

A STUDY OF A.I.D./P V O COLLABORATION

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PREFACE

The idea for this study originated at the InterAction Board Meeting in November 1986 with M. Peter McPherson's challenge to identify gaps and weaknesses in the A.I.D./PVO relationship for future attention. What started as a study small in scope evolved into a more expansive examination based on need and interest, underscoring the importance of Mr. McPherson's idea. The final report reflects a collaborative effort by A.I.D. and the PVOs, an effort which we hope will be used as a basis for furthering the A.I.D./PVO partnership.

EXECUTIVE SUMMARY

The responses from USAID Missions and PVOs indicated that while improvements are needed to further A.I.D./PVO collaboration, much has been achieved to lay a foundation for a continued, expanded partnership. For example, a high level of mutual respect is evident between USAID Missions and PVOs. The Missions overwhelmingly rated PVO personnel excellent or good in all major work categories. Over 70% of the PVO responses found Mission management of grants and contracts to be good or excellent, and nearly half attributed that favorable conclusion to overall good relationships between themselves and the Missions. Over 70% of PVOs indicated that they think A.I.D./PVO collaboration has increased in the last ten years.

Over half of the USAID Missions recommended that they be given a greater role in the approval, administration, and supervision of projects in their countries. This desire to become more involved in PVO activities at the country level reflects the frequently mentioned suggestion to shift more responsibility from A.I.D./Washington to the Missions. The fact that approximately 90% of the budget allocation for PVOs goes through regional bureaus to field missions, and only 10% through central funding, reflects a lack of information at the Mission level regarding the reality of the budget allocation process.

Collaboration through the years has given both the PVOs and USAID Missions a better understanding and appreciation of each other's strengths and weaknesses. In this study, both groups perceived Missions as strongest in their knowledge of the host countries' development priorities and weakest in their ability to work with local counterparts. PVOs, in contrast, were perceived as strongest in working at the community level and knowing the host countries' cultural requirements, and weakest in their knowledge of the host countries' development priorities and their ability to conduct policy, sector and strategy analyses. One of the weakest ratings given to PVOs by Missions was in project design. Two-thirds of Missions polled felt PVOs are no better than fair at project design. PVOs, on the other hand, were seen as significantly better implementors than designers; 85% received ratings of good or excellent.

Approximately one-third of PVO respondents welcomed the idea of partnership in development with AID with no caveats. However, half the PVOs thought that although partnership was often appropriate, it should not be demanded and PVO independence should be recognized and respected.

Missions and PVOs agreed that dramatic programmatic shifts are not anticipated in the near future. There was less agreement on how best to prepare for future development needs and the

appropriate roles for PVOs and A.I.D. Over half of the PVOs did not expect their organizations' program emphasis to change in the next few years. PVOs expecting changes in their program emphasis attributed it to: 1) Expected increased A.I.D. support for a particular program/project; and 2) Increased emphasis on indigenous institutions, which will increase technical assistance roles and decrease field operation roles.

Likewise, half the Missions did not expect the program emphasis of PVO activities to change in their countries. The most frequently cited reasons change was expected were: 1) Increased interest in particular projects; and 2) A shift from a humanitarian to a development focus by PVOs.

Although the A.I.D./PVO partnership is stronger today than ten years ago, improvements are still needed in specific areas such as communication, simplifying and expediting contracting, administrative and reporting processes, and A.I.D. providing the PVOs with more appropriate technical and other assistance. These challenges should be addressed in new and creative ways by both PVOs and A.I.D. It is our hope that the recommendations that result from this study will provide a starting point for continued growth in the A.I.D./PVO partnership.

RECOMMENDATIONS

A working group of representatives from A.I.D. and the PVO community assembled to develop recommendations based on the analysis of questionnaire responses and survey report findings. This chapter represents the work of that group.

The survey clearly corroborates the strides that have been made in PVO-A.I.D. collaboration. PVOs and A.I.D. by their nature will continue to bring differing perspectives and comparative strengths to their common goal of third world development.

Over the past five years, PVOs have matured in their capability to design and implement development programs. A.I.D. has played a significant role in this process through provision of resources and ongoing support. Despite this progress, the survey reveals inconsistencies that indicate some misperceptions in the A.I.D.-PVO partnership. One of the aspects of partnership is the recognition of the strength and complementarity of the respective partners. The hope is that the recommendations which follow will be used as a tool to further these aspects of the partnership.

1. A.I.D. Mission PVO Officers: In order to focus responsibility for communication and information, each A.I.D. Mission should include responsibility for liaison with PVOs in the performance requirements of at least one U.S. Direct Hire employee. In addition to general liaison with PVOs, this responsibility would include linking A.I.D. and PVO personnel working in similar sectors for information exchange and, where appropriate, joint strategy discussions.

2. A.I.D. Mission PVO Meetings: To provide a forum for exchange of views and information, each A.I.D. Mission should hold a meeting or conference with interested PVOs operating in the country at least once a year, at an appropriate time in the Mission's program cycle. The meeting should include presentations by both A.I.D. and PVO staff and should focus on: discussion of development strategies (A.I.D. CDSS and Action Plan and PVOs' strategies and operational plans); major local issues of interest to PVOs; and development of an agenda for further consultations (e.g., sector specific meetings, etc.).

3. PVO Associations: A.I.D. Missions, together with UNDP where appropriate, should recognize and support PVO associations, consortia, or service organizations for PVOs operating in the country to:

- a) serve as a focal point for exchange of information and consultation (with USAID, host government, other

donors and private sector entities including universities and contractors);

b) facilitate networking and collaboration among PVOs;

c) provide or help identify sources and opportunities for education and training of PVO personnel;

d) increase PVO leverage in working for changes in government policies, sectoral reforms, etc.

4. Training for PVOs: A.I.D. should increase use of available resources (both from A.I.D./W and Mission programs) for training of PVO personnel, e.g.:

a) expand provisions to include local PVO personnel in participant training projects (projects that provide U.S. or third-country training);

b) improve PVO participation in training courses A.I.D. arranges and conducts for its employees (orientation, project design and evaluation, etc.) by identifying relevant courses, advertising these more systematically to the PVO community, and establishing targets for PVO participation;

c) encourage more Missions to support appropriate training for national PVO personnel where needed.

5. Workshops and Technical Assistance (U.S.): FVA/PVC should support workshops and technical assistance for U.S. PVOs on such subjects as: a) accessing local currency resources; b) administrative and financial reporting requirements; c) contracting procedures; d) accessing A.I.D. development information resources. Also, PVOs and A.I.D. should sponsor joint workshops in areas of shared expertise, such as key sectoral areas and strategic planning and management.

6. Dialogue on Issues: To further improving program effectiveness, A.I.D. and the PVOs should continue collaborative exploration of issues such as: a) sustainability, b) NGO roles in policy and sectoral reform, c) cost effectiveness, and d) institutional development.

7. Written Procedural Guidance: In completing its ongoing effort to revise A.I.D.'s written guidance on field support to PVOs, A.I.D. should provide opportunity for PVOs to comment and include the following features:

a) a more complete and comprehensive Handbook 3 section on support to PVOs, with standardized formats and procedures (stressing simplicity and expeditious

processing) to be followed unless there is strong local justification to modify them;

b) clear explanation of important criteria to be applied, such as sustainability;

c) instruction to Missions on formalizing their PVO program procedures, consistent with the A.I.D. Handbook guidance, through local Mission Orders.

d) separate supplemental handouts for Missions to use along with the Handbook guidance to explain procedures to PVOs (e.g., as already developed by USAID/Manila);

8. Informing USAID Personnel: FVA/PVC, with the Regional Bureaus, should conduct periodic conferences or workshops on PVO issues for A.I.D. Mission personnel, either regional or worldwide, covering both procedural and substantive issues. In addition, that FVA/PVC and the Regional Bureaus communicate regularly with Mission PVO officers (quarterly or semi-annual letter) on current PVO activities and issues, including examples of activities that might be replicated.

9. Central Funding to Strengthen Capacity: FVA/PVC should modify its major program of central funding for PVOs (Matching Grant program) to emphasize support to strengthen PVOs' managerial and technical capacity and develop new areas of competence (including training and raising salaries where needed to get qualified staff) over direct support of discrete country projects. In addition, FVA/PVC should explore additional ways to link this central support to field programs, including Mission-funded activities.

10. Personnel Exchange: A.I.D. should explore possibilities of initiating a personnel exchange program with U.S. PVOs, similar to the current program with U.S. Universities.

