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AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D. C. 20523
ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID

"SMALL-SCALE PROJECTS FOR LONG TERM AFRICAN DEVELOPMENT:
THE FIELD PERSPECTIVE"

REPORT OF THE QUARTERLY MEETING
SEPTEMBER 14 - 19, 1986

Hotel DU 2 Fevrier
LOME, TOGO

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AGENCY FOR INTERNATIONAL DEVELOPMENT
ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID

I. CONFERENCE AGENDA

"SMALL-SCALE PROJECTS FOR LONG TERM AFRICAN DEVELOPMENT:
THE FIELD PERSPECTIVE"

Hotel du 2 Fevrier
Lome, Togo

SATURDAY, September 13

6:00 - 10:00 pm Registration
ACVFA Conference Management Center

Evening Open

SUNDAY, September 14

10:00 am - 12:00 pm Registration
Currency Exchange
ACVFA Conference Management Center

11:00 am WELCOME COCKTAIL - Hotel pool

12:00 - 2:00 pm ACVFA COMMITTEE MEETING (Members and Conference
Staff)
Remarks by Julia Chang Bloch, Assistant Administra-
tor, Bureau for Food for Peace and Voluntary
Assistance (FVA), AID

7:00 pm RECEPTION

8:00 pm DINNER
Welcome by Julia Chang Bloch, Assistant
Administrator

OPENING REMARKS
Mark Baas, Charge d'Affaires
Myron Golden, USAID Representative/Togo
Chantal Dalton, Director, American Cultural Center
Robert Nicolas, Director, Peace Corps

MONDAY, September 15

8:00 am

CONFERENCE INTRODUCTION

LaVern Freeh, Conference Co-Chairman, ACVFA

8:20 am

KEYNOTE ADDRESS

TOGO'S DEVELOPMENT PRIORITIES AND THE ROLE OF
SMALL-SCALE PROJECTS

His Excellency, the Minister of Plan and Industry,
Mr. Yaovi Adodo

9:00 am

PLENARY SESSION:

THE ROLE OF SMALL-SCALE PROJECTS IN AFRICA

Moderator:

Dr. Marie Gadsden, Conference Co-Chairman, ACVFA

Panel I:
Donor Perspectives

Jay Johnson, AID Africa Bureau Representative and
USAID Director, Cameroon
Jack Burgess, Director of International Operations,
Peace Corps
Emmanuel Mbi, World Bank Representative, Togo
John Woods, Economist, ECOWAS

Discussion

Coffee Break

Panel II:
Field Perspectives

Kouassivi Akpalo, Director, Conseil des Organismes
Non-Gouvernementaux en Activite au Togo (CONGAT)
Elise Smith, Executive Director, OEF International
and Executive Committee Member, InterAction
Sandra Robinson, Director of Programs and Field
Operations, African Development Foundation

Discussion

12:00 pm

BRIEFINGS ON SMALL-SCALE PROJECT VISITS

Overview: Mimi Gillatt, APCD/Rural Development,
Peace Corps, Togo

Administrative and Logistical Announcements
Elizabeth Hogan, Acting Executive Director, ACVFA

1:00 - 2:30 pm

Lunch Open

2:00 - 3:00 pm

Currency Exchange

3:00 - 6:00 pm

PLENARY SESSION:

SUPPORTING SMALL-SCALE PROJECTS

Panel I:
Government Mechanisms

Introduction: Julia Chang Bloch, Assistant
Administrator, FVA/PVC, AID

MONDAY, September 15

Panel I (Continued):

Erna Kerst, Project Development Officer,
USAID/Niger Operational Program Grant
Derek Singer, Chief, HRD, USAID/Kenya
Umbrella Program/Co-financing
Hillary Whittaker, Peace Corps Director, Mali
Small Project Assistance Program (SPA)

Discussion

Panel II:
Other Mechanisms

Introduction: David Guyer, ACVFA Member and
President, Save the Children

Fernand Vincent, Secretary-General, Development
Innovations and Networks (IRED)
Ndiaye Mazide, Director, African Networks for
Integrated Development (RADI)
Edward White, Senior Advisor on Grassroots and NGO
Matters, United Nations Development Program (UNDP)
James O'Brien, Project Fund Director, Private
Agencies Collaborating Together (PACT)

Discussion

Dinner Open

Evening Free

TUESDAY, September 16

7:00 am - 2:30 pm

SMALL PROJECT SITE VISITS

These site visits play a critical role in this conference, enabling participants to get a first-hand view of actual project implementation and to speak with project beneficiaries.

2:00 - 3:00 pm

Currency Exchange

3:00 - 3:30 pm

PLENARY SESSION:

OPERATIONAL CONCERNS REGARDING SMALL-SCALE PROJECTS

Moderator:

Dr. Marie Gadsden, Conference Co-Chairman, ACVFA

Three separate perspectives will be discussed in detail during these round-table discussions. This plenary serves as an overview to those discussions.

3:30 - 5:30 pm

ROUND-TABLE
DISCUSSIONS:

OPERATIONAL CONCERNS REGARDING SMALL-SCALE PROJECTS

Round-Table I:

AID Mission Perspectives

Given our experience to date with mechanisms such as co-financing (umbrellas), matching grants, and PVO components of larger bilateral projects, what are the advantages and/or constraints of these funding mechanisms? What would improve their effectiveness?

Facilitator: James Washington, Regional HRD
Advisor and PVO Coordinator, REDSO/WCA

Round-Table II:

PVO Management Issues

What can be done to accommodate the following concerns:

- Absorptive capacity of PVOs
- Country distribution of PVOs
- Decentralization of authority to PVO field representatives
- Qualifications of professional PVO staff in the field, e.g., technical, managerial, and language
- Adequacy of PVO headquarters and field-based project backstopping

Based on these discussions, what improvements can be suggested regarding USAID/PVO/host-country support of PVO programs?

(continued)
TUESDAY, September 16

Facilitator: Willie Campbell, ACVFA member and
President, Overseas Education Fund, International

Round-Table III:

Role of Consortia and In-Country Coordinating
Councils

What is the current and potential role for consortia
and in-country coordinating councils with regard to
multiple small-scale activities? What would improve
their effectiveness?

Facilitator: Mr. Houmey, Secretary General of SLONG
(Non-Governmental Organizations Secretariate)
and Director of the Christian Children's Fund, Togo

5:30 - 7:00 pm

PREPARATION OF SUMMARY REPORTS AND RECOMMENDATIONS
FROM ROUND-TABLE DISCUSSIONS

Evening Free

WEDNESDAY, September 17

7:00 am - 2:30 pm

SMALL PROJECT SITE VISITS

These site visits play a critical role in this conference, enabling participants to get a first-hand view of actual project implementation and to speak with project beneficiaries.

2:00 - 3:00 pm

Currency Exchange

3:00 - 4:30 pm

PLENARY SESSION:

INCREASING PVO PARTICIPATION IN AFRICA THROUGH P.L. 480 PROGRAMS

Moderator:

Lori Forman, Special Assistant to Julia Chang Bloch, Bureau for Food for Peace and Voluntary Assistance, AID

Panelists:

Peggy Sheehan, Vice President for Food Policy and Market Development, National Cooperative Business Association
Larry Meserve, USAID/Ghana
Dumashie Sename, Togolese National Delegate, Catholic Relief Services

4:45 - 6:30 pm

SMALL INTEREST GROUP SESSIONS

There is still an opportunity to suggest topics for small interest group sessions. One which has already been suggested is:

"Strengthening the Peace Corps/PVO/AID Partnership"

Facilitators: Robert Nicolas, Peace Corps Director, Togo
Richard Whitaker, PVO Liaison Officer, AID

Other topics to be determined during the conference.

6:30 - 8:30 pm

AMBASSADOR'S RECEPTION
U.S. Ambassador's Residence

THURSDAY, September 18

8:00 - 8:45 am

PLENARY SESSION:

PROGRAM CONCERNS REGARDING SMALL-SCALE PROJECTS

Four major issues will be discussed in detail during concurrent round-table discussions. This plenary serves as an overview to those discussions.

INTRODUCTORY REMARKS

Willie Campbell, ACVFA Member and President,
Overseas Education Fund, International

Overview of Round Table Discussions

- I. Coordination in Planning Program Priorities
- II. Communication
- III. Strengthening Links Between U.S. PVOs and African NGOs
- IV. Sustainability, Replicability and Effectiveness of Small-Scale Projects

9:00 - 11:00 am

ROUND-TABLE
DISCUSSIONS:

PROGRAM CONCERNS REGARDING SMALL-SCALE PROJECTS

Round-Table I:

Coordination in Planning Program Priorities

It is AID policy that PVO activities funded by the Mission be consistent with the Mission CDSS. What steps can be taken to better coordinate PVO activities submitted for Mission funding with the CDSS priorities?

What are the constraints to formal participation by PVOs in the CDSS process?

Facilitators: Jay Johnson, USAID Mission Director,
Cameroon
Andrew Oerke, President,
Partnership for Productivity

Round-Table II:

Communication

How can we improve the four-way communication flow among AID/Washington, U.S. PVO headquarters, USAID Missions, and field-based U.S. PVO Representatives?

Facilitators: Ruth Mara, Deputy Director, AID
Research and Reference Services
Commodore Philemon Quaye, Field
Director, World Vision

Round-Table III: Strengthening Links Between U.S. PVOs and African NGOs

In the context of AID funding of U.S. PVO activities, what is the role of local PVOs? What can be done by AID and the U.S. PVOs to promote and strengthen indigenous, self-sustaining capacity? What do indigenous PVOs need from U.S. PVOs?

Facilitators: Elise Smith, Executive Director, OEF International
Egbemino Houmey, SLONG

Round-Table IV: Sustainability, Replicability and Effectiveness of Small-Scale Projects

In order to promote small-scale projects, such issues as their worth, viability, efficacy and recurrent costs must be addressed. How can we measure the impact of these projects in light of the above criteria?

Facilitators: Robert Wilson, West Africa Regional Development Officer, Africare
Adjavon Vewonyi, Chief, Economic Development Projects, Catholic Relief Services

11:00 am - 12:30 pm PREPARATION OF SUMMARY REPORTS AND RECOMMENDATIONS FROM ROUND-TABLE DISCUSSIONS

Lunch Open

2:00 - 3:00 pm Currency Exchange

PLENARY SESSION: REPORTS AND RECOMMENDATIONS FROM ALL ROUND-TABLE DISCUSSIONS

Moderator: Dr. Marie Gadsden, Conference Co-Chairman, ACVFA

- A. Operational Concerns Regarding Small-Scale Projects
(Group Reports from Tuesday Afternoon Sessions)
- B. Small Interest Group Sessions
(From Wednesday Afternoon Sessions)
- C. Program Concerns Regarding Small-Scale Projects
(Group Reports from Thursday Morning Sessions)

(continued)
THURSDAY, September 18

Coffee Break

3:45 - 5:30 pm

DISCUSSION OF RECOMMENDATIONS

Moderator:

LaVern Freeh, Conference Co-Chairman, ACVFA

6:30 - 8:30 pm

TOGOLESE GOVERNMENT RECEPTION
Sarakawa Hotel

FRIDAY, September 19

9:00 - 10:00 am

PRESENTATION OF ACVFA FINAL RECOMMENDATIONS

Moderators:

Dr. Marie Gadsden and LaVern Freeh, Conference
Co-Chairmen, ACVFA

10:00 am

CLOSING REMARKS
Mr. Mamabouwe V. Palanga, Directeur du Cabinet,
Ministry of Plan and Industry

Coffee Break

11:00 am

ACVFA Business Meeting

12:30 pm

Lunch Open

2:00 - 3:00 pm

Currency Exchange

6:00 - 7:00 pm

Hotel Checkout and Departure for Airport

II. EXECUTIVE SUMMARY

BACKGROUND

For the first time since its formation in 1946, the Advisory Committee on Voluntary Foreign Aid (ACVFA) convened a conference in Africa. This meeting was the culmination of a series of meetings conducted during ACVFA's 1985-1986 cycle in direct response to the AID Administrator's request to explore the potential for increasing small scale private sector initiatives in this region that could contribute to self-sustaining development on the continent.

The planning process for the Lome, Togo conference included a September 1985 meeting in Oakland, California on "Promoting Long-Term Development in Africa", a December 1985 meeting on the theme of "Small-Scale Projects for Long-Term African Development", and the conference preparatory meeting in March of 1986, both in Washington, D.C. These three public meetings provided the basis for the definition of themes and objectives for the Togo conference, the primary purpose of which was "To bring a field perspective to bear on program and management issues in order to make better recommendations to the Administrator."

Since the general theme of the conference focused on the support and promotion of small-scale projects for long-term African development, holding the conference in the field afforded members the opportunity to visit small-scale projects and hear from those directly involved in designing and managing projects as well as project beneficiaries. This on site dialogue helped ACVFA gain a better understanding of the obstacles and opportunities for increasing small scale projects in Africa.

The ACVFA members want to acknowledge the tremendous efforts of the U.S. country team and their staffs in ensuring a successful conference. They took the lead in planning and preparation activities which facilitated all aspects of the conference. Likewise the ACVFA is grateful to the Togolese government and the international and local PVO communities for extending their gracious hospitality and opening the doors of their projects. The efforts of all of these individuals helped make the conference both productive and enjoyable.

PURPOSE

The purpose of the meeting was to:

1. Make site visits to local small-scale development projects and hold discussions with local representatives to get their assessment of those projects.
2. Exchange views about small-scale development projects with local NGOs and American PVOs.
3. Consult with AID field staff and other U.S. officials and third country representatives.

4. Meet with Togolese officials to get their perspectives regarding the value of small-scale projects for long-term Togolese development.
5. Become more aware of the role that NGOs play in development projects, including privatization and the delivery of social services.
6. Discuss donor experiences in implementing small-scale projects.

This summary report contains the major concerns expressed by those in attendance and the advisory committee's recommendations for resolving them.

MAJOR CONCERNS

- o One of the major concerns was that USAID missions are still devoting most of their time and efforts to large scale bilateral development projects and very little time to small-scale development projects.
- o Another concern was that USAID missions don't understand PVOs and what they can do and haven't established an effective procedure for interacting with PVOs and involving them in development projects.
- o Still another concern was that AID is not keeping PVOs adequately informed about new legislation, policies and procedures (such as the use of PL 480 commodities for development purposes). The participants offered a number of suggestions for dealing with these concerns. Most of them are incorporated into the following committee recommendations.

RECOMMENDATIONS

1. With regard to the first concern "that the USAID missions are concentrating most of their efforts on large scale projects and very little on small-scale projects", the committee feels:

- (a) The solution is not that AID should do fewer large scale projects, but rather it should make greater use of PVOs and make some changes in policies, procedures and reporting requirements which will enable it to do more small-scale projects in addition to the large scale projects it traditionally has conducted. Both types of projects are important.
- (b) With the assistance of INTERACTION, FVA/PVC, PVO and U.S. Cooperative Associations such as NCBA and ACDI, AID should assess the capabilities of PVOs, identify the ones which can effectively be used in small-scale development programs and

wherever possible AID should contract-out small-scale project packages to PVOs.

