for your comments. As Ray McCoy indicated, if any of you would like to submit written reactions to the Guidelines or to any other aspect of this meeting, to the Advisory Committee's report or to the recommendations in it, we would welcome them.

We plan to move as quickly as we can to put these Guidelines into effect in order that they can be a guide to the private and voluntary organizations, to the A.I.D. Washington units and to the field. In other words, we want to get on with this task.

We will sort out over time, out of operational experience, whether changes in those Guidelines are necessary. There is nothing there frozen and concrete. But a guideline is meant to be a guide; the rest is judgment and experience.

When they are put into effect, we can begin receiving applications for either part of the set-aside money. They can be formulated right now.

We don't have to wave a green flag or something.

Bring in the applications now, and let's get at it. I am referring to both the Development Program Grants and to the money that will come through the A.I.D. missions.

Thereafter, it is simply a question of funding.

The Administrator has made the set aside from '75 money. We begin building a budget for Fiscal Year 1976 almost at once. In the early summer the Guidelines begin going out for the '76 budget.

In this budget preparation work we are something like the bureau chief who appeared before the appropriations committee and laid out the proposals, and the chairman of the committee said, "Well, you are asking here for \$15 million. Where do you expect to be next year? What are you going to do with this money?"

"Well, I am going to get myself in shape to come in for \$25 million."

Can we expect to get more money for PVO work? We, of course, are subject to the vicissitudes of the whole A.I.D. funding process. We have an interesting line of action, though, in this private and voluntary area.

I don't know whether the Congress will agree next year or not. Who knows what will be on its mind by then.

My feeling is that we should get cracking and build up our case.

The Administrator literally carved this \$11 million out of the heart of A.I.D., and you should understand, and I am sure you do, that many A.I.D. people said to him: "You have put all these other priorities on us, or somebody else has, and now you are putting yet another one on us."

"You are taking scarce money out of other priorities to do this, that, or the other." But he said, "So be it."

In framing the Fiscal Year 1976 budget, I think we simply have to ask for more and justify it before the Congress. And your help will be welcome at that point in laying out the case of why more money for this particular aspect of A.I.D. is urgently needed.

Obviously, there has to be an A.I.D. program, or there is no ready vehicle to carry funds for PVO programs.

If you are a Congressman, you have to decide whether you are going to vote yea or nay in your support of an A.I.D. bill with all of its good or bad features, as your constituents see them.

Obviously, you can fuss along the way at parts of it and seek changes in parts of it.

For our part, we have to do more. If we do and do it well, I think Congress probably will provide more funding.

And that is one of the toughest parts of the whole A.I.D. bill business, the funding. Congress simply does not have a rational appropriation procedure -- by every test of rationality. It violates the law every year.

The 1946 Legislative Reorganization Act says the budget should be completed by June 30 so that the officials in charge of carrying out things will know what monies they have and what they can do in the following fiscal year beginning July 1.

I don't know when in recent years A.I.D. has had its money determined by June 30. It's usually somewhere in late October all the way to Christmas time. In fiscal year 1971, which started July 1, 1971, the A.I.D. funding wasn't decided until February of 1972, or 8 months thru the fiscal year.

Last December was the first time we actually had an authorization bill for several years. We were always on a continuing resolution which somehow they managed to square with the Constitution, although that document prohibits the appropriation of funds except for activities authorized by law.

We now have asked for the '75 money. It may well be Christmas time 1975, or later before that A.I.D. money bill is voted.

In the meantime, the President next January will have asked for the fiscal year '76 money. By then, if all goes well, we just have gotten the '75 money, after nearly half the fiscal year is over.

The continuing resolution business has got us all tied up in knots and never lets us quite tell you what funds can be counted on.

And that is half of the problem. We never can really make plans with any degree of certainty of what can be told to other people as to what they can count on. Obviously, you should be able to count on affirmative guidance on what can be expected.

I urge you all to work on this appropriation mess. Maybe we ought to change the date of the fiscal year. At least it would make the system more honest.

Question: *Norman Goerlich. I am with U.S. Committee for UNICEF.*

My comments and questions may be naive but at that expense I am going to ask them anyway.

I find a dilemma in appealing to the constituency of the American people on support of the foreign aid program. We were talking about the education of the people about funds. On the one hand we wish to be humanitarian. On the other hand we have security funds which are to provide power and control to governments which we are providing just the opposite kind of support.

My question is related to the concern expressed last evening. Is it possible to separate these funds so that we can approach the American people, whom I am convinced want to provide humanitarian aid, to make it easier for us to approach Congress and the American people to increase their support for humanitarian assistance?

What is the perception of A.I.D. relative to separating these two segments of your program? And is anything being done about it? And what can we do about it if we support that idea?

Dr. Kieffer: I don't think the problem is within A.I.D., certainly within the bureaucracy of A.I.D. in being opposed to having Congress act distinctly on this segment.

It touches back on the point I was making before.

Remember, Congress acts by amalgamation and compromise. Now for many different reasons we see in the A.I.D. legislation the three new general thrust areas in development assistance, and certain people favor them. Others favor military aid or the security assistance provisions for Israel or Indo-China. Finally, we have the humanitarian side.

These provisions are all in there, and these things appeal differently to different people.

Yet, there are five hundred and some members who have to composite their thinking and grind out at the end of a pipe a decision that is voted on "Yes," "No," or "abstention."

Willingly or unwillingly, the bill is carried by a kind of coalition. Each element votes for the whole bill in the end because it wants the part it favors.

By this process the A.I.D. bill was voted each year, but the "yes voters" coalition fell apart in the fall of '73; for many of the reasons you indicated, but it fell apart.

It is in disarray still. The A.I.D. bill died on the floor of the Senate in 1971, and the members there looked at the body laying there and said, "We didn't mean to do that."

But they were never quite able to put the glue back into the coalition again. And today you have a good deal of disenchantment among some people.

Some are arguing that if the military part is in we are not going to vote the other part, and the backers of the military part say, "Cut the military, and we won't support the development part."

Could the separate parts be supported individually? I don't know. Somehow or other things seemed to work well under the old coalition. Now, with the coalition coming apart, I don't know what would happen to the parts, if left standing alone.

You may be right, but I don't know whether we want to risk that or not.

Some years ago there was a report called the Peterson Report which recommended distributing the functions of A.I.D. hither and yon.

Some kinds of developmental tasks would be turned over to kind of a foundation or institute.

The military part would go to Department of Defense and so on. Congress never even held a hearing on that proposal. The Administration kind of espoused it but then after a while backed away from it.

And so A.I.D. survived and here we are.

I suspect the components of the A.I.D. bill will be the subject of debates and arguments the rest of the spring and on into the summer and into the fall and maybe next winter until somebody decides, and I will be willing to bet you, it will be a compromise result then.

Comment: We got a national railway being tacked onto the A.I.D. appropriation this year. It doesn't have very much to do with foreign assistance but it's part of our bill.