11. U.S. and Local PVO roles: A.I.D. and the PVOs should continue and expand efforts to examine roles of U.S. PVOs relative to increasing capacity of local/indigenous PVOs (e.g. the current ANE funded PACT study), leading to clearer statement of positions on the issue.

12. Mission Role in Centrally-Funded Activity: The role of A.I.D. Missions should be clearly stated in written guidance concerning centrally-funded PVO grant programs, and FVA/PVC and other A.I.D./W offices should intensify efforts to systematize procedures to insure that relevant Missions receive copies of proposals, reports and evaluations of centrally-funded PVO activity.

BACKGROUND OF STUDY AND PROCEDURE

On November 6, 1986, M. Peter McPherson delivered the keynote address at the InterAction Annual Board Meeting in New York City. In his speech, he committed himself to surveying all registered PVOs and USAID Missions to help identify gaps and weaknesses in the relationship on which to focus attention. The wide exchange of ideas through such a survey would provide the basis on which to build an even stronger framework for future A.I.D./PVO cooperation.

Responding to Peter McPherson's challenge, A.I.D.'s Office of Private Voluntary Cooperation (PVC) took responsibility for ensuring that the survey became a reality.

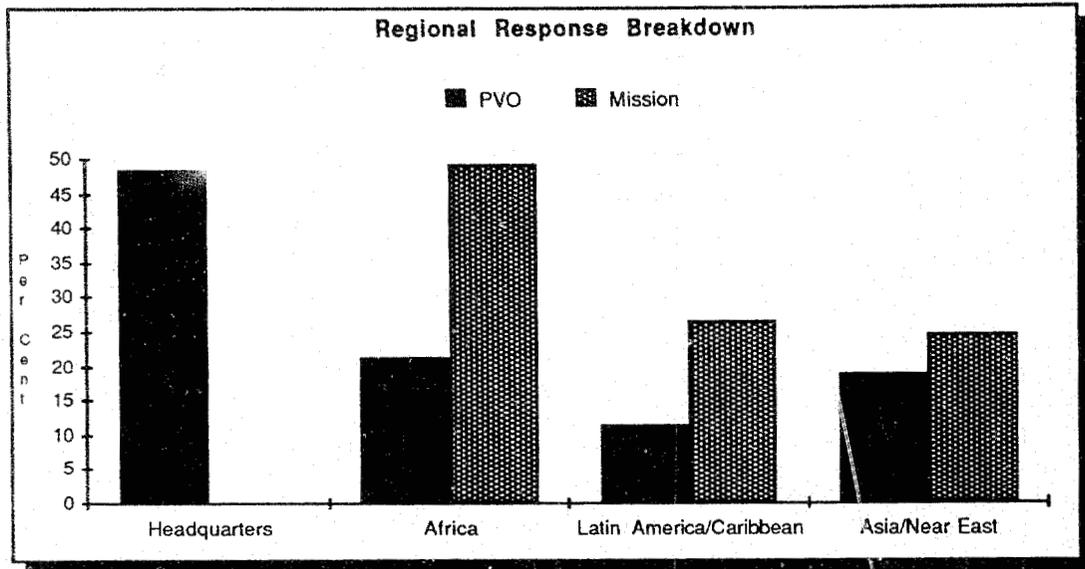
In December 1986, a memorandum was sent by PVC to all A.I.D. PVO liaison offices: 1) asking for representatives to assist with this effort and to participate on an A.I.D./PVO working group; and 2) soliciting ideas and issues to be addressed in the survey instrument.

In January 1987, the first meeting of the full working group, consisting of three A.I.D. officers and three PVO representatives, was convened. Several subsequent planning meetings were held between January and March, 1987. The input from these meetings was used to design the survey instruments for Missions and PVOs, the goal being to determine the current status of the A.I.D./PVO relationship and what could be done to improve it in the future. The design of the data collection instrument took two months and was the result of much input and revision from A.I.D. staff and InterAction members. The final product was two questionnaires: one tailored for the PVO community and another tailored for USAID Missions.

InterAction was contracted to take responsibility for the data collection and the analysis of the PVO responses. InterAction subcontracted with B.J. Warren and Bonnie Daniels, from the New TransCentury Foundation, to develop the coding manuals, train and supervise the data coders, and assist in the data analysis. A.I.D. contracted John Oleson, a former USAID Mission Director, to analyze the Mission responses.

In March, the questionnaires were sent with a cover letter from M. Peter McPherson to 191 registered PVOs (of which approximately 100 are currently receiving A.I.D. funding) and 75 USAID Missions. It was requested that headquarter responses be returned by May 1, 1987; and field responses by May 22, 1987. Christine Burbach, InterAction's Vice President and Director of the Washington Office, and B.J. Warren were available to answer questions from the PVO community concerning the survey. A follow-up of non-respondents was also undertaken by InterAction.

Questionnaires were returned during the next two months by PVOs and USAID Missions. See Appendices A. and B. for a complete list of respondents is as follows.



In early June, coding manuals were developed for both questionnaires, and the coding of data began with assistance from an InterAction intern, Cameron Griffith, and two A.I.D. interns from Duke University, Chris Eaton and Suzanne Duryea.

The coded data were taken to the University of Virginia, where they were keypunched and verified by operators and analyzed by Dr. Hal Burbach using selected options of the Statistical Package of the Social Sciences (SPSS) and cross-tabulations. Due to the limited sample size of the USAID Mission responses, comparison across subgroups (cross-tabulations) within the Mission sample were determined to be statistically inappropriate.

As principal investigators of the study, Christine Burbach and John Oleson are the authors of this report except for the recommendations. A draft copy of the report minus the recommendations section was published and circulated during September and October. During this period, a working group from the PVO community and A.I.D. drafted the recommendations which subsequently have been incorporated.

FINDINGS

A. Communication

The need for improved communications between PVOs and the USAID Missions was a recurrent theme throughout the responses from both the PVOs and the USAID Missions. This need for better and more frequent communication was cited in connection with a variety of questions including program planning, project design, project implementation, and reporting requirements. Indeed, there was no topic for which communication problems did not seem to be important. The survey results indicated that all parties need to pay more attention to improving communication among themselves.

1. Respect/Understanding/Partnership

In general, there is a high level of respect between the personnel of USAID Missions and PVOs. The USAIDs overwhelmingly rated PVO personnel excellent or good in all major categories of work (Table 38), and compared the performance of PVOs favorably with those of universities and businesses. (See subpart F. below.) Likewise, over 70% of the PVO respondents found USAID Mission management of grants and contracts to be good or excellent (Table 2); nearly half attributed that favorable conclusion to overall good relationships between themselves and the USAID Missions (Table 3).

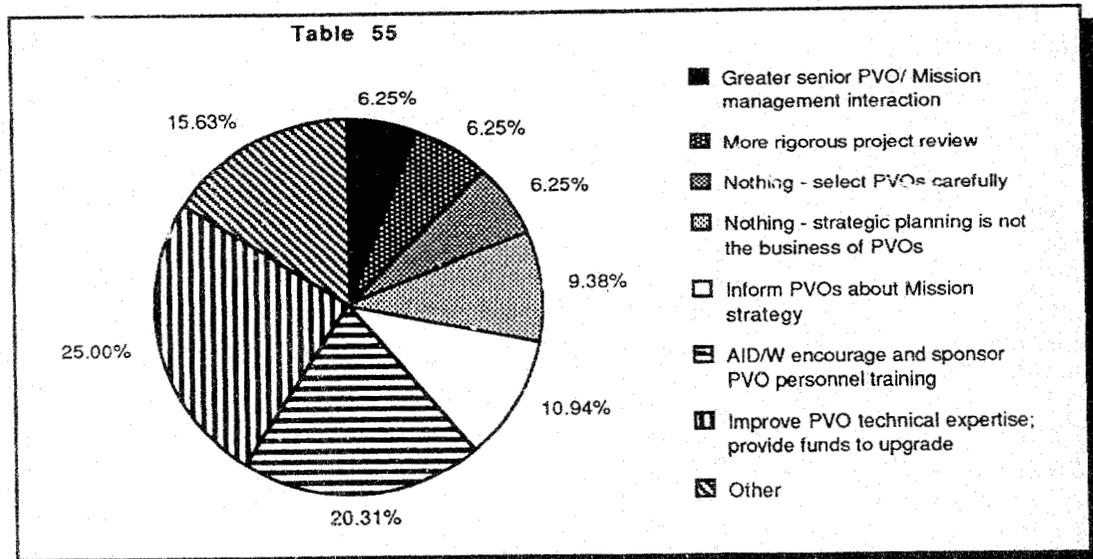
Almost three-quarters of the PVO respondents indicated that collaboration between A.I.D. and themselves had increased over the past ten years (Table 29). The most common reason for this was increased funding, but over a third of the responses cited increased contact with A.I.D. or a better climate of cooperation (Table 30). Still, when asked "What obstacles do you think currently exist that hinder or make difficult an enhanced A.I.D./PVO relationship?," nearly a quarter of the PVO respondents mentioned lack of communication and interaction, and nearly a third cited a lack of recognition of their worth or an attitude of true partnership (Table 32). This latter view was expressed by PVO headquarters staff twice as frequently as by field staff. PVO field staff, on the other hand, mentioned the need for improved communication twice as frequently as headquarters staff. As one PVO said:

"An overall obstacle to better utilization of A.I.D./PVO capabilities is mutual accessibility. PVOs do not generally represent an easy type of organization for the typical A.I.D. Mission to get to know. We are not strong in concise, effective written reporting and many of us rely on local professionals who find

communicating with Mission personnel difficult. On the other hand, Mission personnel also have a tendency to be inaccessible, particularly to host country national representatives of PVOs. We need to seek ways to break down this lack of communication between us."