- (c) The reporting requirements for small-scale projects need to be reviewed and simplified. They are now almost identical to the requirements for large scale projects. Further, a distinction needs to be made between the requirement mandated by Congress and those required by AID for large and small-scale projects. Those mandated by AID should be simplified wherever possible particularly for PVOs with proven track records. One immediate improvement would be semi-annual instead of quarterly reports.
- (d) In order to lessen the administrative burden on PVOs, AID should use blanket waivers for procurement procedures and for hiring personnel and should tailor reporting requirements to small-scale projects wherever possible.
- (e) To ensure that project designers give proper attention to sustainability, ownership, etc., a rolling design model should be encouraged whereby money is made available perhaps through an umbrella project, but not fully funded, until community-originated projects have had sufficient time to be properly solicited, developed and funded.

2. With regard to the concern "that USAID missions don't understand PVOs and haven't established a procedure for effectively involving them in development projects", the Advisory Committee has the following recommendations:

- (a) USAID missions should be asked to designate someone, at a fairly high level in the mission and with direct access to the mission director, to serve as a point of country contact for PVOs. Currently it appears that too often the person who serves as the point of contact for PVOs in USAID missions is at a relatively low level in the mission with limited time to spend with the PVOs and/or limited opportunity to interact with the mission director. Further, most country contacts perform in a "reactive" rather than an "active" manner, preferring to let PVOs provide the initiative for any relationships between the USAID mission and PVOs.
- (b) The PVO contact person at the AID mission should actively seek out and communicate with PVOs in the country on a continuing basis through such means as periodic meetings, communiques and PVO Advisory Committees, making sure that interested PVOs are aware of the mission's planning schedule and are given the opportunity to participate in the small-scale project planning process beginning at the design stage.
- (c) Similarly PVO and Cooperative Associations such as INTERACTION, ACDI, NCBA and PACT should make sure that their member PVOs keep USAID missions informed of their plans and programs and invite USAID missions to provide input to them.

- (d) Wherever possible AID should contract-out the responsibility for administrating small-scale projects to PVOs with a proven track record, a consortium of such PVOs, or an organization such as PACT.
- (e) Activities and examples of effective USAID/PVO Country interaction and cooperative planning and programming efforts should be documented, reported and publicized by both the USAID Mission and PVOs through their regular reporting procedures and channels.
- (f) Wherever possible the Administrator of AID and the Heads of Washington based PVO and Cooperative Associations should issue joint announcements relating to new initiatives or successful joint AID/PVO undertakings.
- (g) The Administrator of AID should work with Washington based PVO and Cooperative Associations in developing personnel exchange programs such as are authorized in the Intergovernmental Personnel Act to promote better understanding between AID and PVO personnel. Representatives of PVOs and Cooperative Associations should be invited to participate in training programs for AID personnel wherever possible.

3. Finally, with regard to the concern that "AID is not keeping PVOs informed about new legislation, policies and procedures relating to the use of PL 480 commodities for development purposes", the committee proposes the following recommendations to the Administrator:

- (a) AID needs to develop procedures for effectively and continually communicating information to USAID missions and PVOs about how to effectively use Food AID for development purposes. This includes working with Washington based PVO and Cooperative Associations in assisting PVOs, cooperatives and USAID missions to understand what it takes to get a food aid proposal approved in the U.S. and then implemented in a host country.

Interested PVOs, Cooperatives and USAID missions need to understand that in the U.S. a food aid proposal in addition to having to be approved by AID must also be approved by an interdepartmental committee which includes the Departments of State, Treasury, Agriculture, Commerce, OMB and others serving many constituencies.

In host countries revenues from PL 480 commodities often constitute the principal source, if not the only source, of a government's development budget so host country governments are often reluctant to see PVOs and cooperatives in a position to funnel off some of these revenues for development purposes.

Since USAID missions are used to handling millions of dollars worth of products at one time and working directly with host country governments they often feel they have neither the time nor resources to

handle a number of development projects which utilize PL 480 commodities and involve a number of PVOs or cooperatives.

- (b) Policies and procedures need to be devised by AID and PVOs to facilitate the approval and implementation of PVO sponsored small-scale development projects which use PL 480 commodities to generate assets. One approach might be for a consortium of Washington based PVO and Cooperative Associations to serve as an umbrella organization through which individual PVOs and cooperatives can secure Food Aid tonnage for small-scale project development purposes.
- (c) It would be most useful if the Bureau for Food for Peace and Voluntary Assistance in AID, and Washington based PVO and Cooperative Associations such as INTERACTION, ACDI and NCBA, wrote up and communicated to PVOs and AID missions, some quality examples of how the monetization of PL 480 commodities has been used to develop an asset base for conducting development projects.

III. SUMMARY OF SESSIONS

Monday, September 15 - 8:00 A.M.

Opening Address

His Excellency, The Minister of Plan and Industry, Mr. Yaovi Adodo

Mr. Adodo began his remarks by expressing gratitude, on behalf of the President of the Republic of Togo, for the convening of the ACVFA Conference in Lome, Togo. He indicated that agriculture was the highest of development priorities and has figured in national development plans since 1965. In March 1977, President Eyadema launched a program, The Green Revolution for National Self-Sufficiency in Food, the purpose of which is to stimulate and develop the involvement of the grassroots population in programs designed to improve the standard of living in rural areas.

Mr. Adodo noted that traditional economic development planning has not worked for a variety of reasons (one of which is not involving beneficiaries in the project design stage) and that governments have decided more emphasis must be placed on small-scale projects. However, he indicated, Togo has always been concerned and involved with small-scale projects for the benefit of the Togolese people. Togo was selected as the site of a pilot project by the European Fund for Development in the first round of the Lome Convention, a convention in which representatives of the European Economic Community and developing nations agreed on a multi-faceted program of development assistance and trade preferences. In addition, 7% of the value of priority projects proposed to donor countries in a June 1985 meeting concerned small-scale projects in the areas of infrastructure improvement, vegetable and animal production, handicrafts, education, and health.

Minister Adodo stated that, due to the importance of small-scale projects, the Togolese government has created within the Ministry of Plan and Industry, the Division of Local and Participatory Development (LPD). The purpose of this newly-created division is to enhance the coordination of activities and relations between NGOs, donor countries, and the target rural populations. He indicated that the government appreciated the establishment of a secretariat of NGOs and looked forward to an era of fruitful cooperation between the LPD and the NGOs which constitute CONGAT, a local consortium of NGOs. (In fact, since the conference, the World Bank convened a meeting in Washington between Bank officials, government representatives, and NGO representatives, which further streamlined the administration and coordination of local NGOs and other development organizations operating within Togo.)

Finally, he indicated that the United Nations Development Programme, following the concern and interests of donor countries as regards small-scale projects, has created a Small Projects Development Fund, with initial funding of \$100,000, to support micro projects in Togo. In addition, the World Bank has recently agreed to finance a pilot project to assist in structuring the technical assistance

capabilities of local NGOs and to establish an information base and network.

Conference Introduction

LaVern Freeh, Conference Co-Chair, opened the conference by introducing the ACVFA members: Marie Gadsden, Conference Co-Chairman, Enso Bighinatti, Willie Campbell, David Guyer, Mary Barden Keegan, Mary McDonald, Steven Stockmeyer, and Peggy Sheehan representing E. Morgan Williams.

Freeh provided a context for the conference proceedings by outlining the goals and objectives which were developed in earlier preparatory meetings.

The overall conference goal is:

"To bring a field perspective to bear on program and management issues in order to make better recommendations to the Administrator".

The objectives are:

1: To make site visits to local small-scale projects and hold discussions with local representatives in order to learn as much as possible from them.

2: To exchange views with local NGOs and American PVOs.

3: To consult with AID field staff and other U.S. officials and third country representatives.

4: To meet with Togolese officials to get their perspectives regarding the value of small-scale projects for long-term Togolese development.

5: To become more aware of the role that NGOs play in development projects, including privatization and the delivery of social services.

6: To discuss with donors, during field visits, their experiences in implementing small-scale projects.

A. PLENARY SESSION: THE ROLE OF SMALL-SCALE PROJECTS IN AFRICA

Monday, September 15 - 9:00 A.M.

Panel I: Donor Perspective

Moderator, Dr. Marie Gadsden, Conference Co-Chairman, ACVFA
Jay Johnson, AID Africa Bureau Representative and
USAID Director, Cameroon
Jack Burgess, Director of International Operations,
Peace Corps
Emmanuel Mbi, Representative, World Bank, Togo
John T. Woods, Economist, ECOWAS Fund

Dr. Gadsden introduced the plenary session with a description of the present economic situation of Africa, especially the evolution toward a greater reliance on small-scale projects.

After gaining independence in the early 1960s, many African countries embarked on industrialization programs designed to increase national income and improve living standards as rapidly as possible. The objective was to propel these small economies into 20th century levels of industrialization. The hope was to compress the structural transformation that had evolved over a hundred years for western economies, into a period of 20-30 years. Such a hope was described as attempting industrialization without first experiencing an industrial revolution.

Africa, however, lacked the necessary expertise, human, technical and institutional, necessary to fulfill the mandates of an industrialization program. The short-term solution, which ultimately became long-term and entrenched, was centralization of economic decisionmaking and the creation of parastatals to carry out certain economic functions in various sectors. The sectors in which parastatals have played a role run the gamut from industrial to agricultural, and from import to various kinds of export activities. Indeed, in several countries, parastatals were given a monopoly on the purchase and sale of grain.

Given the present economic situation that confronts Africa, national governments are now more willing to initiate policy and structural reform. Government policymakers seem to be willing to support small-scale entrepreneurs and farmers, and to regard these actors as the new "engines of economic growth". Moreover, governments are rapidly privatizing state-owned enterprises. It is in this context that ACVFA begins its first official meeting on the African continent.

Dr. Gadsden remarked that AID Administrator McPherson, in his opening address at the ACVFA December 1985 meeting, asked that ACVFA devote its attention to the subject of small-scale projects as a strategy for African development. AID experiences indicate that long-term economic growth in Africa is ultimately dependent on the role of small entrepreneurs and small farmers. PVOs, because of their

flexible operating structure and field experiences, offer a rich reservoir of expertise in small-scale project design and implementation.

Dr. Gadsden referred to Administrator McPherson's outline of current AID priorities for long-term African development. These are:

- o Policy and sector reforms, aimed at strengthening local institutions on the policy side and improving agricultural productivity in the sectoral reform area.
- o Development of a viable private sector.
- o Involvement of indigenous grass-roots organizations in the development process.

Finally, on behalf of ACVFA, Dr. Gadsden listed the anticipated outcomes of the Conference:

- o Greater understanding and appreciation by donor representatives of the role PVOs and NGOs play in promoting small-scale projects; similarly, a greater understanding and appreciation by PVOs and NGOs of the development priorities of donor organizations and the role of small-scale projects within them.
- o Greater dissemination of methods and techniques used by PVOs and NGOs in promoting small-scale projects.
- o Development of concrete strategies for enhancing the continuity and sustainability of small-scale projects.

Jay Johnson began the morning plenary discussion with a description of the role that PVOs play in development assistance programs in the three countries for which he is responsible: Cameroon, the Central African Republic and Equatorial Guinea. In fact, in the latter two countries, there are no USAID staff and all development assistance activities are handled by PVOs.

An issue that Johnson indicated that AID and other donor countries had to face was that of the management criteria and accountability requirements that are placed on small projects, which he defined as those under \$50,000. Given an era of scarce resources and reduced staff, problems are going to be encountered if small projects are subjected to the same requirements as large projects, and especially if more AID resources are devoted to small projects. Currently, PVOs receive nearly 16% of USAID development assistance monies.

Jack Burgess stated that the Peace Corps is dedicated to the promotion of small-scale projects. He stated that an examination of 25 years of Peace Corps activity would reveal an excellent record in small-scale rural development, and that Peace Corps Volunteers are most effective in villages and remote areas. The Peace Corps has 6,000 volunteers in some 63 countries, with activity in 24 sub-saharan African countries involving 2,600 volunteers.

The Peace Corps is not an emergency relief organization, but rather a long term development organization. In June 1984, the Peace Corps and AID signed an Inter-Agency Agreement to establish a joint coordinating committee to discuss and reflect on ways both agencies can work together and make the most of scarce resources.

An outcome of the mutual need to work together is the creation of the Small Projects Assistance program, under which Peace Corps Volunteers can receive small sums of AID funds for small-scale projects. Burgess cited the case of a volunteer in the Philippines using \$1,000 to build 20 wells. The actual monies went toward the purchase of 20 pumps, but as a consequence of this effort, 3,000 people had access to potable water. The Peace Corps is looking for ways to become more effective with fewer resources, and to develop mechanisms for joint collaboration with AID and PVOs. Burgess cited a project in Sudan, the Renewable Energy Project, since discontinued for political reasons, as an example of an innovative, collaborative effort. This was a joint project with AID/Sudan, Georgia Institute of Technology and Transcentury Foundation. Volunteers worked under the auspices of the PVO, Transcentury Foundation, and did not have the Peace Corps base of support--in-country operations, vehicles, technical assistance, etc. The project was successful and a similar effort is presently being implemented in Equatorial Guinea.

Emmanuel Mbi prefaced his remarks by raising certain questions that he hoped would be addressed during the conference. How does one define a small project? Are small projects necessarily more efficient than large ones? He indicated that, in his view, most observers had misconceptions of the role of World Bank in supporting small scale projects. On the contrary, the World Bank often uses an "umbrella" type of financing in which funds are loaned to Development Finance Institutions and commercial banks. These institutions, in turn, provide credit lines to small and medium scale enterprises, artisans and agricultural cooperatives. Moreover, in various urban development projects credit lines are provided to small enterprises.

In Togo, the World Bank has entered into an innovative tripartite arrangement with the Togolese government and non-governmental organizations in support of small projects in rural areas. The Bank has provided \$300,000 in nonreimbursable funds, and has recently agreed to provide an additional \$200,000. Although the Bank is searching for mechanisms to increase its involvement in small-scale projects, it is encountering pressures to increase its role in policy reform and structural adjustment, which does not involve specific projects.

John Woods pointed out that Economic Community of West African States (ECOWAS) Fund's lending activities started in 1982 and it began its mobilization of external resources in 1983. Because of limited resources and numerous organizational issues common to newly-created regional organizations, the initial programs of the Fund were oriented toward the development of infrastructures intended to stimulate and integrate the development of the sub-region. Thus, the focus of its programming was telecommunications and road transportation infrastructure. These infrastructures will facilitate the promotion and

development of small scale as well as large scale enterprises and enhance trade and commerce in the sub-region.