Dr. Kieffer: It's a big wheelbarrow and can carry many things. People have to want to have the wheelbarrow.

Question: My name is *Robert Hancock for the Summer Institute of Linguistics*.

I would like to identify with the concern expressed by a previous speaker, the gentleman from New Guinea from Codel, Inc., and his expression of concern as it relates to the education or information provided to foreign governments in regard to this initiative.

I would be interested in knowing in the PERT plan what sounding function has taken place up to this point, and, if there has not been one, what are the means or plans to orient host governments and nations to this?

Dr. Kieffer: I think quite properly the approach to these governments has to wait for this kind of meeting to be over, followed by the adoption of the Guidelines, and so on.

We are then circulating an airgram to each mission director, and he will regard it as one of many. We have a special problem there to acquaint them with the nature of this policy determination and make sure each understands exactly what is called for.

I will be speaking this afternoon to the African Mission Directors who are in town, and I will see whether they understand and have a chance to react to this policy and the Guidelines.

The Administrator will also be out there making the point.

We have got to figure out ways of doing this in each of the A.I.D. bureaus. Heads of these bureaus have a responsibility to acquaint their troops with what is being done; what is contemplated here.

And the mission directors in turn have an obligation to acquaint their governments with the ways in which the A.I.D. funds could be used in their areas.

As you can imagine, in some countries private and voluntary activity will be welcomed with open arms; in others there will be caution. In other places there will be flat opposition.

As we know, in many countries there is no tradition of private and voluntary activity.

Some of them notwithstanding would welcome private and voluntary groups to work on parts of their challenge.

Others have said: "We will let them in, but we don't want to say so formally."

Others are just flatly opposed to private and voluntary activity. They consider it counter-revolutionary or something like that.

So we have got a number of different approaches to face.

But I assure you there will be efforts to acquaint the governments with this initiative and to explain its purposes; to explain the kinds of resources that can be made available to help address the myriad of tasks they have in these countries.

Question: I am *Bernie Confer of Lutheran World Relief.*

Earlier this morning there was some dialogue on the importance of maintaining the independence of the voluntary agencies. It ended on the note that each of the voluntary agencies has a responsibility for maintaining its own independence. To this we surely all must agree.

But I submit the responsibility goes further. So I ask a question: To what extent does A.I.D. share in the responsibility for developing

relationships with the agencies that not only protect but also foster the independence initiative and very voluntariness of the agency?

Dr. Kieffer: Bernie, I made my comment because the final protector of everyone's independence is himself. He never really ought to depend on others to do it.

I think we in A.I.D. do indeed have the responsibility to recognize the character of the private and voluntary community even with its many variations.

The problem is always zeal on either side.

Some organizations need money and will take on tasks if funded. When you take money there is always a risk that you will then be controlled by those who give the money.

There has to be some kind of balance in judgment here and kind of an "ouch valve." If you feel your proper rights are infringed, yell, "Ouch." I am here to hear you, I assure you.

And I am sure that the Administrator, if you have gathered some sense of his philosophy, has a good elephant ear for hearing "ouches."

And say so when you think something is improper or something is pressing too hard or you feel constrained in ways that make you very uncomfortable. You have got to say so, though.

We will try to listen as best we can.

I assure you that my own door, as many of you have found, is open. I can meet with you in my office or with your organization, at your executive meetings, your full meetings, or wherever you wish.

We have got to keep the exchange going for all the reasons we were talking over here this morning.

I said yesterday this is an open conference. As far as I am concerned, it is an open program and that is made realistic by communication.

Thank you very much.

PRESIDING:

*Dr. Gordon M. Cairns, Vice Chairman
Advisory Committee on Voluntary Foreign Aid*

As we come to this closing session of this Development Assistance Policy Conference, we are to be privileged by hearing a summation from two sources. One for the private and voluntary organizations and the other for A.I.D.

The man who has been selected to present the summation for the private and voluntary organizations I am sure is well known to most of you. I have an extremely long pedigree here but it will be abbreviated because I think you want to hear directly from him and not from me concerning him.

But, he has had a broad experience in the field of foreign service; having spent ten years abroad as either lecturer or working in foreign countries. He is active in many activities including serving as Executive Director of Church World Service and Associate Secretary of the Division of Overseas Ministries, the National Council of Churches of Christ in the U.S.A.

Also he serves on many boards and is Chairman of the American Council of Voluntary Agencies for Foreign Service. I have come in contact with him on frequent occasions. He is well informed with the many, many facets of overseas programs related to human needs extending across the whole gamut of services that may be needed there.

Jim MacCracken is eminently qualified to present this topic to you and, without going into any further introduction, I present Mr. James MacCracken, Executive Director, Church World Service.

SUMMATION FOR PRIVATE AND VOLUNTARY ORGANIZATIONS

*Mr. James MacCracken, Executive Director
Church World Service*

We live in an appalling time. The people in this room are probably among the most expert throughout our country. The constituencies whom we endeavor to serve are throughout all fifty states.

It's an appalling time in the area of refugee work, with more than 15 million homeless.

It is an appalling time for those who have been privileged to fight hunger or starvation in our time, because of the growth of world hunger. Even with fantastic support under Public Law 480, more people are hungry today than yesterday.

And the prospects ahead of us are dismal.

We live in a population explosion in which the vast majority of the world are considerably a decade, two, three, four or five younger than those of us in this room.

And, if that were not enough, the entire concept of the American dream of freedom (a private car if you will) has been impacted severely in a brand new form by the energy crisis. It will take some years before we have even begun to understand ourselves in terms of our frustrations as we waited in long lines at gasoline pumps and questioned some of our own style of living. Last night Mr. James Grant laid this out clearly.

There are world needs that boggle the imagination. This group of experts works with a commitment, with an experience and with a determination that is statistically impossible.

Yet, we shall continue for many reasons.

I would like to suggest one or two things that happened because we already have.

Twenty-five years ago when massive political changes were taking place (the emergence of mainland China, the establishment of the State of Israel, the creation of the country of Pakistan) millions and tens of millions of people got caught in the agony of turmoil unplanned. Starvation and refugeeness and hopelessness were rife.

Many of the people in this room were, and continued to be at work. One of the by-products is that wherever now there is starvation, there is now a new concept: that it is a world community responsibility to respond.

Where the earthquakes happen and rivers flood and droughts parch, there is a new concept: Not only in the public private sector of this room but in this country and in the world and that is to care and to respond to human need.

Americans care! That's why we are here. That's why our Congressmen and our Senators have passed foreign aid legislation. It may not be passed the way we want it or it may be mucked up with military appropriations and other things that we would like to see it separated forever from.

But they are responding to an American people concern. That too is a miracle in a finite world (whether or not you call it space ship "earth" as the Administrator did yesterday).

With this as background, this consultation is in many ways unique.