In offering suggestions to overcome the obstacles, approximately 20% of the PVOs called for better communications in general and for encouraging more mutual respect and professional collaboration. Furthermore, 15% of the responses on how A.I.D. could improve the management of its grants mentioned recognizing PVOs' worth and having more respect for PVOs' technical expertise (Table 4).

The USAID Missions did not share this concern to the same degree. Only 15% of the responses mentioned increased communication as a way to overcome existing obstacles (Table 65); and less than 10% identified a need for PVOs to keep the USAID Missions better informed of their activities (Table 50). This was particularly noteworthy when contrasted with the responses of the USAID Missions concerning the need for more information and cooperation from A.I.D./Washington. (See subpart 5 below.) This relatively lesser concern by the USAID Missions for improved communication and collaboration with PVOs was reflected in other responses to various questions. For instance, in response to a question as to what could be done to encourage and support PVOs in improving their capability to plan strategically, the following responses were given by Missions:

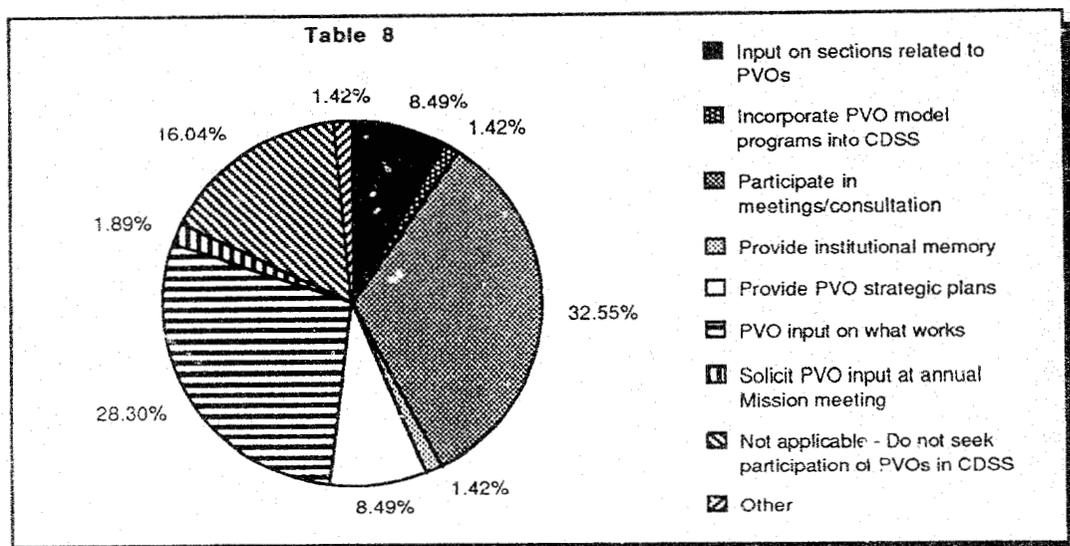


Only four of the above - mentioned responses mentioned providing PVOs with more information on A.I.D. strategy, and only four responses called for greater interaction between USAID and PVO management. The fact that A.I.D. has to give attention to other groups (e.g., universities, contractors and host governments) most likely contributes to Mission attitudes regarding communication and time restrictions.

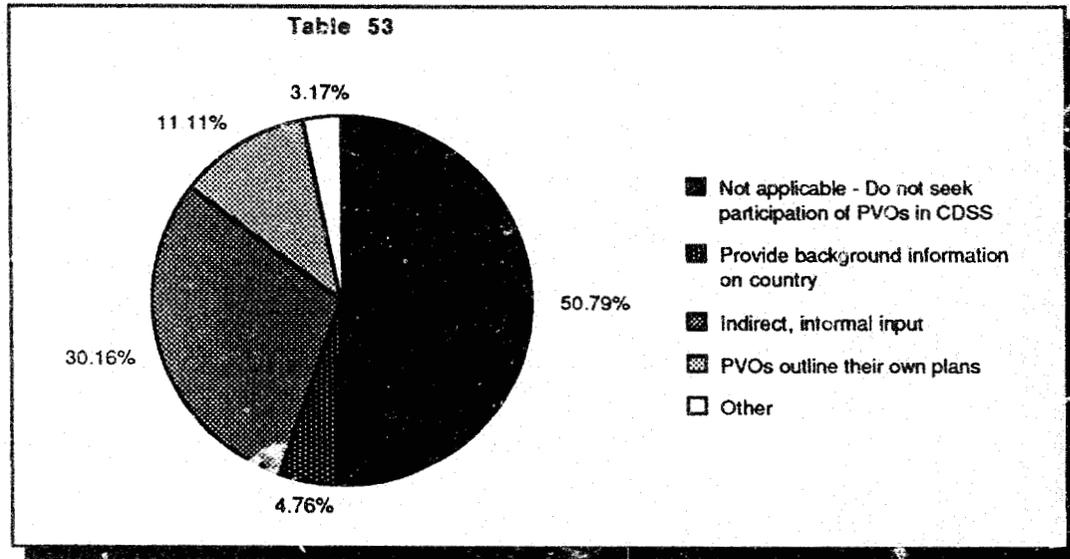
A difference in emphasis also arose concerning the relation of PVOs to the Missions' CDSS. While only 15% of the responses from the PVOs indicated that they participated in the CDSS process (Table 5), 75% of the responses indicated that they thought they should be involved (Table 7). In response to the question of how that participation should take place, majority, as show in Table 8 below, indicated that it should be through participation in meetings and other informal arrangements -- an emphasis on interactive dialogue rather than on the mere presentation of programs.

Headquarters staff indicated this more frequently than did field staff, which would rather participate in providing input to the CDSS sections related to PVOs and provide PVO strategic plans to the process as exemplified by the following PVO:

"We provide Missions with copies of our own Strategic Plan. It is up to them to consider these plans into their own strategies. We do not believe the two planning exercises are mutually exclusive and although there is no active participation, there is a certain degree of participation inherent in the system of exchanging plans."



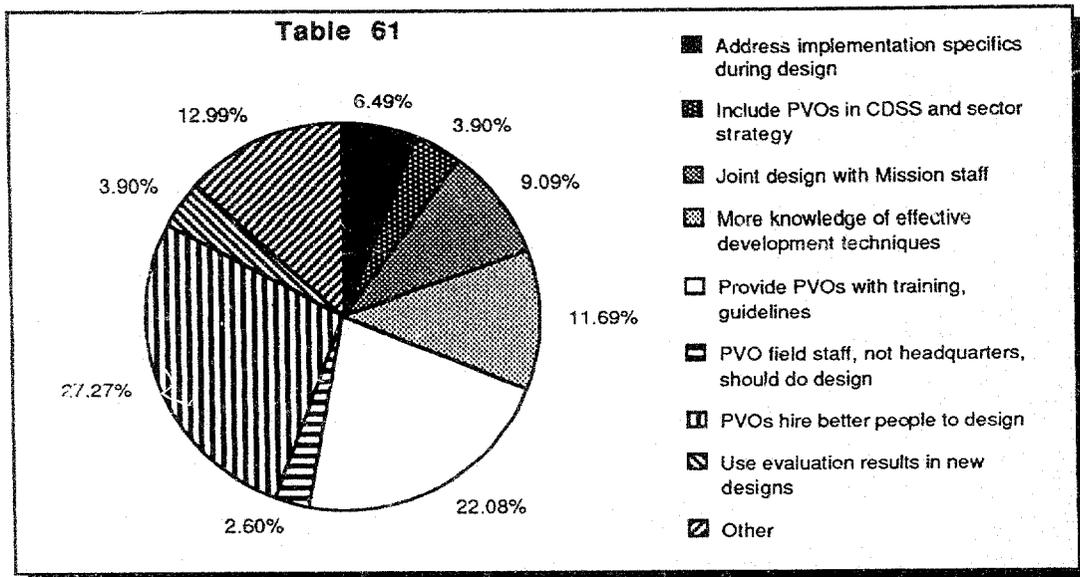
In contrast, nearly 40% of the responding USAID Missions stated that they already seek the participation of the PVOs in the CDSS process (Table 52), which they saw as best conducted through indirect, informal input by PVOs¹:



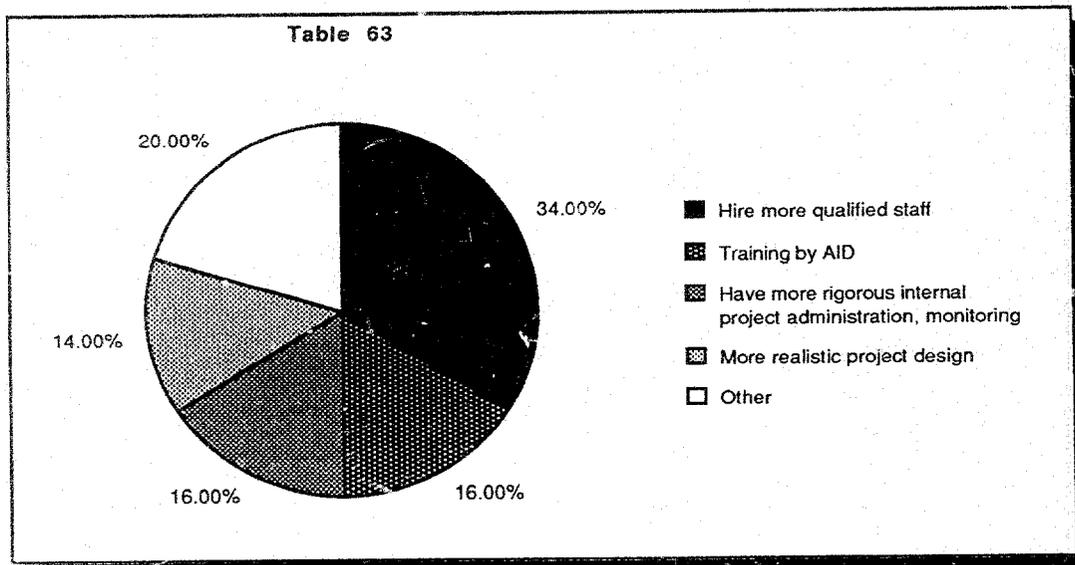
2. Education re A.I.D.'s Expectations and Procedures

A second recurrent theme was that PVOs need and want to know more about the expectations, procedures, and administrative and reporting requirements of A.I.D. PVO weakness in these areas was cited by both PVOs and Missions. Many of the observations on communication and understanding related to this need for more education. For instance, the USAIDs responded that, after hiring better qualified people, the most important step to be taken to improve the PVOs' project design capabilities would be for A.I.D. to provide them with guidelines and training on A.I.D.'s expectations and ways of designing projects:

¹PVO and Mission responses on whether PVOs participate in the CDSS process indicate a perceptual difference between the PVOs and Missions: whereas 40% of the Mission responses reported that PVOs participate in the CDSS process, only 15% of the PVO responses indicated that they participate in the process.



Similarly, in response to the question of how PVOs could improve their project implementation, USAIDs rated training by A.I.D. of second importance after PVOs' hiring more qualified staff:



When asked how the project approval process for reviewing PVO proposals could be improved and tailored, over 10% of the PVO respondents cited a need for USAID Missions to educate PVOs on the RFP process (Table 15); other respondents mentioned the need for clearer proposal guidelines from A.I.D. (Table 16). Similarly, over 10% of the responses concerning improvements in the contracting system called for better Mission/PVO communication or education of PVOs by A.I.D. on contract

guidelines (Table 20). Several PVO headquarters responses stated that A.I.D. should provide training for PVOs concerning its program objectives and management procedures (Table 33).

3. Communication Between PVOs and USAID Missions

USAID Missions did not seem to think there were major problems of communication between themselves and PVOs. As discussed above, the Missions did not see a need for major changes in the way PVOs are involved in the CDSS process. Fewer than 10% of the responses identified the need of PVOs to keep USAID Missions better informed of their activities as a problem, although there were some comments that PVOs should provide more information to the Missions on activities supported by A.I.D./Washington (Table 50). Nearly 90% of the Missions found PVO personnel to be excellent or good at working with them (Table 38).

PVOs seemed less satisfied with the state of communications with the USAID Missions. PVOs saw their ability to work with USAID Missions to be their weakest performance factor (Table 13); and approximately 10% of their replies as to how contracting procedures could be improved mentioned the need for better communication with and guidelines from USAID Missions (Table 20). While only somewhat more than 10% of the responses mentioned the need for better coordination or the problem of little field contact, many of the comments associated with the general concern for better communication did seem to include relationships with the Missions (Table 3).

4. Communication Between USAID Missions and A.I.D./Washington

There seemed to be a significant belief on the part of many USAID Missions that communication with A.I.D./Washington needs to be improved. Increased consultation and information sharing between Missions and A.I.D./Washington was by far the most frequently mentioned way for improving the Missions' relationship with PVOs (Table 50) as was the need for more information on and visits by A.I.D./Washington staff to PVO activities financed by A.I.D./Washington (Table 51). Furthermore, this topic seemed to elicit such practical suggestions by USAID Missions as:

- o PVC should seek to provide information to the Missions on where additional funding for PVO activities might be found and on what has been the track record of various PVOs in different countries;
- o PVC should organize regional workshops for Mission personnel;
- o PVC should assure that PVOs send copies of their reports to the relevant Missions automatically; and

o PVC should assure that PVOs realize that they must keep the relevant Missions fully informed of their activities and problems, particularly on A.I.D./Washington-financed activities when they frequently feel left out of the communication cycle.

PVCs did not appear to place much importance on this aspect of the communication network. However, a few commented that Mission personnel need to be better informed on the guidelines from A.I.D./Washington on PVO proposals (Table 21); and that Mission management of PVO activities would be improved with greater understanding of procedures followed by A.I.D./Washington (Table 3).

5. Communication Between PVOs and A.I.D./Washington

Missions had little to say on the topic of communication between PVOs and A.I.D./Washington. In part, this may be because the survey did not ask them a question dealing directly with that topic. However, there were comments that PVC should assure that PVOs understand the country situations, the Missions' strategies and the need to mobilize non-A.I.D. resources; and that PVC should overcome the PVOs' reluctance to be politically associated with USAID Missions (Tables 50 and 55).

The PVOs found more problems with the state of communication between themselves and A.I.D./Washington than did the Missions. A quarter of the responses on how PVC or the Regional Bureaus could improve their support of PVOs mentioned the need for more communication, with only 2% suggesting that contacts with PVC be diminished (Table 11). Headquarters staff tended to see a greater need for more communication than did field staff and also desired a "less bureaucratic" relationship.

B. Focus of Authority

1. Headquarters vs. Field

There was substantial dissatisfaction on the part of USAID Missions with the distribution of authority concerning various PVO activities. For instance, over a third of the suggestions for changes in the present delegations of authority or in the contracting procedures involved increasing the authority of the Missions to sign and monitor grants and to issue necessary waivers (Table 41). Similarly, nearly a third of the Missions responding to the question of how A.I.D./Washington could work better with the Missions recommended that the Missions be given a greater role in the approval and administration of projects in their countries. In addition, there were several comments to the effect that all implementation responsibility (including the release of funds) should be shifted to the field, and even that all approvals be shifted to the Missions (Table 51). There were repeated observations that since host governments and A.I.D./Washington turn to the Missions to solve problems arising in connection with PVO activities approved and funded by A.I.D./Washington, it is thus appropriate that the Missions have the predominant role in the approval and supervision of those activities. As one Mission staff responded: "A.I.D./Washington doesn't know the field reality; we do."

Furthermore, many of the comments concerning the need for better communication between A.I.D./Washington and the Missions suggested that the Missions seek more than information and consultation; rather, they seek the power to decide or at least to veto PVO activities. This again reflects a lack of communication between PVC and the Missions since Missions currently have veto power on PVC-funded PVO activities. Central PVC funding of PVOs is only 8% (\$37 million of \$450 million in FY 1986) of development assistance resources obligated to PVOs. Because PVOs were not asked a specific question on this subject in the questionnaire, one cannot determine the importance of this issue to the PVOs as compared to Missions.