The question period began with ACVFA members Mary McDonald and David Guyer. Mary McDonald asked Jay Johnson to clarify his remarks concerning umbrella funding and the grouping of subprojects under these mechanisms. Johnson responded by asking Derek Singer of USAID/Kenya, which has a large umbrella program, to give the specifics of his programs since what is or is not permitted varies from mission to mission. Mr. Singer responded by briefly outlining the characteristics of the Kenya umbrella program. (Mr. Singer later elaborated on this as a panelist in the second panel of the afternoon session). ACVFA member David Guyer then asked Jack Burgess if there could be ways to better systematize the collaboration between PVOs and the Peace Corps in terms of selection and recruitment of volunteers to work with PVOs? Burgess replied that, given the one year budget cycle and the length of the recruitment process, he could offer no prospects for improvement in the present set of arrangements.

Robert Wilson of Africare made the comment that he hoped AID would allow PVOs sufficient time to work with the small "experiment", if indeed it is an experiment, and give it a chance to succeed.

John T. Woods reassured participants that he saw a useful role for PVOs in project identification and the identification of entrepreneurs. The ECOWAS Fund could use the services of PVOs if their organizational structures were better known.

Panel II: Field Perspectives

Kouassivi Akpalo, Director, Conseil des Organismes
Non-Gouvernementaux en Activite au Togo (CONGAT)
Elise Smith, Executive Director, OEF International and
Executive Committee Member, InterAction
Sandra Robinson, Director of Programs and Field Operations,
African Development Foundation

Kouassivi Akpalo began the second half of the plenary session with a summary of the goals and purpose of CONGAT and his perspectives on how best to increase the institutional capability of grassroots organizations. He felt that micro projects must be designed so that the capabilities and capacities of all groups concerned would be utilized to the maximum extent possible. However, he indicated, the arbitrary cap of \$50,000 on the size definition, and donor adherence to such a cap, discourages the spirit of innovation on the part of grassroots organizations and people.

As for conditions which PVOs and NGOs should practice to enhance the success of their efforts to support grassroots organizations, he cited two: a certain portion of external aid should be in the form of reimbursable loans; secondly, grassroots organizations must be allowed to manage and have the power to decide how the external aid should be utilized to best meet their needs. In sum, the grassroots population must be at the forefront of any programs meant to better their lives.

Elise Smith described several initiatives taken by various organizations in the establishment of closer working relationships with PVOs. Among these were the UNDP, Peace Corps, African Development Foundation, and the World Bank. Concerning the latter, she cited a meeting that Barber Conable, World Bank President, had with PVO representatives, during which he indicated that he would seriously consider placing a person with PVO liaison responsibilities in his office.

Ms. Smith then listed and discussed issues that she felt would challenge PVOs and NGOs alike in the coming years. These were: increased potential for joint planning among American-based PVOs and NGOs; the nature of evaluation tools used by different organizations and their potential for use by other organizations; improvements in the methodologies employed by PVOs; database building and design work as an information tool to better plan programs; the need to increase multiple impacts and linkages of projects; and finally to increase the sustainability of projects by giving grassroots people and organizations a sense of actual ownership of PVO and NGO-sponsored projects.

Sandra Robinson pointed out that the ADF does not have a formal bilateral agreement with any of the 24 countries in which operations are maintained or grant funding has been awarded. Grant agreements are directly with indigenous groups or with NGOs. This unique flexibility has allowed work to continue in countries where short-term foreign policy considerations would not allow other organizations to continue to implement projects. In January 1987, an evaluation conference will be

convened, comprised of grantees of the first round of grants awarded by the ADF. The purpose of the conference will be to explore issues, lessons learned, how problems were resolved and evaluation results.

The question period began with ACVFA member Mary Barden Keegan asking Sandra Robinson if the ADF worked in countries with which the US had no current political relations? Ms. Robinson's response was affirmative and added that this flexibility was recognized by Congress. Robert Wilson of Africare then asked Mr. Akpalo to address the issue of the five-year planning cycle that exists in several African countries and the perception that host country nationals cannot be counted on to spend funds within the guidelines set forth by donors. Mr. Akpalo responded by indicating that the five-year plan was a legitimate response by independent African nations to address their development needs in a systematic fashion. Concerning the issues of management of funds, Mr. Akpalo stated that PVOs and NGOs must continue to conduct a dialogue with indigenous NGOs and that NGOs themselves must open up to the outside world. However, any such development effort must be participatory and local.

B. PLENARY SESSION: SUPPORTING SMALL-SCALE PROJECTS

Monday, September 15 - 3:00 P.M.

Introduction: Julia Chang Bloch, Assistant Administrator, Bureau for Food for Peace and Voluntary Foreign Assistance

Panel I: U.S. Government Mechanisms

Erna Kerst, Project Development Officer, USAID/Niger
Operational Program Grant

Derek Singer, Chief, HRD, USAID/Kenya, Umbrella
Program/Co-financing

Hilary Whittaker, Peace Corps Director, Mali
Small Project Assistance Program (SPA)

Julia Chang Bloch, in her introductory remarks, challenged conference participants to offer concrete ideas regarding the management problems inherent in implementing small scale projects. Such ideas would be extremely helpful in reducing the tension between the commitment on the part of AID and PVOs alike to the effectiveness of small scale projects for long-term African development and the project management and reporting issues that have been cited by USAID Mission representatives.

Erna Kerst discussed the funding mechanism of Operational Program Grants, Matching Grants, and umbrella grants. She indicated that the OPG is one of the more traditional ways AID finances a specific project. AID picks up 75% of the cost and 25% must come from non-AID sources. In Niger, however, only matching grants are used, and at present there are no OPGs or direct grants to any indigenous NGOs. The critical element of both OPGs and direct grants is that programs must fit within the AID strategy for a particular country in which project funding is contemplated.

Derek Singer discussed the umbrella grant program in Kenya, with special reference to the PVO cofinancing agreement with Voluntary Agencies Development Assistance (VADA). VADA is a private, non-profit Kenyan organization that provides a wide range of support services to NGOs involved in community development work throughout Kenya. VADA, the recipient of a seven year, \$12 million grant from USAID, was originally aided by an initial grant from the Ford Foundation in June 1984. AID official support began in June 1985. By the end of the project period, it is anticipated that: 60 large and 20 small PVO development projects will have been implemented; 1,800 Kenyans will have received training in project and financial management, organizational development and technical support; and that the advisory services in organizational and financial management, as well as those relating to project management, will have been strengthened.

Because AID assistance to VADA is only one year old, it is difficult to evaluate the impact of this assistance. However, several positive project characteristics were cited by Derek Singer. These are a general sensitivity and responsiveness to local conditions and needs,

and a serious long-term commitment on the part of AID. VADA has a focus on bringing PVOs in sync with AID and other donors' project design criteria, and views its role as being complementary to what organizations are doing in Kenya. VADA, because it is non-governmental, has the ability to test, in practical ways, programmatic concepts and uses of AID funds provided to NGOs.

Hilary Whittaker observed that the Small Project Assistance (SPA) program has been very successful in Mali. The SPA program is a collaborative effort between AID and the Peace Corps to fund small scale projects. The average project cost in Mali is \$2,870. The projects must fit within host country priorities, and as a consequence, 27 out of 45 projects implemented in Mali have been well-drilling or irrigation projects. There is a wide scope and criteria for SPA funding; however, the project must be a local development activity with immediate and measurable impacts in either food production, energy, appropriate technology, income generation, or small enterprise development. In addition, projects can be health-related, which are governed by additional criteria. The project must be completed within six months and the local community must provide at least 30% of the total cost in material, money, or internal support.

Ms. Whittaker also mentioned that USAID missions in the Sahel have a special arrangement with the Peace Corps, whereby the latter is the Project Officer with AID turning supervisory responsibility of the \$40,000 grant over to the Peace Corps (the upper limit of \$40,000 per country has since been eliminated).

The discussion period began with ACVFA Member Willie Campbell asking if the SPA projects might work well in Cameroon, eliminating some of the concerns expressed earlier by Jay Johnson regarding the management burden faced by the USAID mission in dealing with small projects. Ms. Whittaker, in response, stated that the interpretation that USAID/Cameroon places on the law would govern how USAID/Cameroon conducted its SPA activities. In response to Ms. Whittaker's comment that the approval process took less than 6 months, the Peace Corps Country Directors of Senegal and Burkina Faso indicated that in their respective countries, the approval process was less than 30 days. In Senegal likewise, USAID has turned over SPA program management to the Peace Corps.

In response to ACVFA Member Enso Bighinatti's question as to whether PVOs are involved in the SPA program, Hilary Whittaker stated that they could be and are encouraged to become involved. She envisaged a three-pronged project with Peace Corps volunteers supplying the human resources, NGOs providing materials and funds, and host country governments providing the supervision and priority-setting.

The discussion then turned to requirements of various funding mechanisms. Fred Kirschstein of Foster Parents Plan asked the panel the question: If OPGs are so different from matching grants from centrally-funded sources, then why do they have the additional requirements of economic analysis, and social and environmental impact analyses? Erna Kerst responded that OPGs are treated as projects

whereas matching grants are AID support to PVO program operations. Hence, as a project, OPGs have to be responsive to AID project requirements.

Mr. Akpalo of CONGAT raised the issue of how one makes African economic development more democratic. In response to Ms. Whittaker's earlier presentation, he inquired about Peace Corps/Mali involvement with local NGOs. Ms. Whittaker responded that efforts are continually being made to assist projects that meet the needs of the grassroots people. Every available effort is made to recognize, develop, and dignify the "felt needs", and to work through projects to address these needs.

Panel II: Other Mechanisms

Introduction: David Guyer, ACVFA Member and President,
Save the Children
Fernand Vincent, Secretary-General, Development Innovations
and Networks (IRED)
Ndiaye Mazide, Director, African Networks for Integrated
Development (RADI)
Edward White, Senior Advisor on Grassroots and NGO Matters,
United Nations Development Program (UNDP)
James O'Brien, Project Fund Director, Private Agencies
Collaborating Together (PACT)

Fernand Vincent described the experiences of IRED in working with NGOs in the Sahel. The lesson learned from this experience is that while training and organization are necessary for the success of a project, innovation and its diffusion must be organized. He cited a case of a social organization, the NAAM, in Burkina Faso, in their attempts to move from an organization purely social in nature to one that serves economic development purposes as well. Before embarking on successful development efforts, the villagers themselves had to analyze the causes of their previous failure to serve as an instrument of economic development. Subsequently, villagers decided to employ the strategy whereby persons holding responsible positions in the private and public sectors were offered positions within the NAAM. These officials thus served as intermediaries between the young people, who were encouraging change, and the elders who had tended to approach change more conservatively. Once the organizational structure permitted wider exposure to new ideas, it was much easier for it to serve as an operational base for initiating new projects that would bring economic advancement consistent with the desires of the villagers.

Ndiaye Mazide discussed both the need to become involved at the grassroots level as well as permitting the beneficiaries of such assistance a certain degree of autonomy in the management of the funds allocated. He cited a case in Senegal where the lack of a small store prevented the timely accomplishment of village work. For even simple articles, such as matches and cooking oil, the nearest store was 2-3 kilometers away. RADI agreed to provide financing for the construction of the store on the condition that the villagers themselves construct it. The villagers were loaned 80,000 CFA (approximately \$200) and told they must repay the loan in three months. However, it soon became clear that just giving a loan was not enough, technical assistance in inventory control, cash management and accounting had to be given as well. This technical assistance was given in response to villagers realizing the need for such technical assistance, and as a consequence, it was readily accepted.

Edward White underlined UNDP interest in small-scale projects as being part of a larger interest in participatory development and working more closely with grassroots organizations. Participatory development means involving people in all aspects of projects from decisionmaking on priorities to performing the final evaluation. In response to the

management burden faced by small NGOs in completing applications for UNDP funds, a grassroots development fund was established that serves as a funding mechanism in several countries. Grants have been made to groups in Kenya, Sri Lanka, Togo, Benin, and Senegal. Each grant is different, with recipient organizations differing in management structure.

Edward White stated that small projects are preferable because they lend themselves to control by people. But efforts must be made to scale up small projects and to increase their impacts.

James O'Brien spoke of the evolution of PACT as a broker of grants to members as well as to other organizations. PACT was established with initial support from the Private Voluntary Office of AID. PACT was later challenged to offer its technical assistance skills to various USAID missions to further expand its impact and base of support. However, contrary to what is commonly believed to be prevalent within many PVOs, PACT engages in a rigorous examination of any project proposal submitted for PACT funding. After the internal review process, the proposals are examined by an outside committee comprised of seven prominent development managers. In conclusion, Mr. O'Brien stated that AID has been confronted with the following phenomena over the last two years: increased field activity by PVOs and NGOs; a stronger urging by Congress and others to make greater use of PVOs operating in countries with AID activities; decreased personnel at the mission level; increased belief that PVOs have more entree and credibility with grassroots communities and will remain committed over time to completing the project objectives.

The discussion period began with a remark by Adjavon Vewonyi of Catholic Relief Services on the difference between small and large projects. In his view, the principal difference is one of local control. Small projects are more apt to be managed by the grassroots population and more likely to be consistent with their felt needs. In response, David Guyer indicated that while small scale projects should be encouraged and supported, no one really contemplated the end of large projects--dams would be built and hydro-electric grids will continue to be constructed.

Cheryl Lassen of Partnership for Productivity indicated that Togo's Rural Development Plan and policies adopted as national policy the principle that people should be involved. She further expressed the view that more publicity and recognition should be sought for the excellent small-scale projects that PVOs and NGOs are implementing in Togo and emphasized the need to find out why such projects are not making an impact on national policies.

In response to a question of how economic development can be initiated by people with no resources, Mr. Vincent responded that if there is initiative, resources of some form will be found. He cited a case in Douala, Cameroon where unemployed young people were given 2,000 CFA (\$8) to go into the marketplace and buy any imported product that they felt they could make locally. Some of these people found products

such as fruit juices and the like, and are now successfully making and selling these products. They are no longer unemployed.

C. PLENARY SESSION:

Tuesday, September 16 - 3:00 P.M.

OPERATIONAL CONCERNS REGARDING SMALL-SCALE PROJECTS

The morning of the second day of the conference was devoted to small project site visits. These sites are described in Appendix IV. The afternoon was devoted to round-table discussions on the following topics: AID Mission Perspectives; PVO Management Issues; and Role of Consortia and In-Country Coordinating Councils. The purpose of these round-table discussions was to address specific issues and come up with a recommendation for the resolution of specific problem areas to be presented to ACVFA, which, in turn, would decide in what format, if any, it would be presented to Administrator McPherson. An ACVFA Member was assigned as the reporter for each round table. The following are questions discussed during the round tables, and recommendations thereof.

Round-Table I: AID Mission Perspectives

Given our experience to date with mechanisms such as co-financing (umbrellas), matching grants, and PVO components of larger bilateral projects, what are the advantages and/or constraints of these funding mechanisms? What would improve their effectiveness?