We Americans take it for granted that we can go to Capitol Hill and walk the halls of Congress. We can go to our federal government executive branch.

That's part of private voluntarism too.

But, this consultation has been unique. This is a unique opportunity for the private sector of the United States (that some of us endeavor to represent) and our government in a difficult time to come together and to know each other.

This consultation has been tested in the corridors and the halls in terms of concern and has been found useful and open and that is a great start.

Dr. Kieffer, I congratulate you and your staff and Ms. Margaret Hickey, bless you and the Advisory Committee for pushing.

This consultation has given us a chance to do something we don't normally do: We have gotten away from a desk as a great protective device. We have walked around here unprotected. We have even talked to each other.

And, we could say to each other, where have we met in the world?

The hats have changed, the title identities have changed.

I think of Ed Marks. We started off in the same organization back in 1952 when it got started. And, we met around the world in the darnedest places; always with different hats.

This is one of the dimensions of this consultation that is coming through to each of us.

This is a very crucial moment in the United States, in our humanitarian relationships on six continents.

After World War II there were 5 million displaced persons in Western Europe.

The United States Government and the voluntary agencies worked at the problem with other countries until it was solved.

Then, there was the Public Law 480 for alleviation of world starvation. That's what the American people did with our overflowing granaries.

I have already referred to the change of attitudes. It was logical somehow that, without planning, we got into disaster response.

Another thing which we try to communicate is our concern for development which is a great big part of the private American overseas humanitarian effort.

We learned a long time ago that a coat is important, a meal is important, but you have to go to the next step.

Now we are on a brand new plateau.

"Foreign aid": that word is going to have to change. I don't know what we are going to call it; we still have to keep the good part of the image.

But, this concern for the development of all of humankind on the finite planet (in which the United States in a catalytic and imaginative way will bring together the deep concern of the American people in a new partnership) is as vast a change as the Displaced Persons Act and Public Law 480.

I think it's proper that we should have been called here to take a look at it; to attack, to force, to pull, to prod each other constructively.

I am not really certain at this particular point whether the goals perceived by each of us, as we came into this room yesterday morning, have been met with any sense of satisfaction.

That's why I have taken time to try to weave together my sense of an emerging community.

I think a lot of us in the private voluntary agencies came down here to seek ways to write contracts with A.I.D.

Let's be clear about this. Maybe you don't have a submission in on Jerry's desk like I do but maybe you have it ready to dump on his desk like he invited you to do. Please do it.

We do want to know how we were going about actual contracting. Part of what we are interested in, in the private sector, is to have an open fair kind of brokerage system. This consultation helps.

The Advisory Committee has been very daring. That's not surprising. I don't think Margaret Hickey ever did a routine thing in her life.

But, if you haven't read the Advisory Committee Report (and if you don't know the background of the Advisory Committee), please read it.

There are eight of the eleven members of this Advisory Committee who came to this consultation and have given up their time and they are not paid to do it. They are private citizens who, for the grace of God and on an invitation from the United States Government come in and take a lot of the nonsense that A.I.D. throws at them and a lot of the griping that voluntary agencies throw at them. They can't be all things to all people and both A.I.D. and we want them to know we understand that they can't be.

In this particular report, on page eleven, it says that the Advisory Committee will register voluntary agencies and approve.

The registry principle has always been there, but approval begins to get into the qualitative judgment.

May I say to those agencies and organizations not registered with the Advisory Committee, don't get up tight about this at this point. These are proposals.

There is a different proposal in the back of the book: that the Advisory Committee should not register and approve all non-governmental organizations who want to do business with A.I.D.

I am fascinated that in all of this consultation process there has been a new dynamic in each asking the other's reaction to what is going on; A.I.D. officers asking A.I.D. officers, volags asking volags, and back and forth.

Now, when we speak about new A.I.D.-voluntary agency agreements, I am not quite certain where all the signatures go.

I have been working with A.I.D. long enough to know that, in the final analysis, the signatures have to go on to something. Could it be an expanded Annual Estimate of Requirements, like PL 480 documents, that comes out of the field and moves through A.I.D. and the volag and finally comes to decision and agreement? I have a sense that some place there has to be some qualifying or endorsing signatures on an agreement. I am not quite certain what form that this is going to be.

At some point I would suggest A.I.D. and volag representation on a technical working group that will help to bring the imaginative relationships into life and into new excitement.

I have heard a lot of questions as to whether or not at some point the United States Government could not consider the Canadian CIDA model as part of this whole grant process. The desirability of grants versus contracts could be documented.

We have talked about A.I.D. missions and qualifications in the field and so forth.

I would also like to mention the Rome World Food Conference scheduled for November 1974. This is an important part of the private sector concern.

The United Nations' special assembly on the energy crisis; the Bucharest United Nations Population Conference this summer, and the United Nations' ecological and environmental studies are all part of our concerns.

The Advisory Committee, with the kind of dimension it has outlined in its report, can be the link.

The Administrator, yesterday, suggested that foreign aid might very possibly be the linkage with peace in our time.

On page 103 of the Advisory Committee Report it says official funds given the voluntary agencies should not be so tied to official objectives that voluntary agencies are to be made to appear as mere tools of the U. S. Government.

Our freedom is our responsibility, but this is the kind of a caution which I think is very helpful.

I hope the Advisory Committee will be able to follow through, get the staff and the support that they are suggesting in their report.

And, for those organizations and agencies in the room not registered or for whatever reason do not wish to register, so be it. Because, as I say, at the back of that report there is another option. But, may I say on behalf of the American Council of Voluntary Agencies for Foreign Service, for all of you who work overseas, for the dignity of man created in God's image, and women as well, would you work with us if you don't wish to join us?

The American Council of Voluntary Agencies for Foreign Service has working committees and it doesn't cost a lot of time and money and effort. We would be delighted to be enriched by your perceptions and your experiences.

So, my final random comment:

I thank the Administrator, Dr. Kieffer, Harriett Crowley, all of the A.I.D. officers who have come and have sat through a day and a half.

I would like to thank the voluntary agency members who came, many of them in force.

I thank all of the other private organizations for coming and being open to this new dialogue.

I am confident increasingly that we are aware of our separateness and our individuality as a reflection of the tremendous complexity and composition of the American people.

Please don't anyone ever hope that the voluntary movement in the United States is going to be neat, no way. And, the minute we neat it up each of us will lose substantially of our constituency.

One of the colleagues from A.I.D. suggested that if you wanted to stay in touch with Congress, communicate. If a success story shows up in a paper clipping, or if somebody has said something to you your Congressman should know, drop him a note. A postcard will do.

Just don't go panic and say, hey, Senator, IDA failed yesterday. We need your help.

Keep in touch.

If we all kept in touch it could be a brand new thing.

The final thing I want to say at this point is that this consultation has been a great part of the process for which we in the private community are grateful and the process is not over yet.

Dr. Cairns: Thank you, Jim. Well done.