2. Autonomy and Accountability

The potential conflict between the autonomy of PVOs and their accountability to A.I.D. for the use of United States Government (USG) funds and willingness to assist in achieving A.I.D. objectives is not serious to the USAIDs. In replying to questions concerning obstacles that hinder or make difficult the Mission/PVO relationship, two respondents from the USAID Missions mentioned that PVOs need publicly to recognize the contribution of the USG, and eight asserted that PVOs must realize that USG funding means USG control.

PVOs are naturally more concerned about this topic. Approximately one-third of the PVO respondents welcomed the idea of partnership in development with A.I.D. with no caveats. However, half of the PVOs thought that although the partnership in development concept was often appropriate (Table 22), it should not be demanded and their independence should be recognized and respected. Several PVOs mentioned that they felt "used" or that they felt A.I.D. personnel had difficulty seeing PVOs as full partners (Table 22). One Executive Director stated:

"Since the PVO is usually a grantee and USAID the grantor, it is very difficult for the A.I.D. bureaucrat to think of the PVO as a partner. The PVO is a client, arguing for funds A.I.D. wants to use bilaterally. The PVO is only a partner when it happens to be the best mechanism for fulfilling A.I.D.'s own objectives."

A few PVOs observed that A.I.D.'s political nature is a problem (Table 32), but these PVOs were usually working in politically charged areas of the world. As one PVO said:

"A PVO has every right to decline an opportunity for partnership with the U.S. Government. What they do not have a right to do is to participate in that partnership and pursue their own foreign policy objectives where those are not in alignment with U.S. policy objectives."

In summary, although there is a healthy concern among the PVOs about maintaining their autonomy and independence while at the same time taking USG funds, there is also general acceptance of the fairness and appropriateness of accountability to A.I.D. One PVO reflected this feeling by commenting:

"We do not find the procedures particularly burdensome. Many of the required procedures are useful exercises, and help to keep ourselves on track in addition to fulfilling A.I.D.'s reporting requirements. We have to do the same kinds of documentation and reporting to the foundations and other donors with whom we work."

C. Programs

Most PVOs and Missions reflected a feeling that dramatic program shifts in the future will be the exception rather than the rule. Although there is general agreement between PVOs and Missions on the present-day program capabilities, there is less agreement on how best to prepare for future development needs and the role for PVOs and A.I.D.

1. Trends

In response to the question, "Do you anticipate that your organization's program emphasis will change in the next few years?" over half (56%) of the PVOs did not expect their organization's program emphasis to change in the next few years. Of those that did expect their programs to change, the highest percentage (30%) expected the support to increase for a particular program/project. Approximately 10% felt that there will be increased emphasis on indigenous institutions, which will increase technical assistance roles and decrease field operation roles (Table 10). As one PVO representative said: "While you can have human development without economic development; you cannot have economic development without human development." Headquarters staff stated this feeling more often, and added that there will be more of a regional focus in the future.

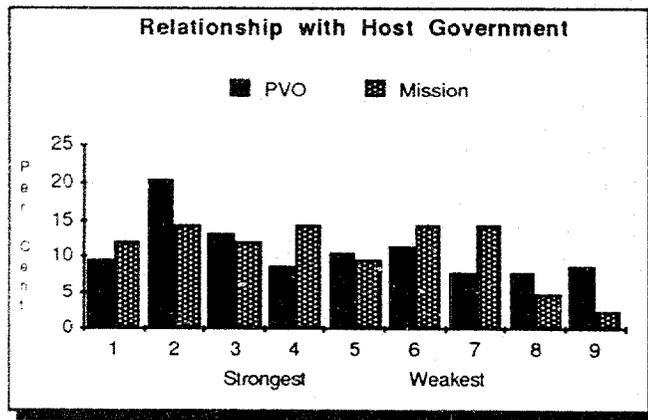
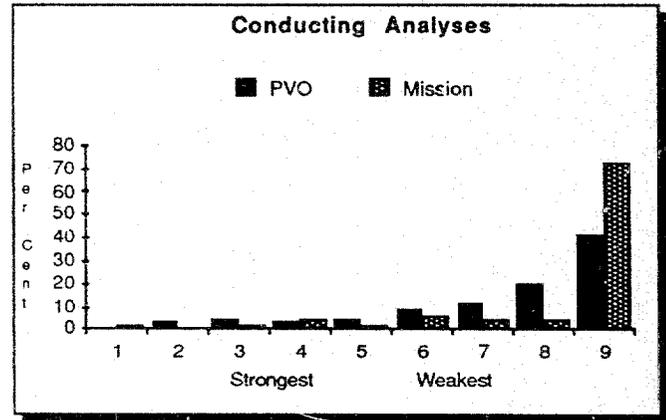
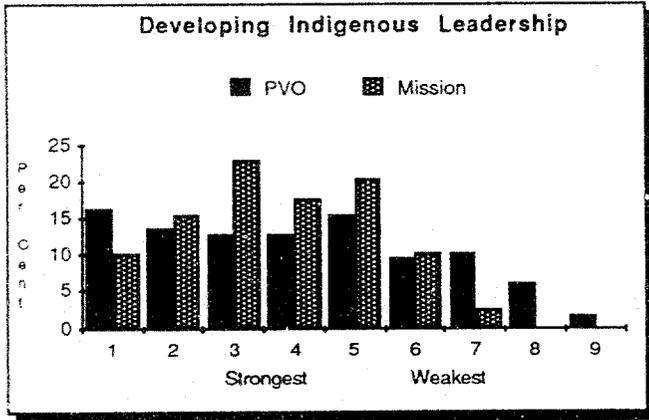
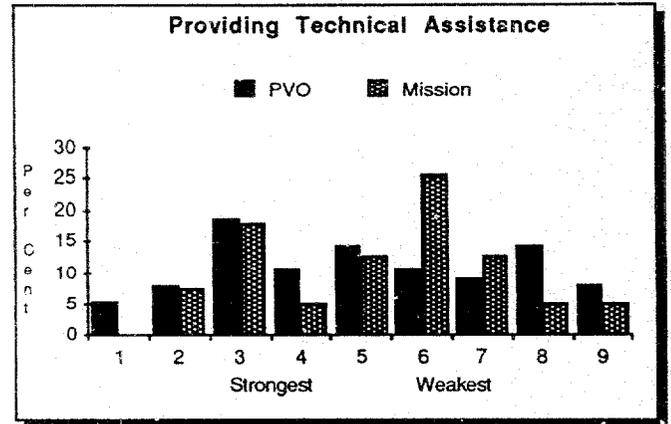
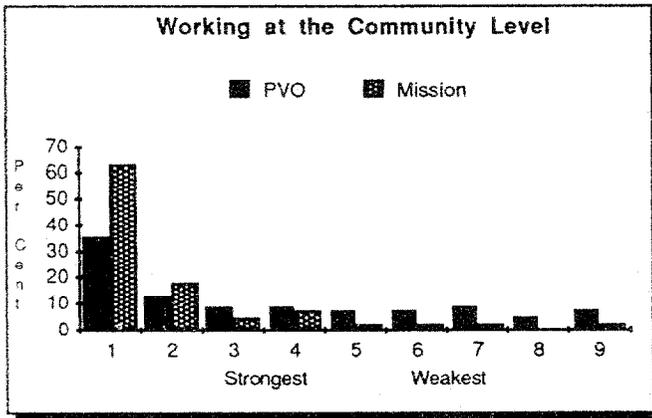
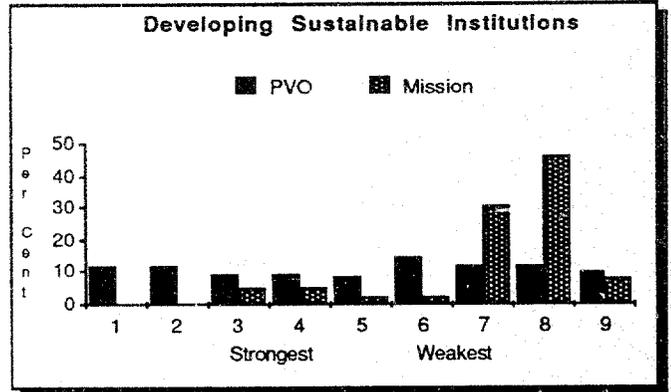
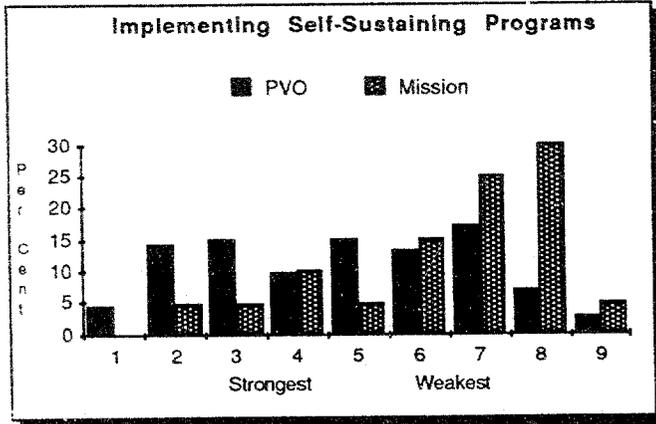
Likewise, more than half the Missions did not expect the program emphasis of PVO activities to change in their countries (Table 46). The most important reason change was expected was the increased interest in particular projects (23%). The next most important reason was a shift from a humanitarian to a development focus by PVOs (11%).