Facilitator: James Washington, Regional HRD
 Advisor and PVO Coordinator, REDSO/WCA

Reporter: David Guyer, ACVFA Member, President, Save the
 Children

A variety of funding mechanisms are currently used by the Agency for International Development to encourage, promote and implement small-scale projects. Among these mechanisms are co-financing (umbrellas), matching grants, and PVO components of larger bilateral projects. Key issues concerning these mechanisms are their operational advantages and constraints, and ways in which their effectiveness can be increased relative to USAID mission perspectives.

Perspectives

There appears to be a consensus in the PVO community, and within AID, that the grant-making process is too complicated and burdensome in the context of administering small scale development efforts and it should be simplified. While the PVO community feels that a radical simplification of the process is in order, the stance of AID is that most requirements, reporting and otherwise, are typically mandated by Congress and must be adhered to. On the other hand there are project reporting requirements which do not distinguish between large and small projects. Several problems, in particular, stand out: there is a definite need for more communication between AID Washington and the

field missions about what requirements can be altered or modified unilaterally by AID Washington or by the field mission.

1) Perceived Capabilities of PVOs: It is recognized that the several hundred private agencies which fall into the category of private voluntary organizations are often an enigma to AID Mission Directors and their staffs. Most AID teams are unaware of the supportive role that InterAction could play in supplying important background data--programmatic thrust, financial, etc.--on its 112 members. In addition, the Office of Private and Voluntary Cooperation, Bureau for Food for Peace and Voluntary Assistance has had extensive experience with PVOs and could be of assistance in supplying programmatic details about them. Finally, a PVO liaison officer position was created within the Africa Bureau to coordinate PVO activities in this Bureau.

Recommendation: AID missions, in cooperation with InterAction and FVA/PVC, should assess the capabilities of the plethora of PVOs in order to see how their capabilities can be used to the maximum extent possible in development programs.

2) Simplification of the Reporting Process: During the session, there was strong agreement that efforts be made to dramatically simplify financial and reporting requirements for those PVOs which have had a long and positive track record with AID, as contrasted to those PVOs whose programs and activities were unproven. In no way should this hinder the emergence of new PVOs into the AID grant making system; rather, these new PVOs should prove their capabilities as others have done.

During the round table discussion, the co-financing (umbrella) mechanism was looked at with great interest as a new and potentially important mechanism. It was recognized that it is perhaps best suited to indigenous PVOs. On the other hand, matching grants were seen by many conference participants as advantageous in that red tape was cut and overlapping jurisdictions avoided. Operational Program Grants (OPGs) have worked well in countries where the U.S. mission team plays a supporting role. However, OPGs are treated as projects whereas matching grants simply provide financial support to PVO program operations. Hence, as a project, OPGs have to meet AID project reporting requirements.

Recommendations: 1) AID should review the reporting requirements for small-scale projects, making a distinction between requirements mandated by Congress, and those required by AID. Requirements mandated by AID should be simplified where appropriate. In connection with simplifying procedures, AID should review other donors' reporting requirements. 2) Financial reporting requirements should be simplified for PVOs with proven track records; a specific suggestion would be semi-annual instead of quarterly reports. 3) AID should contract-out small project packages.

Round-Table II: PVO Management Issues

What can be done to accommodate the following concerns:

- Absorptive capacity of PVOs
- Country distribution of PVOs
- Decentralization of authority to PVO field representatives
- Qualifications of professional PVO staff in the field, e.g., technical, managerial, and language
- Adequacy of PVO headquarters and field-based project backstopping.

Based on these discussions, what improvements can be suggested regarding USAID/PVO/host-country support of PVO programs?

Facilitator: Willie Campbell, ACVFA Member, President, OEF, International

Reporters: Peggy Sheehan, Vice President for Food Policy and Market Development, National Cooperative Business Association and Mary Barden Keegan, ACVFA Member, President, Houston Chapter, End Hunger Network

Concerns discussed in the round table as regards operational aspects of small projects were absorptive capacity, country distribution of PVOs, decentralization of authority to PVO field representatives and adequacy of headquarters and field based project backstopping. The discussion was driven by the expressed sentiment of the participants that there needed to be improvements in USAID/PVO/Host-country support of PVO programs.

Many concerns, such as funding levels and evaluative processes expressed by PVOs as regarding small-scale projects, are long standing. Most recently, these concerns have been accentuated by budget constraints and continued AID practice of handling small projects in the same manner as large projects in terms of design, approval, monitoring, and evaluation. The round table discussion generated a wide range of views. On the one hand, some PVO representatives felt that some regulations were so rigid that they had become, in fact, obstacles. On the other hand, some participants felt that they could work within the system of regulations, but their attention was needlessly diverted away from development to interpreting regulations and doing reports.

In sum, there was a general feeling among the participants that PVOs and AID alike should work more closely in an environment of collaboration and trust. To this end, the participants developed the following recommendations:

Training

Since AID looks for qualified PVOs with a track record and technical skills, training, and familiarization with AID procedures, it is difficult for recently-established PVOs to acquire the credibility

that the more-established PVOs enjoy. It was felt, however, that irrespective of the length of time that a PVO was established, both established and emerging PVOs could benefit from increased interaction with AID personnel.

Recommendations: 1) An exchange program such as IPA (Intergovernmental Personnel Act) should be established that would allow PVO and AID personnel to obtain a better understanding of each organization's procedures. 2) PVOs should seek AID assistance and participate more actively in ongoing training programs.

Communication: Many of the differences in opinion among AID and PVO representatives seemed to reflect either a lack of communication or misinterpretation of policy, regulations, etc. This communication gap was not only between AID and PVOs, but between state-side headquarters and the field.

Recommendations: 1) Field-based PVO staff should make an earnest attempt to establish personal contact with USAID mission personnel and communicate issues which affect programmatic work in the host country. 2) State-side PVO representatives and officers should continually communicate with AID/Washington in order to establish mutual understanding, and to inform field missions of the agreements reached.

Round-Table III: Role of Consortia and In-Country Coordinating Councils

What is the current and potential role for consortia and in-country coordinating councils with regard to multiple small-scale activities? What would improve their effectiveness?

Facilitator: Mr. Houmey, Secretary General, SLONG
(Non-Governmental Organizations Secretariat)
and Director of the Christian Children's Fund,
Togo

Reporter: Marie Gadsden, Conference Co-Chairman, ACVFA

The round table discussion began with the facilitator presenting his views concerning three principal questions: What is the role of consortia and local coordinating councils? What are their potentialities in the field of small-scale projects? In what ways can their effectiveness be increased? The discussion was heavily oriented to the needs and concerns of African NGOs and the participants reached a consensus on the following issues.

1) Role of Consortia

The concept of consortia is relatively new among African NGOs and the discussion reflected a certain uneasiness with its potential role and how it might be viewed by the Government. Governments in Africa vary greatly as to the degree in which they permit NGOs to organize and form associations, and to be self-governing. Based on the varied experiences of these conference participants, several important characteristics and functions of consortia were cited. A consortium should:

- Maintain a mutual knowledge of the activities and interests of its members
- Provide representation at the regional, national, and international levels
- Provide well-planned project activities and program support
- Serve as a repository of information and as a clearinghouse

2) Consortia Capabilities

A consortium, organized and supported by member organizations, can assist NGOs immensely in the mobilization of national resources. The consortium can also be a facilitator of organizational, informational, as well as managerial services.

Recommendations: 1) African NGOs must utilize their creativity and imagination and not become carbon copies of western NGOs. In furtherance of this goal, U.S. PVOs and European NGOs should seek partnerships with African NGOs as equal partners in small-scale project initiatives in Africa. 2) Constituent consortia members in their partnership with European and American NGOs, must take on a greater role and responsibility to finance and support the consortia. 3) African

consortia must make greater use of existing governmental programs and resources and maintain a dialogue with the government, in order to ensure that development be democratic and participatory.

3) Consortia Member Requirements

The round table participants were not able to agree on member requirements before a consortium was organized. Because the organizational structure of a consortium may dictate its procedures and willingness to work with U.S. PVOs and other NGOs, the participants developed the following typology:

- Consortia established by the government
- Consortia initiated by donors
- Consortia created by local and international NGOs
- Consortia created under the aegis of a religious order
- Consortia of local NGOs.

The participants developed this typology because the organizational structure of local consortia in Africa determines, in part, their mission, objectives, and access to government policymakers. It is hoped that the typology developed would drive future discussion among African NGOs and the donor community from which appropriate partnerships and working relationships on small-scale projects could be established.

Wednesday morning was devoted to site visits, with the afternoon scheduled for a plenary and small-interest group sessions.

D. PLENARY SESSION: INCREASING PVO PARTICIPATION IN AFRICA THROUGH P.L. 480 PROGRAMS

Wednesday, September 17 - 3:00 P.M.

Moderator: Lori Forman, Special Assistant to Julia Chang Bloch, Bureau for Food for Peace and Voluntary Assistance, AID

Panelists: Peggy Sheehan, Vice President for Food Policy and Market Development, National Cooperative Business Association

Larry Meserve, Food for Peace Officer, USAID/Ghana

Dumashie Sename, Togolese National Delegate, Catholic Relief Services

Reporters: Peggy Sheehan, NCBA
Cheryl Lassen, Partnership for Productivity
Pina Frazzica, Catholic Relief Services

Small Interest Group Session: Strengthening the Peace Corps/PVO/AID Partnership

Facilitators: Robert Nicolas, Peace Corps Director, Togo
Richard Whitaker, PVO Liaison Officer, AID

Reporter: Richard Whitaker

P.L. 480 GROUP REPORT

As development assistance budgets shrink, food aid will come to be regarded as an increasingly valuable resource. A key to using it is that it should be combined with some direct cash income to program for best effect.

The Legislation: "Title I" legislation covers American food surpluses offered for sale. New opportunities are to use local currencies generated by Title I for economic development programs. Under Section 108 of Title I, 10 percent of the total funds can be used to make soft loans to intermediary financial institutions, including PVOs and cooperatives. "Title II" provides food aid on a grant basis. The new opportunity under this legislation is to monetize (sell) up to 5 percent of the total food aid given by the US and use it for development assistance purposes. Under Section 416 of this law, PVOs and co-ops can gain access to a long list of US agricultural surplus foods (milk, butter, cheese, cooking oil, etc) for monetization purposes.

This legislation is new, however, and there is a very incomplete understanding of it not just by PVOs, but by USAID staff and host

governments. In addition to this, it is very difficult the first time around to qualify as a food importing agency, although not difficult at all to continue receiving this kind of aid once one qualifies. Four problems, in particular, stand out:

1. Qualifying Politically as a Food Importing Agency. There are serious difficulties with a PVO getting its food aid proposal approved both in the US and by the host country, no matter what the merit of the PVO or its proposal. In the US, a food aid proposal cannot be approved solely within AID, but must be approved by an interdepartmental committee including Treasury, Commerce, Agriculture, OMB and others serving many constituencies. A tip here is that the proposals most likely to pass are those requesting commodities of which the US has excessive stockpiles which it wants to reduce.

In host countries, the revenues from P.L. 480 often constitute a principal source--and sometimes the only source--of a government's development budget. Governments are accustomed to thinking of P.L. 480 revenues as their own, and USAID Missions may be highly supportive of this in order to promote macro policy reforms.

Recommendations: 1) The ACVFA works not just within AID, but with the interdepartmental committee and with a group from Congress to acquaint these policymakers with the needs and desires of beneficiaries and implementors in the field; 2) PVOs and co-ops desiring food aid in a particular country should acquaint themselves with macro P.L. 480 policy concerns and harmonize their micro program requests with it.

2. Problems of Scale in Receiving Food Aid. As one representative from USAID/REDSO put it, "If you want to be a P.L. 480 food importing agency, be prepared to handle \$2-3 million a year every year for several years. It's impossible to handle small amounts".

Recommendation: Indigenous and international PVOs wanting small amounts of food aid shouldn't give up. Big P.L. 480 importers like CRS or CARE can serve as an umbrella with either an informal arrangement or a formal arrangement with other PVOs. Small agencies can get small food aid tonnage, but they should be prepared to share the administrative and transport costs for this. Smaller agencies, especially those with expertise different than the food importing agencies, might exchange their program specialty for access to food aid imports. The ACVFA should recommend to AID Administrator McPherson, Julia Chang Bloch, and USAID Missions, that these umbrella relationships be encouraged.

3. Monetization Problems. The concept of monetization (or, the selling of food aid) is going to offer many new program opportunities and new agencies a chance to participate in P.L. 480. But it will require a lot of up front programming. You have to start working far in advance of the arrival of food to answer certain marketing questions. Three important questions are: what is to be sold? where? and will it undercut local markets? If you're already operating a direct feeding program, a tip is not to attempt to use the same commodity for monetization so that the possible appearance of illegality is avoided.

To give an example of how one agency approached monetization, in Zaire the US commercial attache was asked to put CRS in contact with marketing outlets in the capital city for American surplus dairy products. He was able to recommend a local merchant who purchased the entire shipment of butter at the port for local currency.

Recommendations: 1) Given the lead time it takes to put a marketing plan in place, AID should press to implement the new legislation which mandates that food aid proposals be approved on a 3 year basis, instead of year by year. 2) PVOs should exchange comparative experiences about monetization strategies. In addition to informing voluntary agencies about the P.L. 480 regulations, the AID Food for Peace Office can help by putting out tips on monetization.

4. PVO Technical Capacity: Do They Have the Skills Necessary for Monetization and Investment? The intent of the monetization provisions of the new P.L. 480 legislation are not just to cover recurrent logistical costs, but for PVOs and cooperatives to build up an asset base and acquire income-earning investments that will fund their development program over time. Technical skills are required, however, to analyze the feasibility of investments, make good business plans, and manage the assets over time. PVOs should not kid themselves about the level of financial competence this takes, or try to "muddle through". The need to start taking advantage of the new monetization provisions for investment purposes is all the more pressing when one realizes that the support funds ("outreach grants") that were previously available to build warehouses and other infrastructure related to food aid have been significantly reduced.

PVOs and USAID Missions should also be aware that the percentage of Title II food aid going to a particular country each year is not fixed. That means that those USAID Missions most able to follow the spirit and substance of the new P.L. 480 legislation are more likely to see their food aid increase, and those that can't follow them will see their food aid decrease. So it is not just in the interest of the PVOs and local consumers to do this: it is in the interest of the USAID Missions as well. (That may be a bargaining chip for problem I.)

Recommendations: It would be very useful if the Bureau for Food for Peace and Voluntary Assistance and PVOs could collaborate to draw up some quality examples of how monetization has been used to develop an asset base. There should be different approaches in different contexts and different scales of investment. The examples should include not just PVOs whose main business is relief and the restoration of productive capacity in its earliest stages, but agencies promoting longer term development processes. Investment is closely tied to the core issue of sustainability--which is how a program finances itself over time in ways that do not develop a pernicious dependence on one or several sources of aid. Quality examples of, and methods for, financial sustainability are few and complex, so the treatment of them should be equal to the level of difficulty.