Now, the summation for A.I.D.

Dr. Kieffer has been presented twice before so I will not reintroduce him but I will present him to bring this summation for A.I.D. to this Development Assistance Policy Conference which I think will mark an important milestone in all of the relationships we have had here.

Jerry.

Summation for A.I.D.
Honorable Jarold A. Kieffer

Thank you, Gordon. Thank you, Jim.

In some respects in terms of the purpose of this meeting I am reminded of the latest stalker joke.

Stalking is not so bad. It's just a lot of young men and women airing their differences.

I would like in the few remaining minutes of this conference to indicate to you in a sense what I have heard and what I would like to take back to my office, and I hope some of you will take back with you to your endeavors.

I am going to be topical in some respects, addressing myself to the points that the rapporteur general made in his summation earlier; some of which are susceptible of direct comments, and I would like to have you leave here with a sense of what we in A.I.D. and I in my own endeavors will conclude from what I heard and try to put into effect.

Reference was made to the Advisory Committee; its functions and its composition.

The Advisory Committee as you know has two functions.

One grows straight out of an order by President Truman in 1946 to the Secretaries of State and Agriculture in the aftermath of World War II when the President and others recognized that in the post war chaos the private and voluntary spirit of America was obviously going to move and have wide scope. The President assumed there would be extensive relationships between private voluntary organizations and the government.

And, he directed that a committee be established to function at the crossroads between these private and public interests. Over time, some of its functions developed in law. It was given responsibility for registration of those agencies that receive the ocean freight subvention, PL-480 Food and U.S. surplus properties.

In a few minutes I want to address myself to the registration matter. The Advisory Committee now advises the Administrator of A.I.D. who is now, for purposes of the Truman order, the Secretary of State.

The Administrator regards the Advisory Committee as having the twin function of conducting the statutory registration functions and serving as a general advisory committee somewhere at the crossroads of a lot of different kinds of relationships between the government and private and voluntary community.

We renewed that function last year.

Congress, as you may know, has been troubled for many years about Advisory Committees -- how they are run, who they are, and their functions.

And, there has been a long standing desire in Congress to codify in law the various rules and regulations that would relate to the government and operations of these committees. Last year it passed a Committee Management law.

We took that opportunity to examine the committee again. We made the straight out determination that if it didn't exist it ought to be created.

There needed to be a body that could be of general advisory help to the government and could indeed be in reverse a channel for communication back out to the private and voluntary community.

So, we re-chartered the committee and reinforced the advisory function. The committee still has the registration functions. It has eleven members. There are ten sitting members at the moment and a chairman emeritus.

Processes are under way to fill the vacancy. I feel there is no magic, Jim, in the number.

Margaret and the others have struggled around the problem of having quorums. How big? Too big? Sometimes you get a sense of irresponsibility if there are too many members. People feel they don't have to come to meetings.

If it's a small group, it is much more flexible. You can have a wider degree of informality that enables freer discussion. But a small group can involve quorum problems.

In the character of the membership -- I don't know who made the rule -- I happen to agree with it; that the committee should not be made up of

representatives from the various organizations but instead should be representative of, that is a gray area term, but they meant people who were knowledgeable of the private and voluntary community, out of their background, interest and experience.

And, who could serve in a very valuable role of gathering ideas, gathering advice, sensing when something needs to be aired and bringing it out into the open.

Now, there is always a problem with a committee like this in terms of representation. There is no way we could make a Noah's Ark of it with two of this and two of that.

Inherent whenever you appoint someone, someone else says, they didn't appoint us.

I expect whatever we do with that eleventh appointment and replacements that might occur over time, there will always be groups who feel they should have been brought into the committee.

We don't lightly fill the appointments. There is usually quite a bit of consideration. The committee itself has made some suggestions. Membership suggestions could come from other sources, but I assure you it will be a process of consultation. Also, we have in mind the kinds of involvement that are missing in the composition of the body.

On registration, Congress merely used a word, "register". It provided no guidance at all on what the word means.

That is a definition task remaining with the committee.

The function itself at this point involves a fairly tight screening, mostly of the integrity and fiscal character of the bodies coming forward for registration.

What is missing, and the committee has noted this, is the matter of what does it mean once registration has been approved?

And, this is the area that the committee is addressing now in its registration study.

And, I, like you, would urge you not to take the recommendation of registration in connection with all the grant activities too seriously until the study is completed.

I just follow an old rule. You don't subject people to requirements when you are in the process of defining the meaning and extent of those requirements.

But, the committee will get on with its business. Its diligence in these matters is very high, and its members will bring forth ideas, requirements, and implications. Those will be looked at in the private and voluntary community. I would hope that we would hold something like a hearing on whatever the recommendations might turn out to be.

At that time voices from the private and voluntary community could and should be heard. We also would hear from A.I.D. and other agencies that would have an interest, and then we will submit the conclusions to the Administrator for his policy determination.

There has been a suggestion in the notes from the rapporteur general about strengthening the Office of Private and Voluntary Cooperation. We have been on an upward projectory towards that objective for several years now.

In the last two years since the PHA Bureau was created, we have re-defined the role of an office in A.I.D. whose main concern would be to relate to the private and voluntary community and facilitate relations back into A.I.D. and perform in the most literal sense a brokerage role.

We have been improving the staff capability. There are a great deal of problems that grow out of the bureaucratic requirements related to civil service. But, we have built that staff up, and we intend to keep our eye out for able people who could perform this essentially unique role of knowing something of the interests and capacities of the private and voluntary community and making judgments of how and where those interests and strengths can be related to A.I.D. programming and where A.I.D. programming can be related to the interests and strengths of the private and voluntary community.

If I had my druthers I would wish there were 50 people who were thoroughly acquainted in both fields. As you might expect, they are rare. We can find people who know one part but don't know the other. We can find people who know the A.I.D. side who don't know the private and voluntary community or reverse. We have found a few and we are trying to find more. Some will have to be trained as best we can up to the requirements of these positions.

Already, in the last year, by the efforts of some of these people ears are opened and eyes are opened within the A.I.D. mechanism. More must be done in the field.

My hope is that in the increased emphasis within A.I.D. on rotating people, field to headquarters, and in different parts of the field, we have another way of helping these people understand what is going on, what the other fellow's point of view is, and what some of the emerging activities and emphases can be.

It is very difficult to bring these realizations into an operational condition in the minds of people who are rooted in doing particular things in particular places.

But, that is a challenge, an administrative challenge that the Administrator faces and the Bureau Chiefs face in carrying out their daily activities.

There was reference to the need for flexibility in handling the guidelines. I couldn't agree more. To me, the word "guide" in itself is a

flexible term. It means it is a guide, not an absolute iron bound rule.

And, I think you will see we are going to try to treat the guidelines that way. There is a tendency to put in a lot of boiler plate to prevent some reoccurrence of some ancient abuse.