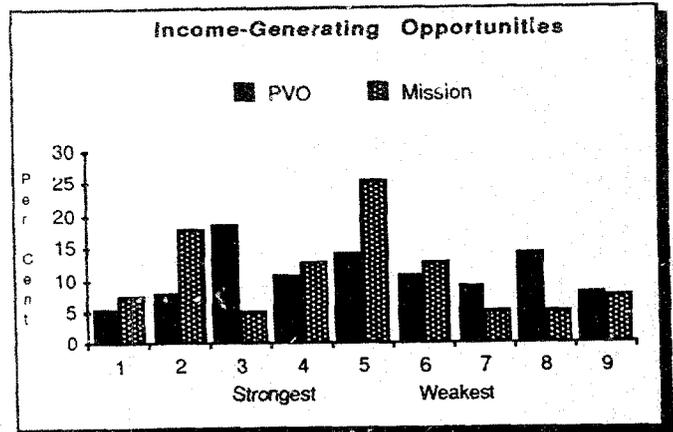
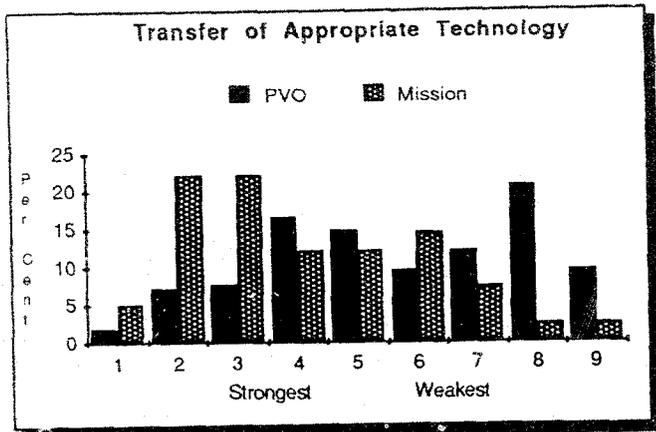
2. Strengths and Weaknesses

When asked to rank their organizations' performance of different functions, PVOs rated their strongest areas as working at the community level, providing technical assistance, developing indigenous leadership, and developing relationships with host country governments and the private sector. They felt they were weakest in conducting policy, sector, and strategy analyses, and in the transfer of appropriate technologies:

The Missions' assessment of PVOs' performance of these functions was generally the same as the PVOs' assessment in these areas. The Missions overwhelmingly ranked PVOs strongest at working at the community level (62%); ranked lowest was their ability to prepare policy, sector, and strategy analyses and encouraging policy change (73%):

Summary of Table 12 and 37



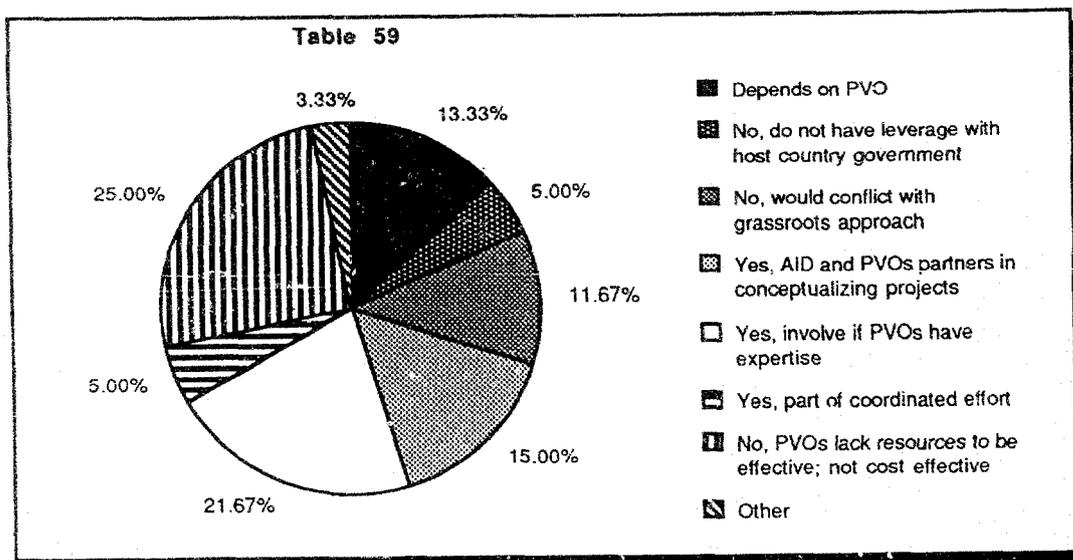


More than one respondent from USAID Missions made comments like:

"The nature of PVO programs -- small, without leverage and narrowly focused -- does not lend itself to policy issues"; or "Policy dialogue is Mission business. Good analyses come better from either universities or private businesses."

It should be noted that policy dialogue is an area of increasing interest for PVOs. The data might suggest that A.I.D. respondents may not be aware of some PVO activities which do have an impact on government policy, and that PVO interest in leveraging policy changes may be, in fact, somewhat new and embryonic within the PVO community.

Another area of concurrence between Missions and PVOs was regarding whether PVOs can have a significant impact on sectoral problems. When asked to "comment on whether U.S. based/affiliated PVOs should be used as a cost-effective way of addressing major sectoral problems," slightly more than half of the Missions felt that PVOs could have an impact on sector problems if certain conditions prevailed, e.g., having expertise, being part of a coordinated effort, and realizing the partnership with A.I.D./Washington, in conceptualizing the project. Approximately 40% of the Mission indicated that PVOs could not be used as a cost-effective way of addressing major sectoral problems because they lack resources to be effective (25%); it would conflict with their grassroots approach (12%); and they lack leverage with host country governments (5%):



Following this pattern, Missions rated PVOs significantly higher than for-profit businesses and universities in: 1) Developing indigenous leadership capacity through in-country training; 2) Working at the community level; and 3) Having good relationships with local governments and groups. PVOs were rated significantly lower than universities or for-profit businesses in encouraging policy change, and did not receive any ratings of excellent in this category. PVOs were rated roughly the same as universities, but somewhat less than for-profit businesses, at being good or excellent at developing sustainable institutions (Table 36).

Approximately half of the PVOs expressed confidence in their capability to address sector problems, citing as strong points their extensive grassroots experience (lessons learned in the field can be interpreted on a broader scale) and the fact that PVOs are cost-effective. Approximately one-third of PVOs suggested using PVOs on a case-by-case basis to address sector problems depending on the organization's strengths, technical expertise, etc. Only a few of the PVOs felt that PVOs should not be used categorically in addressing sectoral problems (Table 31).

One of the weakest ratings given to PVOs by Missions was in project design. Two-thirds of the Missions polled felt PVOs are no better than fair at project design. The Missions suggested that PVOs could improve in this area by hiring or contracting more experienced people (27%) and becoming more familiar with A.I.D.'s requirements through use of handbooks and participation in training programs (22%) (Table 61).

PVOs, on the other hand, were seen as significantly better implementors than designers; 85% received ratings of good or

excellent (Table 62). Again, the major suggestion for improving project implementation was that PVOs should hire more experienced staff (34%).

Since PVOs were not specifically asked to rate themselves on project design and implementation, one cannot determine whether the Missions' view agreed with that of the PVOs.

4. Funding

Nearly half (45%) the Missions anticipated that the percentage of future PVO activity relative to the Mission's total budget will remain about the same (Table 44). The Missions attributed this to three factors: Emphasis on sector programs; Budget redirections; and Host country government resistance to increases (Table 45).