In talking with AID Administrator McPherson, the ACVFA should stress that the number of Food for Peace officers posted in Washington

and the field has been reduced significantly over the past five years. Food aid will take on increasing importance as direct development assistance declines. Therefore mechanisms need to be put into place to communicate to USAID Missions and PVOs about the new opportunities for food aid and how to take advantage of them.

E. PLENARY SESSION: PROGRAM CONCERNS REGARDING SMALL-SCALE PROJECTS

Thursday, September 18 - 9:00 A.M.

ROUND TABLE DISCUSSIONS

Round Table I: Coordination in Planning Program Priorities

It is AID policy that PVO activities funded by the by the Mission be consistent with the Missions CDSS. What steps can be taken to better coordinate PVO activities submitted for Mission funding with the CDSS priorities?

What are the constraints to formal participation by PVOs in the CDSS process?

Facilitators: Jay Johnson, USAID Mission Director, Cameroon
Andrew Oerke, President, Partnership for Productivity

Reporter: LaVern Freeh, Conference Co-Chairman, ACVFA

It is AID policy that PVO activities funded by the Mission be consistent with the Country Development Strategy Statement (CDSS), a planning document that missions follow in allocating foreign aid assistance for a particular country. It might be added that in several African countries, USAID missions are using a simpler process of setting-out development strategies, as contrasted to the more formal CDSS process.

The CDSS and other planning processes are important because they define how AID intends to use development resources in a particular country. As such, it is regarded by many AID officials as an internal planning document. PVOs, on the other hand, have a rich range of field experience and want to ensure that this expertise is included in the design of particular projects. In sum, AID and the PVO community need to engage in a more effective dialogue concerning PVO involvement in the CDSS planning processes. Several areas, in particular, need resolution:

1. Point of Contact in the CDSS Process

Currently it appears that often the person who serves as the point of contact for PVOs in USAID Missions is at a relatively low level in the mission with limited influence and opportunities to interact with the Mission Director.

Further, most of them perform in a "reactive" rather than an "active" manner, preferring to let the PVOs provide the initiative for any relationships between the USAID Mission and the PVOs.

Recommendations: 1) USAID Missions should designate someone at a relatively high level to serve as the mission's "point of contact" for PVOs. This person should be responsible for actively communicating with the PVOs in the country, on a continuing basis, through such means as periodic meetings and communiques, establishing PVO advisory committees

and making sure that those PVOs that are interested are made aware of CDSS planning schedules and are given the opportunity to participate at the design stage in the development of Country Development Strategy Statements. Similarly PVOs need to inform USAID Missions of their plans and programs and invite USAID Missions to provide inputs into their plans. 2) A procedure needs to be developed for informing PVOs about the time schedules by which USAID Missions develop their Country Development Strategy Statements and other significant planning efforts.

The Africa Bureau of AID should begin by transmitting this information to the PVOs through such organizations as InterAction, the National Cooperative Business Association (NCBA) and PACT.

In addition USAID Missions should directly inform the PVOs in their countries about such schedules through the designated PVO contact officer.

2. Other Initiatives to be Undertaken

PVOs can also initiate involvement in the CDSS process by having ongoing professional and personal contacts with AID field personnel.

Recommendations: 1) InterAction, PACT and NCBA should make sure that their member PVOs keep USAID Missions informed about the scope, character and planning schedule of any programs or projects they might be conducting in a country and invite the mission to have input at the design stage. 2) Activities and examples of effective USAID/PVO country interaction and cooperative efforts in the planning and conduct of programs and projects should be documented, reported, and publicized by USAID and PVOs through their regular reporting procedures and mechanisms.

Round Table II: Communication

How can we improve the four-way communication flow among AID/Washington, U.S. PVO headquarters, USAID Missions, and field-based U.S. PVO representatives?

Facilitators: Ruth Mara, Deputy Director
Research and Reference Services, AID
Commodore Philemon Quaye, Field Director, World Vision

Reporter: Peggy Sheehan, NCBA

One major theme that evolved in the round table discussion was the shared feeling that there is not enough communication between AID/Washington and the field. Field staff of both AID and PVOs in particular feel as though they are the "last to know". More specifically, field staff say that:

- Some things are not communicated at all, or are communicated very late. An example cited by several participants was that the Child Survival Initiative Program guidelines were cabled from Washington so late that field officials had very little time to think about project design.
- Field staff need more information on policy guidelines, new program initiatives, as well as more "how to do it" information. An example cited by one participant was that the Chad PVO umbrella project paper could be useful for other missions and for PVOs thinking about similar projects.

Furthermore, it was recognized by the participants that field staff must also be attentive to the channel of communications from project beneficiaries to field staff. This flow can be enhanced by involving beneficiaries in project design, implementation, and evaluation.

It is important to note that PVOs are independent, private organizations which may agree with AID on certain development issues, and disagree on others. Further, the type of relationships a PVO may have with a particular mission can vary depending upon mission receptivity to PVOs' project initiatives, personalities of AID and PVO staff, and a host of other issues. What is particularly salient is that the various types of relationships between individual PVOs and AID can create misunderstandings on the part of host-country officials. It is often perceived by host-country officials that PVO representatives are official representatives of the local USAID Mission. Such a perception oftentimes can hinder their receptivity to initiatives and programmatic ideas.

Recommendations for ACVFA: 1) ACVFA should focus on, and draft, recommendations aimed at reducing misunderstandings that arise from the issue of "closeness", i.e., PVO staff working closely with AID staff on project design vs. the "privateness" of PVOs. 2) ACVFA should encourage AID and the PVO community to develop better briefings for new field staff on the role of PVO individuals going abroad.

PVOs

Recommendations for PVOs: 1) In Washington, encourage the Administrator to issue joint memoranda with officers of PVO headquarters when announcements of major new initiatives are planned. 2) Encourage informal as well as more formal methods of communications, such as sectoral interest group meetings and regionally oriented meetings.

AID

Recommendations for AID: 1) AID/Washington should wait to disseminate policy guidelines in Washington until they are finalized. AID should share thoughts on new programs with the missions, even if still in draft form, and 2) develop systems whereby a more extensive policy of sharing is allowed, with administrative as well as "how to do it" type of information.

Round Table III: Strengthening Links Between U.S. PVOs and African NGOs
In the context of AID funding of U.S. PVO activities, what is the role of local PVOs? What can be done by AID and the U.S. PVOs to promote and strengthen indigenous, self-sustaining capacity? What do indigenous PVOs need from U.S. PVOs?

Facilitators: Elise Smith, Executive Director, OEF International
Egbemino Houmey, SLONG

Reporter: Enso Bighinatti, ACVFA Member

A major weakness of local PVOs is the limitation on resources with which to carry out its development activities. Due to minimal staff resources, local PVOs often do not know of AID priorities, funds available, or mechanisms for project formulation and submission. U.S. PVOs, and local PVO consortia can be of assistance in drafting proposals and as a source of information on available funding opportunities and on project implementation.

Local consortia have a particularly critical role to play in that they represent the mutual interests of their members. The local consortia should be strengthened and roles and responsibilities made clear so that member PVOs do not lose identification and the consortium does not become a PVO itself and compete with its members.

A key element in the provision of managerial and technical assistance by AID, Peace Corps, and by non-African PVOs is that such assistance be designed to increase local PVOs' capability to implement projects. In particular, AID, U.S. PVOs and third country NGOs, as well as local PVOs, all have a role to play in strengthening indigenous, self-sustaining capacity. To this end, recommendations were developed for each group.

U.S. PVOs

Recommendations: 1) U.S. PVOs must always give administrative and technical help with the aim of helping the local NGO to increase its capability to become self sustaining and independent. 2) As U.S. PVOs, particularly field-based staff, learn of AID and other donors' changes and/or revisions in project requirements and funding priorities, this information should be shared with local PVOs.

AID

Recommendations: 1) AID must simplify its requirements for project application and implementation, particularly those for small projects. 2) AID must examine the system by which local PVOs are provided information re: AID priorities, available funds, and project mechanisms, with the aim of making such information timely and accessible. 3) AID, as well as the U.S. Peace Corps, should invite representatives from local PVOs to participate in training workshops and courses whenever appropriate.

Local PVOs

Recommendations: Local PVOs must give each other support, particularly those who are well established, to aid the newer and smaller PVOs. In particular, established local PVOs which have developed successful fund raising capabilities should share these capabilities with new PVOs.

Round Table IV: Sustainability, Replicability and Effectiveness of Small-Scale Projects

In order to promote small-scale projects, such issues as their worth, viability, efficacy and recurrent costs must be addressed. How can we measure the impact of these projects in light of the above criteria?

Facilitators: Robert Wilson, West Africa Regional Development Officer, Africare
Adjavon Vewonyi, Chief, Economic Development Projects, Catholic Relief Services

Reporters: Steven Stockmeyer, ACVFA Member
Mary McDonald, ACVFA Member

As funds for development assistance become increasingly scarce, questions concerning small-scale projects' worth, viability, efficacy, and recurrent costs must be addressed. These questions are not ones that should be addressed at the end of a project period, but rather during project planning and design. For instance, PVO representatives can cite numerous cases of successful projects where there was active involvement of beneficiaries in the operation and management of the project, and the transfer of skills required for independent management. A successful transfer of skills to project beneficiaries is predicated on knowing who the actual beneficiaries are. Appropriate targeting of beneficiaries in turn, is based on an understanding of social and economic differences within communities or villages.

The round table participants agreed that in the preparation of a project design, local input and participation was essential. Local leadership and design teams ought to be encouraged. Questions that PVOs and others involved in promoting small-scale projects must address are:

- Where is the project going in terms of meeting the needs of the community and how effective is it likely to be?
- How is the project going to be implemented?
- Is local management and ownership going to be an outcome of the project?
- How does the project fit into government development policies?
- How can the project create income, thereby enhancing its viability and contributing to the defraying of recurrent costs?

Project Management Appraisal Methods

The participants agreed that small projects should not be treated as large projects, and that more appropriate design, management, and evaluation methods must be developed for small-scale projects. It was emphasized, however, that just because a criterion cannot be readily applied in certain cases, and is difficult for practical reasons to apply in others, it should not be abandoned altogether.

The important fact is that the conventional tools of project appraisal that AID uses need modification and a change in focus if they are to be relevant to the circumstances and environment in which small-scale projects are designed and implemented.

Recommendation: AID should develop a project appraisal methodology for small-scale projects more relevant to the circumstances and environment in which these projects are designed and implemented.

Project Reporting Requirements

Recommendations: 1) In order to lessen the administrative burden on PVOs, AID should explore the use of blanket waivers for procurement procedures, and hiring personnel, and varying reporting requirements according to project. 2) To ensure that project designers give proper attention to sustainability, ownership, etc., a "rolling design" mode should be encouraged by AID whereby money is made available (e.g., through an umbrella project), but not fully programmed, so that community-initiated small projects are allowed sufficient time to be properly solicited, developed and funded.

F. PLENARY SESSION: REPORTS AND RECOMMENDATIONS FROM ALL ROUND TABLE DISCUSSIONS

Friday, September 19 - 10:00 A.M.

LaVern Freeh, Conference Co-Chair, opened the final conference session at 10:00 a.m. He indicated that the purpose of the session was to formally close the conference with an address by an official Togolese representative, but first to hear and discuss any final comments, reactions, and/or suggestions that the Committee should consider. He then turned the session over to Marie Gadsden.

Elise Smith of OEF, International, commented that the size definition of small-scale projects may be too restrictive. Throughout the Conference, she reminded the participants, it was clearly shown how million dollar projects could encompass several small-scale project activities. Marie Gadsden responded by stating that the intent was not to think prescriptively -- the spirit was to look analytically at small-scale projects.

Robert Kidd, Food for Peace Officer, REDSO/WCA, posed the question to the Committee: Is the Committee satisfied that they have achieved the objectives of the Conference--to improve the efficiency of small projects--or have they been overburdened by larger issues? ACVFA Member Enso Bighinatti responded that one of the purposes of convening the Conference was to bring small projects to the forefront. He indicated that many of the problems faced by small projects are related to the larger issues of development - such as programmatic, fiscal, and conceptualization issues and that the focus should be on resolution of difficulties, and not on the dollar size of the project.

The discussion then turned to operational concerns of small projects. Fred O'Regan, of World Education, felt that the operational issues of transferring resources of donor agencies to a number of smaller projects had not been adequately addressed. Exactly what type of mechanisms are available, and how they get operationalized, are issues that the PVO community is just beginning to explore.

Irving Rosenthal of ORT International urged more focus on the difference between input and output. He felt that the Conference dealt with inputs (with the exception of site visits): financial, legal, and organizational processes. Insufficient attention was given, in his estimation, to project design or ways that technical assistance should be delivered.

The site visits and opportunity to interact with the Togolese Government and NGO representatives were significant objectives for convening the Conference in Togo. ACVFA Member Willie Campbell noted that the term small-scale is used to differentiate grassroots projects from macro-enterprises such as dam building, bridge construction, and road transport. What the Committee is really concerned with is how development takes place, and that it takes place by helping small farmers and small enterprises to become operationally successful not

only in terms of income levels, but improvement in the quality of life. The difficulty is to develop mechanisms to advance this process.

Marie Gadsden noted that site visits afforded the opportunity to raise issues concerning input and output and that she gained immensely from these interactions.

Robert Nicolas, Peace Corps Director, Togo, said that it was important for the Committee and headquarters staff to remain very flexible in allowing field representatives to discuss and try out new approaches to project design and implementation.

Jim Noss of Lutheran World Relief expressed the hope that small-scale does not mean short-term. He indicated that a view of U.S. history would reveal extension services and other forms of technical assistance. However, he stated, when a program is started in Africa, immediately one wants to know how fast we can finish the program. Programs have a greater chance of being successful if the beneficiaries have a sense of ownership and NGOs and PVOs respect their views which, as a consequence, would translate into a shorter period of need for external assistance.

Andy Oerke, President, Partnership for Productivity, described his early morning meeting with President Eyadema of Togo. He briefed the President on PFP activities in Togo, the goals and purpose of the Conference, as well as the importance of grassroots activities. The President was very supportive, because he too was involved in operating a farm, and continued to support and encourage development at the grassroots level.

CLOSING ADDRESS

The closing address was given by Mamabuwe V. Palanga, Chief of Staff, Ministry of Planning and Industry, representing Minister Adodo. Mr. Palanga congratulated the Committee and USAID for having chosen Togo as the site for the Conference. The goal of rural development was to improve the incomes and quality of life of the poorest of the poor, and to have these people participate in the programs designed to benefit them. He expressed the sentiment on behalf of the Government that the dialogue, stimulated in part by the Conference, would lead to a better future and comprehension of the problems faced. Finally, he indicated that he was looking forward to receiving the conference recommendations, and the follow-up and implementation of the recommendations made.

CONCLUSION

At the conclusion of the conference, participants had reached a consensus on many issues and had drafted recommendations for the Administrator's consideration. Throughout conference activities, there was an atmosphere of optimism concerning the expansion of small-scale projects in Africa.