There is always a tendency and many of us react away from things rather than towards the larger challenge out ahead.

In many cases we have cause. Abuses keep arising.

The Congress, as I was saying before, speaks with many voices. Often you have Congressmen urging, pounding the table. Get out and do this or bring in this or that group, involve them more. And then the same Congressmen will trigger off a General Accounting Office investigation on how those funds got used.

So, we have to keep our eye always on the General Accounting Office.

And, they are there at the request of Congress to bring facts out about the users and uses of public money and to help Congress and the Executive Branch make judgments about those uses and about where abuses may have arisen.

And, I think I have to be utterly frank and say that this community, if it takes public money, will be subject to those scrutinies.

It is very difficult to get the auditors to agree that there is something different about private and voluntary activities funded with taxpayers money.

PVO's say we have got to have our way of doing our thing. They can say it, they can assert it, with a great deal of trumpeting, but then there is the problem of the auditors and the Congressmen behind them.

And, Jim has shaken his fist at them, I know. Many others have too, but the auditors are there, and they are part of the flora and fauna of public life. They are sort of the warts on our side, but they are there.

And, our problem is to educate them.

I might say, for whatever it is worth, I think Elmer Staats, the Comptroller General of the United States, has done a really excellent job in what after all has to be a miserable job of responding with some integrity to five hundred and some members of Congress.

He has tried to get the auditors to look up a little bit from just dry figures and little narrow interpretations about proper uses and get them to look at what is being done; what are the programming agencies trying to do with those monies.

And, that's the game. We have a long way to go.

An issue was raised about funding for private and voluntary organizations in which they take their programming effort to non-aid countries.

That is a nifty issue. It is not resolved. I am not even sure there is a coherent policy about it.

Personally, and I emphasize the personal view, I think the whole notion of so-called graduate countries is wrong. I don't see why the American people should be constricted in the set of relationships they may wish to have by a variety of means with any country in the world.

And, I would like to think that just as we should never, never again cut ourselves off from whole segments of the world, we shouldn't arbitrarily bind ourselves as to how we relate, and through what methods, with other people of the world.

I mentioned before the evolving needs of the rest of the 70's and the 80's, and I assure you they will not permit us to bind ourselves in all kinds of arbitrary restrictions on where we have relationships and with whom for a whole bunch of reasons.

We are going to have to have very constructive, and I may say, and I emphasize fair something-for-something relationships with these people both in their perception and in our perception.

And, assistance to other peoples, whether it is through private and voluntary efforts, or government to government efforts, or multilateral efforts, should be flexible, according to various ways the American people want to express these relationships.

My feeling is we shouldn't fetter ourselves arbitrarily. It is a time to think anew, not to bind ourselves up in old chains.

Someone mentioned to me in the aftermath of the morning's discussion another angle on this matter of the independence of the private and voluntary community. She made the point, and I think it is quite valid, that A.I.D. too has a very direct interest in the independence of the private and voluntary community.

All of us have seen the circumstances where a shade of difference in the posture of the United States Government gets to be critical in a relationship we may or may not have with a people. There are times when a PVO can operate in a place when formal government to government relationships are not possible.

I say we have got just as much interest in your independence as you have in maintaining it. That is always subject to the warning I made before. There is a problem of zeal. We have all seen how all of us can get so wrought up in carrying out an objective that we forget other values, and that is why I said, "yell ouch", and your "ouch" power is pretty good.

But, I feel your independence is critical to the American people, and most of the right thinking people in A.I.D. will reaffirm that when you mention it.

On the matter of the direction of the funding, several people have asked for some clarification. Maybe Jim was alluding to that in wanting to see who was involved with the signatures and so on.

I'm not sure that's what he meant.

But, our view on the flow of traffic relative to your applications for funding, your involvement in development work, I think, necessarily must be handled flexibly.

And, I wouldn't worry too much about what you regard as the proper door. We will find a way to let you know what the proper door is.

A general rule of thumb that you could note: if you have a project that involves a particular country, in other words, that's where you prefer to operate, then obviously, I think you ought to relate to either the mission in that country in order to get that end of the set-aside money or bring your project into the regional bureau that has that country in its area of responsibility.

Or, if you've got other doubts, bring it to PHA. We won't lose much time in finding out with whom you should be speaking and with whom you should be having hopefully, a constructive dialogue on what it is you want to do, where you want to do it, how you want to do it and with what resources.

Where an organization operates in a worldwide or inter-regional context, within A.I.D. we have agreed that the "in box" will be PHA. By definition, PHA is across the board geographically.

If your particular interest tends to focus on one region then I would urge you to bring it to the regional bureau involved, and we'll be told about it by the regional bureau so that we can keep a coordinating relationship with that activity.

We intend in PHA to maintain a kind of coordinating, not directional but informational, coordinating role where all private voluntary efforts are involved.

We are trying to develop an overall report on the extent of private and voluntary involvement with the A.I.D. programming to date.

We feel that that kind of report would help indicate exactly what is going on in each of the programming areas, and the extent of funding involved. This kind of report would be useful in reporting periodically to Congress on the extent of private and voluntary involvement in carrying out the objectives of the Foreign Assistance Act.

Somebody referred to the staffing of the A.I.D. missions. This indeed is a problem, and we recognize that when you go to see the A.I.D. mission there will be the problem of finding the people there to talk with.

Our A.I.D. missions are shrinking. Part of it is the desire of the Congress and the President that we have a lower profile in these countries. Part of it is a negative reaction to the overblown A.I.D. missions that appeared in some countries.

Generally, the feeling is we should be lean in the field. That does indeed raise the question of the competence or, even with competence, the time and availability of the people there to react constructively with the representatives of the private and voluntary organizations that show up on their doorsteps.

Our difficulty there will be how to service the interests of the private and voluntary organizations, get them answers promptly, make the investigations or intermediary efforts with the government, if that is indicated, that are required by the situation in each case.

There is no magic solution to this problem. It indeed will be a difficulty.

I would suggest to you that if you feel that you simply are not getting a hearing in the mission or an adequate hearing, bring it back to our attention through your headquarters or through a letter or some other way. Let us know what your difficulties are. Try to assess the situation correctly so that we don't pursue blind alleys.

But we will try and we will constitute ourselves as a voice in trying to see whether the problem in the mission there can be dealt with and maybe solved.

Jim mentioned the Canadian model. It is tantalizing -- money on the stump. Hand over the money and walk away.

Many days I can assure you when our staff is overborne with everything and when I don't even get the daily paper read, that is a very tantalizing idea, Jim.

I just don't believe that Congress would buy that finally. They may think it in one part of their minds but their protector of the taxpayer mentality would come up on the other.

I would like to think, though, that in many cases where we deal with private and voluntary organizations that increasingly show their competence, their creativity, their ability to engender support for the idea, whatever it is they are encouraging, that the tether can get longer and longer, and I think that is sort of the way we are with our friends and children, associates, acquaintances, and so on.