The 28% of Missions that anticipated an increase in PVO activity attributed it to a project starting or expanding; the introduction of an umbrella approach; and good past experiences. A similar percentage (30%) of PVOs felt that there will be more support for programs/projects in the future (Table 10). Some PVOs equated increased funding channeled through PVOs as a critical way to improve support provided to the PVOs by FVA/PVC in the regional bureaus (Table 11).

The nearly 25% of Missions anticipating a decrease in the budgets for PVO activities attributed this to a program phase down/out and a reduction in overall budget resources (Table 45). To help offset such a possible decrease, over half of the Missions (52%) saw a greater role for PVOs to utilize country currency generated by A.I.D. programs. The main reason given was the possibility of using local currency generated under PL 480 programs (19%) (Table 49).

Some Missions mentioned that another way to offset a possible funding decrease would be for PVOs to seek other funding resources more actively. As one Mission Director said, "PVOs need to realize that development cannot take place in a three-year project. It cannot drop the country and move on; it needs to get other sources of funding. This is especially true of grants -- when A.I.D. resources are not sufficient, the PVO tends to withdraw instead of finding other funding sources."

5. Relations with Local PVOs

Approximately two-thirds of the PVOs did not feel Mission activity with indigenous PVOs has had any measurable impact on PVO relationships with USAID Missions (Table 23). Of those indicating a change in the relationship, most felt that the

relationship between Missions and PVOs has been strengthened (11%). Headquarters staff held this view over field staff by a two to one ratio.

Approximately half of the PVOs have participated in some kind of local, indigenous consortia. Nearly all of the PVOs that have participated in local consortia found the relationship to be successful. As one PVO said:

"This is one of the most important, rewarding aspects of development. Indigenous NGOs are pathfinders and leaders in their countries' development. Their organizations, in many cases, are more stable than national governments. They provide a pool of leaders and potential leaders for their countries' progress. PVO efforts to strengthen the capacity of NGOs in a sector should be supported by A.I.D."

The most successful consortia were the ones that facilitated inter-agency communication and opened discussion of common objectives, strategies, and problems (Table 26). Field staff were more inclined to note this than were headquarters staff.

D. Process

The two words mentioned most frequently concerning process--whether project approval or contracting--were simplify and expedite. PVOs generally felt that although the overall process is fair, the excessive and complicated process puts undue pressure and frustration on PVOs that ultimately inhibits effective project development and implementation. A number of PVOs recommended that the pressures (which contribute to a "bureaucratic" relationship rather than the cultivation of PVOs as true partners for change and innovation in development (Table 11) within A.I.D. be identified and eliminated. One PVO suggested that the bureaucratic process should be tailored to the concept of: "What is the least amount of information necessary to provide the support needed by the field?"

1. Project Approval

Over 90% of the PVOs had suggestions to improve the A.I.D./Washington approval process. The most frequently cited recommendations included: 1) Expediting the project paper/proposal review and approval process (25%); and 2) Simplifying the process and guidelines (21%) (Table 16). The fact that these complaints were cited approximately three times as frequently by headquarters staff than by field staff may reflect a difference in a typical PVO's division of labor.

Approximately 85% of the PVOs had suggestions regarding the field project approval process. The most frequently cited recommendations included: 1) Simplify the process, e.g., budget categories, more flexibility, and fewer layers of approval within the Missions (27%); and 2) Expedite the project paper/proposal review process (17%) (Table 15).

2. RFP/Competitive Process

Nearly 70% of the PVO respondents said that they do not participate in the RFP/competitive contracting process (Table 17); i.e., those contracts that originate and are vetted through field missions. Of the 30% who have participated in the process, more than half have experienced problems (Table 18). The main problems cited by the PVOs were that the process is "arbitrary" and "unfair"; that PVOs are at a disadvantage because they are new to the process; and that PVOs are not able to meet the expenses of staying abreast of potential contracts and meeting often short deadlines involved in submitting

offers and other information. The PVOs did not seem to see themselves as being limited by a lack of technical and administrative resources to perform contracts (Table 20). The suggestions made for modifying this situation included the usual ones for a better communication of A.I.D. guidelines; a more collaborative approach and increase in set-asides for PVOs²; and the need for greater timeliness of A.I.D. actions.

Over 80% of the responding Missions saw PVOs as only minimally involved in implementing A.I.D. programs under competitive procurement in comparison to other implementing agents (Table 35). However, less than 20% of the responding Missions were of the opinion that none of the PVOs working in their countries could have even modest success in competing for A.I.D. contracts, and a majority of the responses indicated that at least 40% of the PVOs in their countries could so compete (Table 39). Furthermore, as mentioned in subpart 1 above, in comparing PVO performance with that of universities and businesses, the Missions gave PVOs good ratings.

Thus, the Missions appear to rate the potential of PVOs to compete to be significantly better than the PVOs' actual performance to date. Indeed, over 20% of the respondents indicated that the PVOs would have no problem in competing, and approximately 16% thought that PVOs had special expertise which gives them an advantage in such competition. The main reasons given for the failure of the PVOs to realize this potential as competitive contractors were a lack of PVO interest in being contractors rather than following their own program interests, a lack of a close fit between the technical expertise of the PVO personnel and what is needed by the main programs of the Missions, and difficulty in meeting A.I.D. requirements because of a lack of financial and staff resources (Table 40).

3. General Contracting Procedures

Nearly 20% of the PVO respondents felt that A.I.D.'s overall contracting procedures are fair (Table 21). The most frequently cited ways to improve the process were: simplification of the reporting procedures by requiring less paperwork; using PVO

²This indicates a misunderstanding of rules. In fact, there are no special rules or set-asides for PVO contracts. PVOs follow the same rules as other groups. This is one reason why PVO contracts funded by the U.S. Government are not included in the 20% private resource allocation.

internal reports to provide necessary information; collapsing reporting requirements; using the work plan for the first year for multi-year contracts; integrating work plans with technical reports for projects lasting more than one year; and centralizing financial reporting (36%).

4. Implementation Procedures

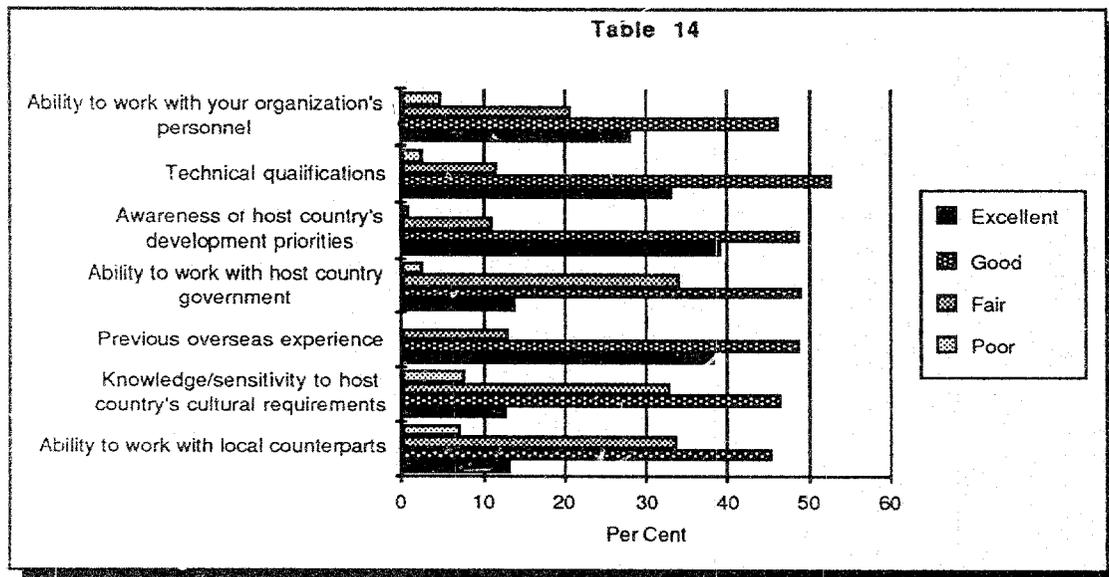
Nearly 20% of the PVO respondents indicated that they felt the process is fair. Of those respondents with recommendations for improving/streamlining the procedures, over 35% suggested simplifying the reporting procedures.

E. Personnel Considerations/Concerns

The USAID Missions and PVOs had similar perceptions of the strengths and weaknesses of their personnel. Focused on most frequently was the need for greater technical sector expertise for both PVOs and A.I.D., as well as a greater appreciation for what already exists. Both PVOs and Missions look to A.I.D./Washington as a potentially important source of assistance in this area.