Overall, the conference was collegial with conference participants seeking solutions rather than merely reciting a litany of problems associated with small-scale projects. Having the conference in Togo contributed significantly to the dynamism of conference activities because of its active role in the conference and official support for development activities involving small-scale projects. That participants were keenly interested in conference activities is attested to by the high proportion of participants who were still in-country and present during the closing plenary.

Broadly speaking, there are two alternative strategies for structuring and pursuing small-scale projects. One is to focus on large-scale projects and adopt their "blueprints" for the design, management, and evaluation of small-scale projects. This has been heretofore more or less the approach of international donor agencies, including AID.

There is an alternative, however, which was strongly endorsed at the conference. By definition: "small-scale projects are those where the individual project component is grassroots oriented, involves local leadership in the design and implementation of human resource development efforts, has a simple evaluation component, and ranges in funding from \$50-\$50,000." To impose on these projects the design, reporting, monitoring and evaluation requirements of large scale projects seriously diminishes their ability to be successful "small-scale" projects. Consequently, the ACVFA members were unanimous in recommending analysis and revision of onerous administrative burdens on small scale projects. Specifically, they suggested: (1) review and simplification of reporting requirements; (2) distinction between requirements mandated by Congress and those mandated by AID with a streamlining of AID requirements; (3) blanket waivers for procurement and hiring procedures; (4) encouragement of a rolling design model whereby money is made available, but projects are not fully funded until

community-originated projects have sufficient time to be properly solicited, developed and funded.

Streamlining procedures to create an environment conducive to the establishment of small scale projects would constitute important progress in promoting private sector development and improving African economic development. ACVFA participants felt their field visits had provided important insights into the development of small scale projects and committed themselves to pursuing their recommendations with the AID Administrator.

APPENDICES

APPENDIX A

ACVFA BUSINESS SESSION

ACVFA Conference Co-Chair LaVern Freeh called the meeting to order at 7:00 a.m. on September 19, 1986. LaVern Freeh began the discussion by suggesting an ACVFA Task Force that would meet with the Administrator after the whole committee had received and reviewed the recommendations. During the discussion, it was brought out that the purpose of the conference was not only to have workshops in which recommendations and consensus would be reached, another objective was to gain first-hand perspectives through field visits and meetings with African policymakers and NGO representatives, the outcomes of which should also be reflected in the recommendations made.

Questions concerning policy issues about AID management procedures that could or could not be changed unilaterally by Administrator McPherson, and those that were mandated by Congress, were also discussed. It was then decided that a subcommittee would review draft conference recommendations and prepare final recommendations for the Administrator. The subcommittee would consist of David Guyer, Marie Gadsden, Enso Bighinatti, Steven Stockmeyer, Peggy Sheehan, and ACVFA Acting Executive Director Beth Hogan. The Executive Summary included in this report is a reflection of the Task Force's consensus on the major conclusions and recommendations reached in Togo.

In other business, dates for future ACVFA meetings were discussed. In order to reflect, as a group, on the Conference recommendations and other issues, a retreat for the Committee was tentatively set for December 4, 1986. During this retreat, plans would be drawn up for an ACVFA meeting, open to the entire PVO community in the first quarter of 1987.

Mary McDonald raised the question of the possibility of gaining additional perspectives of African development by convening a future conference in East Africa, possibly Kenya, at some future date. After considerable discussion, it was decided that the entire Committee should consider this recommendation. Marie Gadsden added that while the support level in Togo was extremely high, each overseas conference represented a different set of challenges, and suggested that the Committee also consider Cameroon as a future conference site.

The meeting closed with discussion of the format of the closing plenary and Conference Co-Chair LaVern Freeh, on behalf of ACVFA, expressed his gratitude to the local conference planning support staff.

APPENDIX B
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APPENDIX C
SITE VISITS

I. AFAGNAN

TRAINING CENTERS FOR YOUNG MEN AND WOMEN
AND WELL-DIGGING OPERATION
(Catholic Mission - Afagnan)

The purpose of this project is to provide income-generating skills to young men and women, and to provide rural communities with potable water.

1. Young Men's Craft Training Center

Established in 1964, young men from 17 to 20 years of age undergo four years' training at this center in the art of wood/ivory sculpture. At the end of the training, each student receives a tool kit worth approximately 100,000 FCFA. The center has a capacity of 45 students and receives from ten to fifteen new students a year. Half of the total costs are covered by proceeds from the sale of art objects made at the center. The rest of the funding is provided by humanitarian organizations such as "Mani Tese", an Italian NGO, and the Canadian Government.

2. Young Women's Training Center in Home Economics

This center, established in 1968, trains young women from 17 to 22 years of age. The women undergo a three-year training program in sewing, embroidery, agriculture, cooking and literacy. Upon completion of training each woman receives a sewing machine worth from 25,000 to 32,000 FCFA. The capacity of the center is approximately 40 students. Financing for the center comes from the proceeds of sales of handicrafts, and from private donations from, among others, the Catholic Bishop in Glasboro, Scotland, and from various Catholic organizations in Switzerland. Each student also pays a 1,000 FCFA annual tuition fee (about USD 3.00).

3. Well-Drilling Project

Financed by Misereor, an NGO from the Federal Republic of Germany, approximately 15 wells of a depth of about 20 meters are dug per year under this project. The cost is approximately 400,000 FCFA/well. The project includes two full-time masons and one "animateur" whose job is to discuss the social/hygenic aspects of placing a well in the midst of a village.

WFP (World Food Programme) provides each trainee attending the centers described above with a food diet for the duration of their apprenticeship, and provides each worker in the well-digging project with a food-for-work salary substitute, equivalent to a family ration.

II. GADJAGAN - AGOU

1. INCOME - GENERATING PROJECTS (Gadjagan)

The purpose of this project is to generate income and promote a learn-by-doing educational technique centered around a school garden, school orchard, and school livestock husbandry initiative. There are also village projects designed to generate income, initiated and carried out by cooperative members, from which the entire village is meant to benefit.

A cinderblock school was constructed in 1985 to replace a more traditional structure made of grass thatch. The livestock initiative (pork) began in 1983: the sales process of which, along with those of the school orchard, are deposited in a joint bank account with three signatories: the inspector, the chief's counsel, and the president of the PTA. This fund is then used for school improvement and to help pay school registration/tuition fees (530 FCFA/student/year). Seven indigent students received free tuition in 1984, nineteen in 1985, and fourteen in 1986.

The school benefits from a school lunch program sponsored by Catholic Relief Services (CRS). Each student is allocated four Kgs of Bulgar Wheat, 2 Kgs of Powdered Milk and 1 liter of vegoil per month. This lunch provision is supplemented by food, vegetables and fruits, from the school garden/orchard and meat from the livestock. CRA also provided the initial inputs for the pork-raising project.

Christian Children's Fund is also involved in sponsoring children from this village. In order to do this, the village group is organized into a Parents Council which has decision-making power, a consultative group, and an administrative group. This project began in early 1986, when the village determined that its primary need was child health, so they began a well-baby clinic. They have made attempts at income-generating projects.

2. AGRICULTURAL TRAINING CENTER (C F A E) (Agou)

This center trains village groups -- cooperatives -- in areas where they perceive their training needs to be, in order to make the groups more productive and to teach more advanced farming techniques.

The Agricultural Training Center takes groups of villagers and offers training in those skill areas which the villagers themselves have identified. There are currently 34 groups in the district of AGOU, all of whom are active at the center. No one can undergo training unless he or she belongs to a village group.

Training is given by a variety of groups: technicians from government ministries, NGO's operating in Togo, volunteers, etc. Funding also comes from international organizations, from volunteers, as well as from the Government of Togo. The cooperatives rent the heavy machinery owned by the center for their own use. This includes tractors, huskers, and palm nut presses. In addition to the technical training offered by the

Center, there are also courses in management, health care, and other fields selected by the village groups themselves.

III. ALOKOEGBE - GAPE - ASSAHOUN

1. Alokoegbe Poultry Raising Cooperative

This project is part of a larger program sponsored by the Togolese Government through its Ministry of Social Affairs, Public Health and Women in Development and has received micro-project financing from UNICEF. The purpose of the program is to create income-generating activities which will enable women to improve the nutritional standards and income levels of their families. The women's cooperative of Alokoegbe began in 1983 and includes 24 members. A Peace Corps Volunteer is also working with this group as a Cooperative Promotion Advisor.

2. Gape Palm Oil Producers Cooperative

This project is sponsored by the Togolese Government through the Ministry of Social Affairs. The U.S. Peace Corps also contributes technical support. The Gape Women's Palm Oil Producers Cooperative was formed in 1983. Its membership consists of about 20 women, from whom cooperative officers are chosen. The cooperative itself, through its group of officers, decides what dues or membership fees will be paid and how the profits from the cooperative will be distributed or reinvested. Although the women work together to make major decisions about the cooperative, each woman works alone in the production of her own palm oil, and is entitled to the use of an improved cookstove during the process. The women help each other to collect wood for the stoves.

3. Assahoun Soap Makers Cooperative

This cooperative of 20 women has received assistance from the Togolese Ministry of Social Affairs to build a small work shop for the production and marketing of laundry soap. This project is an example of a larger program of the Togolese Government designed to increase income generating opportunities for rural women.

Note: Sites 1 & 2 will be visited on Tuesday and sites 1 & 3 will be visited on Wednesday.

IV. NOTSE

1. OICI/Togo Agricultural and Extension Training Project

The purpose of this project is to provide agricultural training to young farmers to improve their farm management skills and upgrade the technical knowledge as well as the training skills of the Togolese Government's extension agents and instructors.

Opportunities Industrialization Centers, International (OICI) implemented an AID-funded pilot Agricultural Training Project in Togo from 1977 through 1981. After the initial endeavor was assessed, an OICI redesign/redirection effort was undertaken in collaboration with the REDSO office in Abidjan, USAID/Togo, and the Ministry of Rural Development. Based on the positive results of the one-year redesign project, AID undertook the design of a multi-year follow-on program to capitalize on OICI's experience in Togo. That project began in January 1984 and will run through December 1987 as part of a regionally funded Cooperative Agreement between AID and OICI.

2. Notse Silo Production Project

This small-enterprise development project began in 1983 under the auspices of CONGAT Service, the technical services branch of CONGAT, a Togolese NGO consortium. With grants from Canadian and Dutch NGOs, CONGAT Service has provided training and technical support to a grassroots cooperative for the production of polyurethane silos used for improved grain storage. CONGAT has set up a revolving fund for the purchase of these silos, which are then marketed by Togolese NGOs to rural farmers under a liberal credit system.

3. Notse Teak Factory

This is another small enterprise development project of CONGAT Service. This teak furniture and gifts factory was begun in 1981 with five artisans and three apprentices. The business has grown rapidly since it began five years ago and now employs 52 workers. Annual sales reach 40 million FCFA. Financing from the Dutch Government provided for the purchase of machinery, for technical assistance and for management training. Furniture and gifts are sold on the premises.

V. ZIO RIVER PROJECT

The purpose of the Zio River Economic Project is to enable the inhabitants of the Zio River region of Togo to attain higher levels of economic, human and institutional development by increasing productivity through better utilization and management of resources.

The principal obstacle to higher levels of economic and social development in the Zio River Region is the poor management of resources. The project promotes agriculture-related small scale economic activities throughout the region by working with interested individuals and strengthening and promoting viable producers' groups. Special emphasis is placed on assisting women and young farmers to participate more fully in productive economic activities. The project employs a methodology emphasizing credit education, management assistance and field level links with Government of Togo technical services.

Coming on line this year will be measures to raise productivity of the Zio River Irrigated Perimeter. The project will work to improve water management and the delivery of extension services. At the same time it hopes to privatize activities and, through the introduction of realistic user fees, lessen the dependence on Government subsidies for agricultural services.

APPENDIX D

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APPENDIX E

AGENCE AMERICAINE POUR LE DEVELOPPEMENT INTERNATIONAL

COMITE CONSULTATIF POUR L'AIDE VOLONTAIRE ETRANGERE

"LES PETITS PROJETS POUR UN DEVELOPPEMENT A LONG TERME EN AFRIQUE:
PERSPECTIVES ENVISAGEES D'APRES LE TERRAIN"

Hotel du 2 Fevrier
Lome, Togo

ORDRE DU JOUR

SAMEDI, 13 septembre

18.00 - 22.00 Inscription des Delegates
(Secretariat ACVFA)

Soiree Libre

DIMANCHE, 14 septembre

10.00 - 12.00 Inscription des Delegates
Operation de change (Secretariat ACVFA)

11.00 - COCKTAIL D'ACCUEIL (Piscine de l'hotel)

12.00 - 14.00 - REUNION DU COMITE CONSULTATIF (Membres du
Comite et Organisateur de Conference)
Discours de Julia Chang Bloch,
Administrateur Adjoint, Bureau Vivres
pour la Paix et Aide Volontaire (FVA),
AID

19.00 RECEPTION

20.00 DINER
Accueil prononce par Julia Chang Bloch,
Administrateur Adjoint

ALLOCUTION D'OUVERTURE prononcees par:
Mark Baas, Charge d'Affaires
Myron Golden, Representant de l'USAID/TOGO
Chantal Dalton, Directrice du Centre
Culturel Americain
Robert Nicolas, Directeur du Corps de la
Paix

LUNDI, 15 septembre

08.00

ALLOCUTION prononcée par LaVern Freeh,
Co-Président de l'ACVFA

08.20

DISCOURS D'OUVERTURE

PRIORITES DE DEVELOPPEMENT AU TOGO ET ROLE
DES PETITS PROJETS.