We all have to develop a sense of confidence with them that grows out of their deeds, their activities, how they perform, their values and their style.

And I would hope to see many long tethers grow out of this activity.

I don't know that will spare you from the GAO, but I think it will have the effect of allowing you to have the sense that you are moving creatively and constructively on what Jim correctly described as challenges such as no generation of mankind has had to face.

And I keep going back to the thought that John Gardner expressed a few years ago.

If you are not filled with foreboding, you do not understand your times.

I don't know when in my lifetime -- I used to think in the dark days of Nazi-fascist regimes that the world couldn't be blacker or darker or more troubled.

I now see that there are even stronger kinds of challenges to mankind, and he is even less equipped to deal with them.

We know how to fight wars, but somehow we haven't been able to solve the problem of getting along with our fellow man and recognizing that we are all together on a ship with limited resources.

I am one of those who does not believe that you can make a front-on case with the American people to lower their take of the world's resources.

Maybe that's what we wish we could believe. We know very well we would do it in time of war, but something is missing in the rest of the equation when it isn't war.

I do believe that the American people will react to changes that come out of price adjustments, scarcity and so on.

But the business of somehow voluntarily reducing materially our take of the world resources, I think we are moving up a blind alley, and I regret that.

I would urge that while we may keep that idea in our minds, we nevertheless recognize that we are going to have to work out other methods of improving our alternative sources.

If we do indeed consume great resources, then maybe we have an obligation to find a way of satisfying our own needs without a negative impact on other people.

We have a tremendous amount in this country to share with other people in terms of know-how. I just don't really think we are going to be the best teachers of some things, but I think we have a tremendous amount of know-how that can be shared.

I think above all we must show we can solve our own social and economic problems in this country. That after all would be a tremendous beacon of great enduring value to other peoples.

I cannot leave you today without thanking you for being willing to come and share your ideas, your voices with us and with each other.

I want to thank the people who bore the day to day responsibility of organizing this Conference; Shirley Patterson and her colleagues.

We have a wonderful response from the people in the regional bureaus who showed up for meeting after meeting. People in the private and voluntary organizations who stepped forward as resource people and your own attendance.

Dr. Cairns: Thank you, Jerry.

May I just add on behalf of the Advisory Committee, that we are extremely pleased with this first large scale endeavor of this type.

This marks the beginning, not an end. We hope the concerns that have been introduced here will be further explored and we know they will be.

Some, such as food, are already under consideration. You will be hearing more about these before long, I am sure.

Now may I say this? That it has been a real effort to try to bring us all together and understand one another. The doors of communication have been opened here. Please communicate any information, suggestions, or whatever that you have that will be helpful in further considerations.

Thank you all for coming and we hope that you have a good trip home.

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POLICY DIRECTIONS INFORMATION STATEMENT

April 17, 1974

INFORMATION MEMORANDUM

FROM: Bureau for Population and Humanitarian Assistance, A.I.D.

SUBJECT: Policy Directions

DISCUSSION: Developmental activities that genuinely seek to improve the lives and conditions of low income people within less developed countries require a fresh approach from A.I.D. The facility of private and voluntary organizations for dealing with people, and their well recognized concern with social justice make their efforts complementary to the active participation by indigenous individuals and organizations working toward LDC development.

The interest of Congress in an expanded role for private and voluntary organizations (PVO's), including cooperatives, has been a stimulus to identifying further ways by which the vigor of these agencies can be engaged in this effort.

PVO's are already well experienced in working at the level of the "majorities". Experienced in relief and rehabilitation efforts, PVO programs have increasingly involved a broad spectrum of collaborative social and economic development activities. Their pragmatic experience includes working with host citizens in the identification of program needs, the weighing of optional courses of action in planning and implementing development activities.

PVO involvement in the development process augments the total amount of resources the American people may contribute to host country development tasks. PVO energy, leadership, and other resources, as they become available, offer additional options to the types and degrees of American involvement. Additionally, this offers a flexibility in relationships with individual nations not otherwise possible since PVO's are able to function with less formality and implications than corresponding government-to-government arrangements.

Finally, constructive participation by qualified and interested PVO's broadens the ways in which the American people can show their continuing voluntary involvement and financial commitment to social development throughout the world--including countries where A.I.D. government-to-government activity has been curtailed or does not exist.

Through the use of set aside funds FY 1975 will witness increased association between A.I.D., U.S. PVO's and indigenous groups in collaborative and cooperative development efforts in food production and rural development, nutrition, population planning and health, and education with primary focus on low income people.

While reflecting recognition of existing areas of PVO specialization, the new focus also reflects that PVO's are already filling an important role in development programs. PVO's receive funds from each of A.I.D.'s Regional Bureaus, many of the USAIDs and AID/W central offices. Through these grants and contracts these PVO's are involved both in relief and rehabilitation as well as social and economic development activities.

POLICY PLANS: A.I.D. policy during FY 1975 will reflect changes in funding allocations and operational methods. It is intended to augment the present flow of funds channelled to development efforts via PVO's in two significant ways.

1. The Operational Set Aside. The sum of \$6 million will be earmarked for use by USAIDs in new LDC development activities which engage a private and voluntary organization in the design and/or implementation of activities.

These funds will encourage an expanded reliance on PVO's in program design and operations, specifically in connection with new USAID/LDC activities focussed on low income peoples. Loan proposals in support of PVO development programs, if consistent with A.I.D. priority directives, will also be considered for funding.

Normally these funds will be administered through the Regional Bureaus and/or individual USAIDs; on occasion funding may be through a central bureau.

Also, in a variation of this pattern of expanded PVO involvement, A.I.D. will consider increased roles for certain organizations whose work normally arises directly from requests for technical assistance made by LDC individuals, organizations, or governments--rather than being programmed by A.I.D.

2. The Development Program Grant Set Aside. This category of set aside funds will enable a number of PVO's to function as development associates of A.I.D. rather than solely as resource agencies called to help on particular projects. With some additional professional staff and more assured public and private resources, such PVO's could work with LDC governments or groups and with USAIDs in planning whole development programs or program segments supportive of the development priorities recently determined by the Congress. It will be essential, however, to involve such PVO's at the earliest stages of development planning and help facilitate their operations in other ways.

Accordingly, \$5 million will be set aside for Development Program Grants (DPG's) for up to three years. These grants are intended to support qualified, interested PVO's in planning and negotiating LDC developmental activities, providing, where appropriate, assistance to augment their staffs and other capacities to enable

them to plan, design, manage and evaluate development activities and related pilot demonstrations.

Where PVO grant applicants have private constituencies, these would be expected to demonstrate their interest in LDC development by donations of funds, manpower, space, and other things of value to their programs as a partial match of A.I.D. funds.