Son Excellence, le Ministre du Plan et de
l'Industrie, M. Yaovi Adodo

09.00

ASSEMBLEE PLENIERE:

LE ROLE DES PETITS PROJETS EN AFRIQUE

Moderateur:

Dr. Marie Gadsden, Co-Président de l'ACVFA

Commission No. I:
Perspectives envisagées
et Points de vue des
Donateurs

Jay Johnson, Représentant du Bureau pour
l'Afrique de l'USAID et Directeur de
l'USAID, Cameroon

Jack Burgess, Directeur des Activités
Internationales du Corps de la Paix

Emmanuel Mbi, Représentant de la Banque
Mondiale au Togo

John Woods, Economiste, Fonds CEDEAO

Debats

Pause-café

Commission No. II:
Perspectives envisagées
d'après le terrain

Kouassivi Akpalo, Directeur des
Organismes Non-Gouvernementaux en
Activité au Togo (CONGAT)

Elise Smith, Directeur Exécutif OEF
International et membre du Comité
Exécutif InterAction

Sandra Robinson, Directrice des Programmes
et Activités sur le terrain, Fondation
pour le Développement de l'Afrique

Debat

12.00

REUNION D'INFORMATION RELATIVE AUX VISITES
SUR LES LIEUX D'IMPLANTATION DES PETITS PROJETS

Aperçu général par Mimi Gillatt, APCD/Développement
Rural, Corps de la Paix

Annonces administratives et mise au point
sur les problèmes de logistique par
Elizabeth Hogan, Directeur Exécutif de
l'ACVFA

13.00 - 14-30

Dejeuner Libre

14.00 - 15.00

Operation de change

LUNDI, 15 septembre

15.00 - 18.00

ASSEMBLEE PLENIERE

Commission No. I:
Mecanismes des organismes
gouvernementaux

Commission No. II:
Autres mecanismes

PROGRAMME DE SOUTIEN AUX PETITS PROJETS

Introduction: Julia Chang Bloch, Administrateur
Adjoint, FVA/PVC, AID

Erna Kerst, Charge des Projets au Bureau
des Subventions, USAID/Niger, OPG
Derek Singer, Responsable du Developpement
des Ressources Humaines, Programme de
Co-financement, USAID/Kenya
Hillary Whittaker, Directeur du Corps de
la Paix, Mali et Responsable des
Programmes d'aide aux Petits Projets
(SPA)

Introduction: David Guyer, Membre de
l'ACVFA et President, Save the Children

Fernand Vincent, Secretaire General, IRED
Ndiaye Mazide, Directeur, Reseaux
Africains de Developpement Integre (RADI)
Edward White, Conseiller Principal du
PNUD, Charge des Problemes Relatifs aux
Communautes Rurales et aux ONG
James O'Brien, Directeur du Fonds pour les
Projets, Association des Agences Privees
de l'Aide Volontaire (PACT)

Debats

Diner Libre

Soiree Libre

MARDI, 16 septembre

TABLE-RONDE II:

QUESTIONS RELATIVES A LA GESTION DES
ORGANISMES PRIVEES DE L'AIDE VOLONTAIRE
(PVO)

Quelles sont les mesures a prendre dans les domaines suivants:

- Capacite d'absorption des Organisations Privees de l'Aide Volontaire (PVO)
- Repartition des PVO par pays
- Decentralisation des organes de decision en faveur des representants des PVO dans les divers pays
- Questions relatives aux qualifications du professionnel, p.e. competences techniques, linguistiques et administratives
- Efficacite des services de controle et de soutien des PVO aux sieges et sur le terrain

En se basant sur les debats, quelles sont les propositions pouvant etre faites en vue d'une amelioration de soutien des USAID/PVO/Pays-Hote en faveur des programmes d'Aides Volontaire?

Animateur de discussion: Willie Campbell,
Membre de l'ACVFA et President de l'OEF
Internationale

TABLE-RONDE III:

LE ROLE DES CONSORTIUMS ET CONSEILS DE
COORDINATION A L'INTERIEUR DES PAYS

Quel est le role des consortiums et conseils locaux de coordination, ainsi que leurs potentialites en ce qui concerne les diverses activites et entreprises de petite envergure? Dans quelle mesure pourrait-on ameliorer leur efficacite?

Animateur de discussion: M. Houmey,
Secretaire General du SLONG et Directeur
du Fonds Chretien pour l'Enfance au Togo

17.30 - 19.00

REDACTION DES COMPTE-RENDUS ET
RECOMMANDATIONS DES DIFFERENTES TABLES-RONDES

Soiree Libre

MERCREDI, 17 septembre

07.00 - 14.30

VISITES SUR LES LIEUX D'IMPLANTATION
DES PETITS PROJETS

Ces visites sur les lieux d'implantation des projets revetent une importance primordiale dans la mesure ou elles permettent aux participants d'obtenir une vision concrete de l'environnement qui abrite les projets et de pouvoir s'entretenir avec les beneficiaires des projets.

14.00 - 15.00

Operation de Change

15.00 - 16.30

ASSEMBLEE PLENIERE:

INTENSIFIER LA PARTICIPATION DES
DES ORGANISMES PRIVES DE L'AIDE VOLONTAIRE
EN AFRIQUE PAR LE BIAIS DES PROGRAMMES
P.L. 480

Moderateur:

Lori Forman, Assistant Special de Julia
Chang Bloch, FVA/PVC, AID

Membres du Comite:

Peggy Sheehan, Vice-Présidente du Service
du Développement de la Politique
Alimentaire et du Marche, Association
Nationale des Societes Cooperatives
Larry Meserve, USAID/Ghana
Dumashie Sename, Delege National du
CATHWELL au Togo

Debats

16.45 - 18.30

SEANCES DE GROUPES D'INTERET

L'opportunité subsiste de proposer des themes d'interet a examiner en groupes de discussion. Un sujet qui a ete deja propose est:

"Renforcer l'Association parmi Corps de la Paix/PVO/USAID"

Animateurs de discussion:

Robert Nicolas, Directeur, Corps de la Paix, Togo
Richard Whitaker, Charge de Liaison des PVOs, AID

D'autres sujets emaneront des debats de la conference.

18.30 - 20.30

RECEPTION PAR L'AMBASSADEUR DES ETATS-UNIS
Residence de l'Ambassadeur

JEUDI, 18 septembre

08.00 - 08.45

ASSEMBLEE PLENIERE:

PROBLEMES RELATIFS A LA PROGRAMMATION DES
PETITS PROJETS

Quatre questions principales seront discutees dans les details au cours des tables rondes simultanees. Cette assemblee pleniere sert d'expose sommaire a ces questions.

DISCUSSION D'INTRODUCTION

Willie Campbell, Membre de l'ACVFA et
President, OEF

Expose sommaire des discussions en Table- Ronde

- I. Coordination dans les Priorites du
Programme de Planification
- II. Communication
- III. Renforcement des Liens entre les PVO
Americains et les ONG Africains
- IV. Questions Relatives aux Petits
Projets: Programmes de Soutien,
Reproductibilite et Efficacite

09.00 - 11.00

DISCUSSIONS EN
TABLE RONDE:

RAPPORT DE PROGRAMME RELATIF AUX
PETITS PROJETS

Table-Ronde I:

Coordination dans les Priorites du
Programme de Planification

La politique de l'USAID favorise la procedure selon laquelle les activites financees par la Mission soit en conformite avec le CDSS (Declaration de la Strategie de Developpement du Pays) de la Mission USAID. Quelles sont les mesures a prendre en vue d'une meilleure coordination des activites de PVO soumisees pour le financement par la Mission avec les priorites de CDSS?

JEUDI, 18 septembre
(cont.)

Quelles sont les contraintes a une participation formelle des PVO dans le processus de CDSS?

Animateurs de Discussion:
Jay Johnson, Directeur de la
Mission USAID au Cameroun
Andrew Oerke, President, Association
pour la Productivite

Table-Ronde II:

Communication

Comment peut-on ameliorer la circulation quadrilaterale de la communication entre USAID/Washington, les sieges des PVO americains, les Missions USAID et les Representants des PVO americains bases sur le terrain?

Animateurs de Discussion:
Ruth Mara, Directeur Adjoint,
Services de Recherches et de
Reference, USAID
Commodor Philemon Quaye, Directeur
au Terrain, World Vision, Ghana

Table-Ronde III:

Renforcer les lien entre les PVO
Americains et les ONG Africains

Dans le contexte du financement des activites des PVO americains par l'USAID, quel est le role des PVO locaux? Que peuvent faire l'USAID et les PVO americains pour encourager et renforcer la capacite d'autonomie des PVO locaux? Qu'ont besoin les PVO locaux des PVO americains?

Animateurs de Discussion:
Elise Smith, Directeur Executif,
OEF International
Egbemino Houmey, Secretaire General,
SLONG

JEUDI, 18 septembre
(cont.)

Table-Ronde IV:

Questions Relatives aux Petits
Projets: Programme de Soutien,
Reproductibilite, et Efficacite

Pour promouvoir les petits projets, il convient d'etudier les questions telles que leur valeur, viabilite, efficacite et charges periodiques. Comment peut-on mesurer l'impact de ces projets compte tenu des criteres susmentionnes.

Animateurs de Discussion:

Robert Wilson, Responsable Regional
du Developpement en Afrique de
l'Ouest, Africare

Adjavon Vewonyi, Chef, Projets de
Developpement Economique,
CATHWELL

11.00 - 12.30

PREPARATION DE RESUMES ET
RECOMMANDATION EMANES DES DISCUSSIONS
DE TABLE-RONDE

Dejeuner Libre

14.00 - 15.00

Operation de Change

14.00 - 15.30

ASSEMBLEE PLENIERE:

RAPPORTS ET RECOMMANDATIONS EMANES DE
TOUTES LES DISCUSSIONS DE TABLE-RONDE

Moderateur:

Dr. Marie Gadsden, Co-President,
ACVFA

A. Problemes Relatifs a
l'Administration des Petits
Projets
(Rapports de groupe des seances
de mardi apres-midi)

B. Seances de Petits Groupes
D'Interet
(Des seances de mercredi
apres-midi)

JEUDI, 18 septembre
(cont.)

C. Problemes Relatifs a la
Programmation des Petits Projets
(Rapports de groupe des seances
de jeudi matin)

Pause-cafe

15.45 - 17.30

DISCUSSIONS DES RECOMMANDATIONS

Moderateur:

LaVern Freeh, Co-President, de
l'ACVFA

18.30 - 20.30

RECEPTION PAR LE GOUVERNEMENT
TOGOLAIS

Hotel Sarakawa

VENDREDI, 19 septembre

09-00 - 10.00

LECTURE DES RECOMMANDATIONS FINALES
DU COMITE CONSULTATIF POUR L'AIDE
VOLONTAIRE ETRANGERE (ACVFA)

Moderateurs:

Dr. Marie Gadsden et LaVern Freeh,
Co-Presidents, ACVFA

10.00

DISCOURS DE CLOTURE

M. Mamabouwe V. Palanga, Directeur
du Cabinet, Ministere du Plan
et de l'Industrie

Pause-cafe

11.00

Reunion relative aux activites de
l'ACVFA

12.30

Dejeuner Libre

14.00 - 15.00

Operation de change

18.00 - 19.00

Dernieres formalites et depart pour
l'aeroport

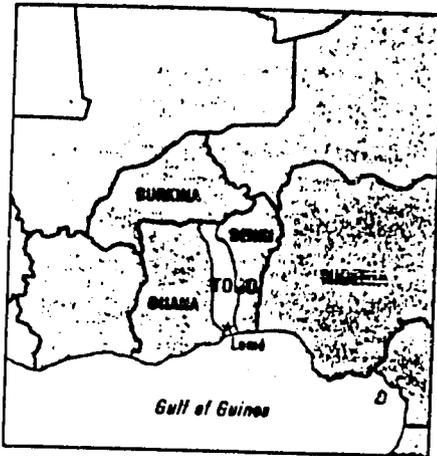
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Togo



United States Department of State
Bureau of Public Affairs

July 1984



Official Name:
Republic of Togo

PROFILE

People

Nationality: *Noun and adjective:* Togolese (sing. and pl.). **Population** (1981 est.): 2.7 million. **Annual growth rate** (1960-84): 2.7%. **Density:** 43.6 sq. km. **Ethnic groups:** Ewe, Mina, Kabye. **Religions:** traditional 60%, Christian 20%, Muslim 20%. **Languages:** French (official), local. **Education:** *Attendance*—50% of age groups 5-19 enrolled. *Literacy*—18% est. **Health:** *Life expectancy*—47 yrs. **Work force:** *Agriculture*—67%. *Industry*—15%.

Geography

Area: 56,600 sq. km. (21,853 sq. mi.); slightly smaller than West Virginia. **Capital:** Lome (pop. 250,000). **Terrain:** Savanna and hills and coastal plains. **Climate:** Tropical.

Government

Type: Republic. **Independence:** April 27, 1960. **Constitution:** Adopted 1980.

Branches: *Executive*—president (chief of state, head of sole political party). *Legislative*—National Assembly. *Judicial*—Supreme Court.

Subdivisions: 21 prefectures.

Political party: Rassemblement du Peuple Togolais (RPT). **Suffrage:** Universal adult.

Central government budget (1984): \$183 million.

National holiday: April 27, Independence Day.

Flag: Alternating horizontal stripes, three green and two yellow, with a white star on a red field in upper left corner.

Economy

GDP (1982 est.): \$812.5 million. **Annual growth rate** (1982 est.): -3%. **Per capita income** (1981 est.): \$348.

Natural Resources: Phosphates, limestone, marble.

Agriculture (27% of GNP): *Products*—Yams, manioc, millet, sorghum, cocoa, coffee, rice.

Industry (21% of GNP): *Types*—phosphates, textiles, agricultural products.

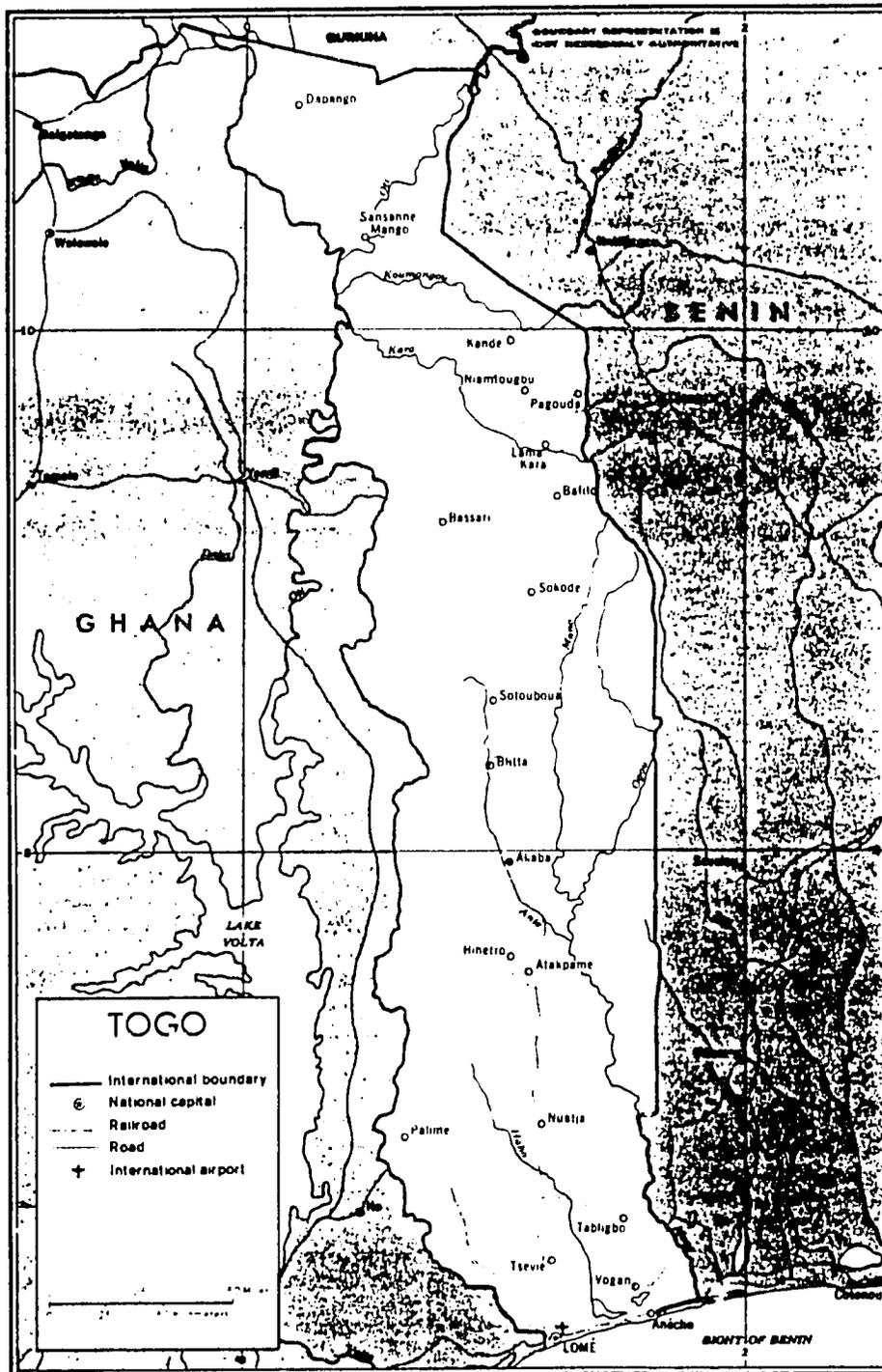
Trade (1982): *Exports*—\$177 million: phosphates, cocoa, coffee. *Imports*—\$390 million: consumer goods, fuels, machinery, foodstuffs. *Partners*—France, UK, FRG, Netherlands, Japan.