A.I.D. will assist the PVO's

- by providing information on LDC development needs and program opportunities;
- by supporting and encouraging regular information exchanges among PVO's, between PVO's and A.I.D., and other development agencies, and between PVO's and LDC governments or groups;
- by identifying the possibilities for PVO consortia or other arrangements relevant to enhancing the effective use of PVO resources;
- by helping to identify (where appropriate) additional resources (beyond those available from A.I.D.) available for the planning and implementation of PVO/LDC programs or projects--such resources may also be obtainable from the LDC's themselves, from private donations, from the various multilateral banks, the UNDP or other UN agencies, from foundations, and other donor nations;
- by arranging specialized training, as necessary, for the staffs of U.S. and LDC PVO's in planning, management, and evaluation of development activities.

GUIDELINES. Guidelines, governing funding for organizations in both categories of activities described above, will be developed in conjunction with the Advisory Committee on Voluntary Foreign Aid and the private and voluntary organization community. Generally they will state the priority concerns of the new legislation and emphasize A.I.D.'s fundamental policy of encouraging development action that assists host societies in creating their own capacities to act on their special problems. The guidelines will also cover specific organization characteristics, including the ability to provide and mobilize sustained donor support.

Additionally, as FY 1975 unfolds, we foresee several further new A.I.D. actions focussed on engaging A.I.D. and PVO energies; for example:

- Subsequent to the Development Assistance Policy Conference we anticipate that selected regional, country and functional conferences will be held. In these, individual organizations would participate with A.I.D. and LDC personnel in joint discussions of program needs and plans.

- Complementary to these meetings we plan a continuing program of interchange and dialogue which might include several facets: regular and/or periodic exchanges of visits between A.I.D. and PVO personnel; AID/W briefing in the field for USAID and PVO personnel; home leave consultation visits among PVO and A.I.D. personnel; opportunities to participate in training programs of mutual interest; and mutual participation in the orientation of new personnel.
- Annual program guidelines will direct that Missions and Regional Bureaus explore and report on the possibilities of PVO involvement in connection with activities to be proposed in the annual USAID field program submissions.
- Regional Bureaus working with PVO's and AID/W offices will select high priority country program areas seen as having potential for PVO participation. Regional Bureaus will then initiate dialogues with the concerned USAIDs, PVO's and host countries to determine interest and develop relevant programs.

April 25, 1974

DRAFT - TO PROVOKE DISCUSSION

MEMORANDUM

SUBJECT: Draft Guidelines Governing Funding for Private and Voluntary Organizations in Connection with Development Assistance under the Foreign Assistance Program

Purpose: The purpose of this memorandum is to set forth possible guidelines that could be used within A.I.D. and by private and voluntary organizations in carrying out expanded funding and other relationships between A.I.D. and private and voluntary organizations in the furtherance of the development assistance objectives of the Foreign Assistance Act.

Definitions: For purposes of these guidelines, private and voluntary organizations including cooperatives are defined as follows:

1. U.S. and other organizations that are philanthropic or service in purpose, deliberately non-profit, non-political, independent in policy, and non-governmental. These organizations fall into at least two categories:
 - a. Organizations that are basically supported by voluntary contributions from their own constituencies or the general public; and/or
 - b. Organizations that receive some direct financial assistance from A.I.D. for the specific support of activities in the LDC's. These funds may constitute varying amounts of the budgets of these organizations, but in no case are they totally supported by A.I.D. funds.
2. Organizations that have been created to meet certain development needs and whose major support at present may come primarily from A.I.D.
3. Not included are universities and other primarily educational institutions, and research organizations.

Background: Clearly, the use of Foreign Assistance Program funds must be aimed at accomplishment of the overall objectives of the Program. Specifically, funds should be used for development assistance activities that square with the basic emphases set forth in the new Foreign Assistance authorization law approved by Congress in December 1973. These include, most importantly, encouragement of actions that would most directly lead to improving the well-being of the lowest income groups in the developing countries assisted by the United States. At various points in the statute itself and in various Congressional Committee reports relating to the law, Congress indicated that emphasis should be placed on:

1. Assisting the lesser developed countries to improve their capacities to help their lowest income people to experience better diets,

better health and child care, more manageable family size, constructive income producing work, and improved purchasing power;

2. Increased production, processing, quality and distribution of food;

3. Enhancement of job opportunities through encouragement of labor intensive, low cost systems of production and services, improved literacy, and better forms of education and training to help the lowest income populations qualify for job opportunities; and

4. Assisting lesser developed country governments and organizations in strengthening their capacities to function more effectively in the provision of public and private services that are essential to the well-being of the lowest income groups.

Proposed Guidelines: A.I.D. policy recognizes the natural affinity between the interests of the private and voluntary organizations and the Congressional emphases noted above. A.I.D. also notes the growing interest of private and voluntary organizations in developing their capacities to expand their development assistance activities. Accordingly, the guidelines will apply both to (1) grants or other funds to such organizations for the carrying out of approved programs or projects in the lesser developed countries and (2) to special grants to strengthen the capacities of selected private and voluntary organizations to plan development programs and projects (to be known as Development Program Grants - DPG's). It should be understood that other program considerations will be applied. These will include those concerning the selection of the most suitable technology for the technical area of assistance and the circumstances of those receiving assistance. They will also include, but are not necessarily limited to, criteria specific to particular locales such as regional and national jurisdictions, river systems, ecological zones, and cultural groups. For example, country situations requiring U.S. assistance beyond the scope of the existing A.I.D. program, such as the needs of the least developed countries, may be particular reason for encouraging PVO participation in development activities.

While A.I.D. is increasing the funds to be made available for partial support of expanded development assistance activity by private and voluntary organizations, overall funding limitations will not make it possible for all worthy organizations and projects to be funded. Accordingly, preference in the making of grants to applicant organizations, after careful review of their applications, experience and potential, shall be given to those organizations which have basic interests, objectives, development concepts, activities and plans which most clearly meet the following guidelines:

I. The basic thrust of development assistance activities should be encouragement of the creation of local capacities, public or private, to act meaningfully on critical economic and social problems at hand. Activities that simply do things for developing peoples often may not contribute

much to their basic development. Consequently, encouragement should be given to development assistance activities which involve meaningful participation by national, regional and community institutions in defining their mutual problems and goals. This includes their assuming responsibility for devising and operating local mechanisms for acting on their most pressing problems. Likewise, it involves encouraging local organizations in devising realistic methods and resource applications for the solution of their problems and their acceptance of responsibility for taking meaningful action and for accepting the consequences of acting or not acting. It is expected that local support will provide a substantial portion of project costs.