Official exchange rate: Approx. 400 CFA francs = US\$1 (floats with French franc).

Fiscal year: Calendar year.

Membership in International Organizations

UN, Organization of African Unity (OAU), African, Madagascar, and Mauritian Common Organization (OCAM), Economic Community of West African States (ECOWAS), Entente Council, West African Monetary Union.



PEOPLE

Togo's population of 2.7 million people is composed of about 21 ethnic groups. The two major ones are the Ewe in the south and Kabye in the north. Population distribution in the Republic of Togo is very uneven due to soil and terrain variations, but generally it is concentrated in the south. Age distribution is also uneven; more than one-half of the Togolese are under 15 years of age. The tribal groups of the coastal region, particularly the 945,500 Ewes (35% of the population), constitute

the bulk of civil servants and merchants due in part to colonial administration which produced higher incomes and more educational facilities in the south. The Kabye number about 594,000 (22% of the population) and live on submarginal land. They traditionally have emigrated south from their home area in the Lama-Kara region to seek employment. They dominate the military services. Most of the southern peoples use the Ewe or Mina languages—especially around Lomé—and have cultures similar to that of the Ewes. French is an

official language in Togo and is used in commerce and government. The public primary schools combine French with Ewe or Kabye as languages of instruction, depending on the region. Many Togolese, especially in the south, speak English, which is taught in postprimary education or learned in Ghana.

GEOGRAPHY

Togo is bounded by the Gulf of Guinea, Ghana, Upper Volta, and Benin. It stretches 579 kilometers (360 mi.) north from the gulf and is only 160 kilometers (100 mi.) wide at the broadest point. The country consists primarily of two savanna plains regions separated by a southwest-northwest range of hills (the Chaîne du Togo). Togo's climate varies from tropical to savanna. The south is humid, with temperatures ranging between 23°C and 32°C (75°F-90°F). In the north, temperature fluctuations are greater—from 18°C to more than 38°C (65°F-100°F).

HISTORY

The Ewes moved into the area which is now Togo from the Niger River Valley between the 12th and 14th centuries. During the 15th and 16th centuries, Portuguese explorers and traders visited the coast. For the next 200 years, the coastal region was a major raiding center for Europeans in search of slaves, earning Togo and the surrounding region the name "the Slave Coast." In 1884, by a treaty signed at Togoville, Germany declared a protectorate over a stretch of territory along the coast. The Germans gradually extended their control inland. Because it became Germany's only self-supporting colony, Togoland was known as their model possession. In 1914, Togoland was invaded by French and British forces and fell after a brief resistance. Following the war, Togoland became a League of Nations mandate, divided for administrative purposes between France and the United Kingdom. After World War II, the mandates became U.N. trust territories and continued to be administered by the United Kingdom and France. During the mandate and trusteeship periods, western Togo was administered as part of the British Gold Coast, and French Togo was given its own governmental structure.

On October 28, 1956, the people of French Togo chose in a plebiscite to become an autonomous republic within the French Union. The arguments of the French Government notwithstanding, the United Nations refused to end the trusteeship status of the territory at that time because, although the new Republic of Togo had internal autonomy, France retained control of defense, foreign affairs, and currency. In 1957, the residents of British Togoland voted to join the Gold Coast in becoming the new independent nation of Ghana.

On April 27, 1960, in a notably smooth transition marked by a spirit of good will, Togo severed its juridical ties with France, shed its U.N. trusteeship status, and became fully independent.

The first years of the autonomous Togolese republic saw political rivalry between Nicholas Grunitzky and Sylvanus Olympio. Grunitzky became Prime Minister of the Republic on September 10, 1956. He was defeated by Olympio in the 1958 election. In the 1961 assembly elections Grunitzky was unable to run again because his party was disqualified. Olympio's Unite Togolaise (UT) party won 90% of the vote and all 51 National Assembly seats.

Grunitzky went into exile after the 1961 elections but returned on January 15, 1963, 2 days after the assassination of President Olympio, to head the provisional government with the title of Prime Minister. On May 5, 1963, the Togolese adopted a new constitution, chose deputies from all political parties of the National Assembly, and elected Nicholas Grunitzky President and Antonine Meatchi Vice President. Nine days later, President Grunitzky announced the formation of a government in which all parties were represented.

During the next several years, the Grunitzky government became increasingly insecure. On November 21, 1966, an attempt to overthrow Grunitzky, inspired principally by civilian political opponents in the UT party, was unsuccessful. On January 13, 1967, then-Lt. Col. Etienne Eyadema (now General of the Army Gnassingbe Eyadema) ousted President Grunitzky in a military coup. The Committee of National Reconciliation ruled the country until April 14, when Col. Eyadema assumed the office of president. In 1972, Eyadema's presidency was confirmed in a referendum in which he ran unopposed.

In late 1979, General of the Army Eyadema declared a Third Republic and a transition to civilian rule.

Eyadema was elected president, with 99.97% of the vote, in uncontested elections during 1979-80. The new constitution also provided for a National Assembly, which serves primarily as a consultative body.

GOVERNMENT AND POLITICAL CONDITIONS

The present Togolese Government is a highly centralized system that rules by decree and ordinance. All cabinet ministers are appointed by the president. A National Assembly was created in 1980.

The Togolese judicial system is modeled on the French pattern. The highest review court is the Supreme Court, headed by a presidential appointee. For administrative purposes, Togo is divided into 21 prefectures, each having a prefect (governor) appointed by the president.

Before January 1962, there were four principal political parties in Togo: the leftist Juvente (Togolese Youth Movement); the Union Democratique des Populations Togolaises (UDPT); the Parti Togolais du Progres (PTP), founded by Grunitzky but having only limited support; and the Unite Togolaise (UT), the party of former President Olympio. In January 1962, President Olympio dissolved the opposition parties. Togo has never had a legal Communist Party organization in the country.

When President Eyadema assumed control, political parties were banned, and all constitutional processes were suspended. With a mixed civilian and military cabinet, President Eyadema embarked on an ambitious program to end disputes among political parties and to promote economic development.

The country took a step toward resuming party rule in late 1969, when a single national political party, the Assembly of the Togolese People (RPT), was formed. President Eyadema was elected national president of the party on November 29, 1969. Since 1969, the party has taken control of women's, youth, and labor groups by creating party organs to replace or supervise existing groups. Since January 1976, President Eyadema has been the only military member of the cabinet. In the official protocol of Togo, members of the political bureau of the RPT take precedence over members of the cabinet, and all ministers are ex-officio members of the party's central committee. Party committees are found in almost every village in the country

and often sponsor self-help development activities and promote political education.

Principal Government Officials

President, Minister of National Defense, General of the Army—Gnassingbe Eyadema

Ministers

Civil Service and Labor—Nyandi Seibou Napo
 Commerce and Transport—Pali Yao Tchalla
 First and Second Degree Education—Komlan Agbetiafa
 Third and Fourth Degree Education and Science Research—Ayssah Agbeta
 Finance and Economy—Tete Tevi-Benissan
 Foreign Affairs and Cooperation—Anani Kuma Akakpo-Ahianyo
 Information, Post, and Telecommunications—Gbenyon Amegboh
 Interior—Kpotivi Tevi-Djudjogbe Lacle
 Justice, Keeper of the Seal—Ayite Mawuko Ajavon
 Mines, Energy, Hydraulic Resources and Public Works—Barry Moussa Barque
 National Defense—Gen. Gnassingbe Eyadema
 Public Health—Hodabalo Bodjona
 Rural Development—Anani Gassou
 Rural Management—Samon Korto
 Youth, Culture, and Sports—Koffi Sama
 Chargé of Relations With Parliament at the Presidency—Massa Dagadzi
 Secretary of State at the Ministry of Health for Social and Women's Affairs—Sofie Meatchi
 Secretary of State at the Ministry of Finance and Economy in Charge of the Budget—Yao Agbo
 Ambassador to the United States—Ellom-Kodjo Schuppius
 Ambassador to the United Nations—Atusu K. Amega

Togo maintains an embassy in the United States at 2208 Massachusetts Ave., NW., Washington, D.C. 20008 (tel. 202-234-4212).

ECONOMY

Subsistence agriculture is the dominant economic activity in Togo, with most Togolese participating only marginally in the cash economy. Cocoa and coffee, the only significant export crops, are grown in the rain forests of the hill region. New crops and techniques are expected to expand agricultural produc-

tion and increase productivity. Cotton production is also being developed.

Import substitution has prompted some capital investment in manufacturing, textiles, and beverages.

To overcome the restrictions of a limited market and sparse resources, Togo has supported wholeheartedly the formation of the Economic Community of West African States (ECOWAS). The ECOWAS Development Fund is located in Lome. Aside from trade, the most significant nonagricultural economic activity is mining. About 2 million metric tons of phosphates were shipped in 1983 from large deposits and the processing facility near the coast. Togo has substantial limestone deposits, and a clinker plant, owned jointly by the Governments of Togo, Ghana, and the Ivory Coast, supplies the needs of these nations.

Travel Notes

Climate and Clothing: Bring warm weather clothing. A light wrap is useful in July and August.

Customs: US citizens do not need a visa to enter the country for stays under 3 months. If you remain in Togo for more than 10 days, an exit visa is required. Inoculation against yellow fever is required unless the traveler is arriving from a noninfected area and is staying in Togo less than 2 weeks. Malaria is a risk. Health requirements change. Check latest information.

Currency: The CFA (African Financial Community) franc is legal tender, and no ceiling is imposed on the number of CFA francs which may be brought into the country. The CFA franc is freely convertible into French francs. However, for conversion into US dollars, obtain permission from the government agency handling foreign exchange. Dollars and travelers checks can be exchanged in Lome.

Health: Avoid tapwater and unwashed fruits and vegetables. Local medical services are limited.

Telecommunications: Telecommunications improved dramatically when a new satellite groundstation came into service in 1981. It is possible to dial direct to many European countries and to the US from Togo.

Transportation: Air travel is the best way to get to Lome. This can be done from the US or Europe. Uncertain road conditions or frontier difficulties can complicate automobile transportation to Benin other than the direct road from Lome to Cotonou. Accra is an easy 3-hour drive from Lome, but the border has at times been closed. Avoid unscheduled local transportation facilities. Taxis are available.

Foreign investment is now concentrated in the trade and service sectors. Togo is actively seeking more capital investment, particularly in industry, and is prepared to participate in joint ventures with foreign investors. France is Togo's principal trading partner. Other European Community countries are important suppliers and customers. U.S. trade with Togo is modest.

Although the government budget was balanced from 1968 to 1971, a decline in business activity produced a deficit in 1972-73. Following the nationalization of the phosphate mining company in 1974 and the sudden rise in the world price of phosphates, government revenues rose 88% between 1974 and 1975, and Togo was able to balance its budget until 1978. It then undertook a major development program in various state enterprises and has not been able to balance its budget since. Excessive foreign borrowing increased the debt service ratio to 44% in 1979 and prompted Togo's first International Monetary Fund (IMF) standby program and Paris Club debt rescheduling. An additional standby program and debt rescheduling were arranged for 1981-82, but the 1982 half was cancelled due to difficulties in meeting performance targets. Debt service in 1982 climbed to 78.8%, and Togo accumulated sizable arrearages. In 1983, Togo obtained another IMF standby program and Paris Club debt rescheduling and also received a U.S. \$40-million structural adjustment loan from the World Bank. The Togolese Government has instituted a series of austerity measures and is implementing a number of major reforms in the state enterprise and rural development sectors. An additional IMF standby program and a fourth Paris Club debt rescheduling are being requested in 1984.

President Eyadema's government has improved Togo's infrastructure. Within recent years the country has refurbished its highways; expanded its port; undertaken an impressive building program in Lome; increased the number of tourist facilities, most notably with two new hotels in Lome; and created a new university. Peace Corps volunteers and the government have built many new rural schools and wells. Togo's principal sources of development assistance have been France, the European Development Fund, the Federal Republic of Germany, the United States, and the World Bank. The volume of foreign assistance available to Togo in 1982 was an estimated \$103.5 million.

FOREIGN RELATIONS

Although Togo's foreign policy is non-aligned, it has strong historical and cultural ties with Western Europe, and relations with France and the West are good.

Togo pursues an active foreign policy and participates in many international organizations. It is particularly active in West African regional affairs and in the Organization of African Unity. In 1980, President Eyadema served as President of ECOWAS.

Togo recognizes the People's Republic of China, North Korea, and both West and East German Governments. The government broke relations with Israel in 1973.

U.S.-TOGOLESE RELATIONS

The United States and Togo have enjoyed excellent relations since Togolese independence. U.S. activities in Togo include about 130 Peace Corps volunteers, a \$2.4-million PL 480 (Food for Peace) program, and a developmental assistance program totaling \$4.6 million in FY 1983. The Agency for International Development has financed several entente-sponsored assistance projects.

There is an active cultural exchange program, and several private American institutions are assisting Togo's new university.

Principal U.S. Officials

Ambassador—Owen W. Roberts
Deputy Chief of Mission—William J. Hudson
USAID—Myron Golden
Public Affairs Officer (USIS)—John Treacey
Peace Corps Director—William Piatt

The U.S. Embassy is located at Rue Pelletier and Rue Vouban, Lome (tel. 21-29-91). The mailing address is B.P. 852, Lome, Togo. ■

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