2. In the spirit of Guideline No. 1, the basic objectives of the Foreign Assistance Act require the available funds to be spent in the encouragement of development assistance activities that show the greatest promise of bringing about meaningful improvements in the well-being of the lowest income people in those developing countries helped by the people of the United States. Therefore, A.I.D. will give preference in grants to development assistance activities by private and voluntary organizations whose planned activities most constructively will pursue the emphasis indicated in the Foreign Assistance authorization law as paraphrased in the Background statement of this guidelines paper. This would include consideration of capability/readiness of PVO's to work in areas of special emphasis or priority identified by A.I.D. on the basis of program requirements in areas determined to need greater attention in the LDC's. Grants for specific projects will be within the scope of A.I.D. country and regional assistance strategies and programs.

More specifically, preference for A.I.D. support will be given to those programs which are directed to the most urgent needs of the lowest income groups in ways which show the greatest promise of meeting those needs. Assessment of probable effectiveness will be based on such factors as the following: potential for reaching large numbers of people at low per capita cost; directness of impact on low income groups; clarity of definition of the target group; plans of the grantee, or tie-in with other programs, which assure complementary efforts necessary to provide a higher standard of living to the target group; and potential interest and capacity of the grantee or other organizations to spread the program to large numbers of people over an extended period of time.

Some illustrations may be helpful. Curative or therapeutic medical programs directed toward rare disorders with high per patient costs would usually not be eligible for support. The preference would be for low cost preventive health delivery systems.

Assistance in agricultural production should be coupled with credit and marketing assistance supplied by the grantee or other organization and vice versa.

Vocational education would be supported only where adequate employment opportunities exist or will be created by complementary programs. Rural education programs should relate to the most basic needs, such as health and agricultural production, and inputs necessary for health and agricultural improvements should be available from the grantee or another source.

The above criteria imply a requirement for a certain level of specificity in applications for Development Program Grants. Probable target countries and basic strategies will need to be identified. On the other hand, specificity need not approach the level required for the actual disbursement of funds for specific projects. The standard of specificity should be: what is needed to determine the degree to which the above criteria will be met.

3. Private and voluntary organizations that receive Foreign Assistance Program funds should be able to demonstrate that their activities are acceptable to host country governments and that they have formal or de facto permission to function in agreed-upon ways and for agreed-upon purposes within host country jurisdictions.

4. Foreign Assistance Program funds provided to private and voluntary organizations to carry out approved projects and programs should be made available on a specific time basis, but with a potential of renewal for subsequent fixed periods. On a mutual basis, responsible A.I.D. and private and voluntary organization officials, at the time applications for A.I.D. funds are under consideration, should develop a mutual understanding as to program or project objectives, strategies, and desired or expected results in agreed-upon time periods. Mutual program reviews will be held at reasonable periods. These should lead to definite judgments by responsible A.I.D. officials as to whether the programs and projects of private and voluntary organizations partially supported with Foreign Assistance Program funds, have met the agreed-upon goals and remain consistent with these guidelines.

To be eligible for receiving these funds (either as a grant or under a contract), a PVO must satisfy A.I.D. that it possesses managerial competence in planning and carrying out development assistance programs or projects and that it will practice mutually agreed-upon methods of accountability for funds and other assets provided by the U.S. taxpayer.

5. In considering requests for Development Program Grants (DPG's) A.I.D. will assess whether applicant organizations have the solid potential of developing within a suitable and mutually agreed-upon period, the managerial competence and methods of accountability for U.S. public funds and other assets required for receipt of project funds as described in paragraph (2) above.

6. Development assistance activities normally cannot be expected to "solve" the problems of the developing countries. At best, the development agencies, public and private, can help illuminate for developing

country governments and groups promising paths towards solution of problems. Promising ideas or approaches can be devised and tested, and through training and practice, local capacities can be built up. In time, some of the ideas and approaches may offer good potential for extended application in meeting the actual needs of the lowest income people. Clearly, approaches that require resources beyond the reasonably expected capacities of the developing countries concerned will have little true development value to them. Generally, therefore, programs and projects helped with Foreign Assistance Program funds should, when executed, offer solid potential for wide-scale application in the particular developing countries concerned or elsewhere, and be supportable within the levels of resources, including skilled manpower and funds, that such countries might reasonably expect to have available to them for use in these respects.

7. Development assistance funds from A.I.D. under this policy, will be directed to new and innovative project efforts expected to bring about significant change in the quality of life. A.I.D. funds will not therefore be used for simple continuation of activities already underway or to supplant support from other sources. Substantially redesigned or expanded activity of sufficiently high merit will, however, be considered.

8. The extent of private U.S. support, whether financial or in kind, will weigh heavily in determinations affecting A.I.D. funding of activities which have high substantive merit. Mobilization of private support is important both as a demonstration of unofficial American interest and as a complement to the severely limited appropriations available. Furthermore, substantial private support is conducive to the collaboration among equals that both A.I.D. and the PVO's desire, and helps avoid compromising the independence of the private and voluntary organizations.

9. Private and voluntary organizations exist in great numbers. Although of varying sizes and capacities, generally, they are experiencing the difficulties of limited resources versus steadily rising costs. As such organizations increase their interests in development assistance activities, they risk overtaxing their programmatic capabilities and funding resources. Such a development would likely produce adverse results for the Foreign Assistance Program, the developing countries, and the private and voluntary organizations involved. Clearly, there can be great value to all concerned in the evolution of processes that enable private and voluntary organizations to combine their resources to produce ranges of competence and capacity beyond the potential of the collaborating organizations if they each were to operate alone. A.I.D. will not attempt to impose any particular consortia requirements. However, in a process of mutual exploration and encouragement, special consideration will be given to grants to combinations of private and voluntary organizations that can work out amalgamations of resources and/or divisions of labor that will strengthen the coordinated application of their respective resources in the carrying forward of development assistance activities.

10. Private and voluntary organizations that receive grants from Foreign Assistance Program funds will be expected to meet all applicable requirements of the Foreign Assistance Act, other relevant statutes, and all applicable Executive Orders, or rules and regulations governing recipients of public funds.

Because of the variety of programs and legislative authorizations under which grants are made and administered, it is not possible to make sweeping statements as to the applicability of various types of legislative restrictions to all kinds of grants, and General Counsel advice should be sought on what is required for particular types of grants when they are contemplated. In addition to prudent management, the following other legal requirements are of general applicability to the foreign assistance program and must be given consideration to determine whether they apply in each case, and whether the mechanism to be employed is that of a contract or grant:

- (a) U.S. flag carrier preference;
- (b) equal opportunity (see A.I.D. Regulation 9 which applies specifically to grants);
- (c) avoidance of benefit to officials;
- (d) source-origin requirements for procurement;
- (e) use of available U.S.-owned foreign currency;
- (f) for capital assistance projects, prior completion of plans and cost estimates and A.I.D. approval of contracts and contractors.
- (g) restrictions against assistance to certain countries;
- (h) program description and legal commitment on the part of A.I.D. sufficient to support the obligation of funds;
- (i) maintenance of objective standards and avoidance of favoritism in the selection of contractors and grantees.

However, unlike contracts, grants are not normally subject to the Federal and A.I.D. Procurement Regulations.