1. USAID Missions

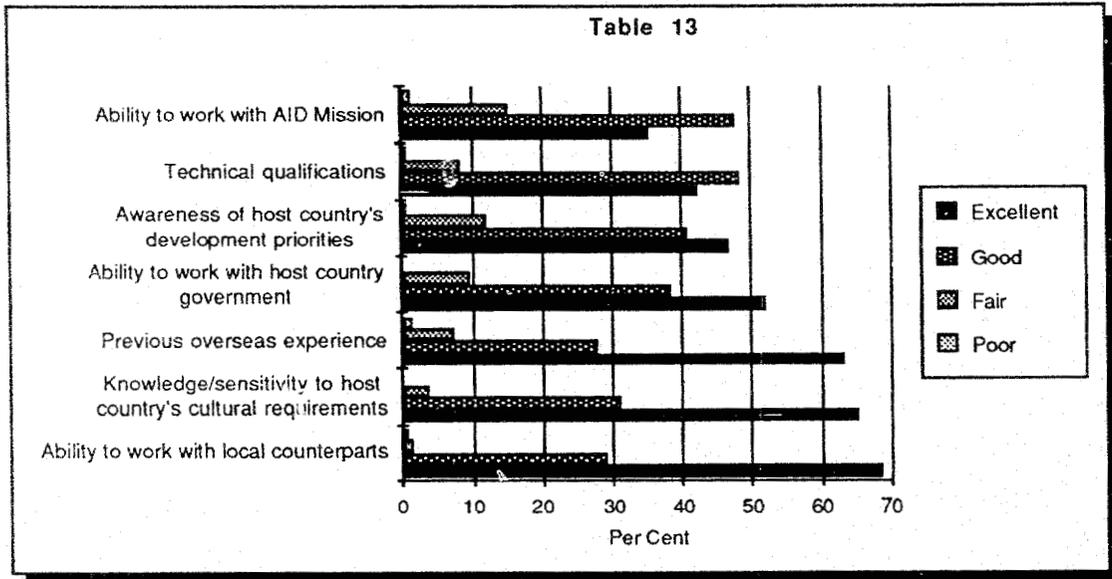
PVOs were asked to rate their own and A.I.D.'s personnel in seven different areas. PVOs generally rated USAID Mission personnel lower than their own staff. Mission personnel were rated highest (excellent or good) in their awareness of the host country development priorities (88%); previous overseas experience (87%); and technical qualifications (86%). Mission personnel were rated lowest in their ability to work with local counterparts and knowledge/sensitivity to the host country's cultural requirements:



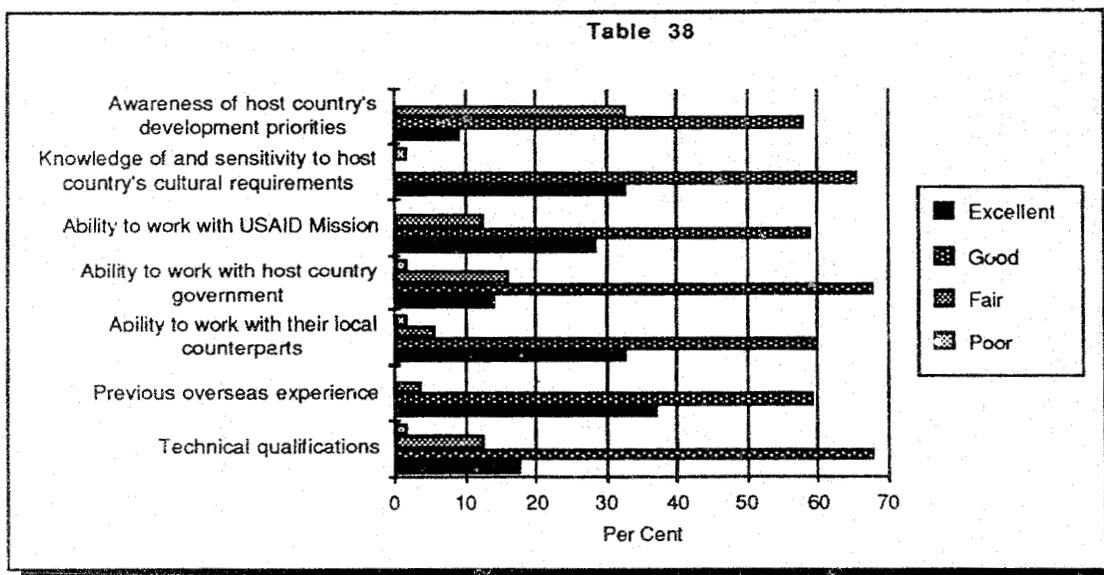
2. PVOs

When asked to rate their own personnel, the overwhelming majority of PVOs rated them as excellent or good in all areas. PVOs rated their personnel strongest (excellent or good) in their ability to work with local counterparts (97.8%) and knowledge/sensitivity to

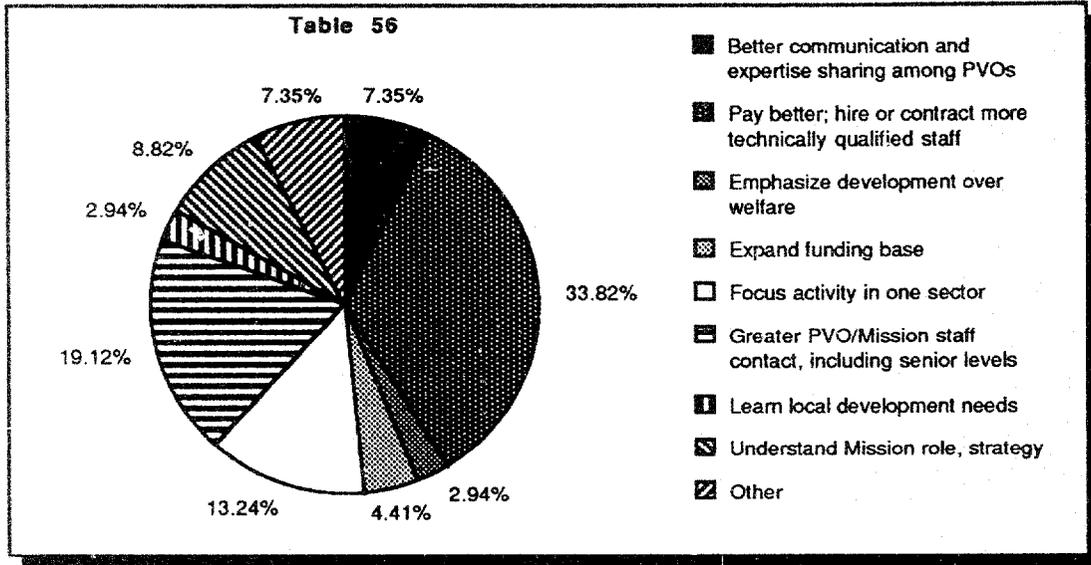
host country's cultural requirements (96.3%). PVOs received their lowest rating (although still quite high) in the excellent/good categories in their ability to work with USAID Missions (82.6%):



USAID Missions also overwhelmingly rated PVO personnel excellent or good in all categories, with knowledge of and sensitivity to host country cultural requirements receiving similarly high excellent and good ratings (98%); and awareness of host country development priorities receiving the lowest rating in these categories (67.3%):



PVOs and Missions agreed on the need for more technical sector expertise in the PVO community. Missions recommended most frequently that PVOs should offer better pay and hire or contract more technically qualified staff (34%):



To assist PVOs in improving their strategic planning capability and to acquire technical sector expertise, Missions recommended frequently that A.I.D./Washington encourage and sponsor PVO personnel training (20%); and provide funds to upgrade technical expertise (25%). Many PVOs agreed that A.I.D. should take a stronger lead in providing technical assistance in a timely manner in appropriate areas (Table 4). Approximately 15% of the Mission respondents indicated that A.I.D. should do nothing because either strategic planning is not the business of PVOs or they felt that developing this expertise in PVOs is up to the PVOs and not under A.I.D.'s purview (Table 55).

F. Management and Service Delivery

1. Management

The management styles and procedures of the PVOs and A.I.D. and suggestions for their modification have been discussed in various sections of the preceding parts. Here are presented a few overall conclusions as indicated in the surveys.

a. PVOs

In comparing PVO performance with that of universities and businesses, the Missions gave PVOs good ratings -- significantly higher than universities and businesses in developing indigenous leadership through training and at working at the community level and significantly lower only in encouraging policy change through analysis and policy dialogue (Table 36). A similar question was not asked of the PVOs, so we cannot determine how they would rate their own performance compared to that of universities and businesses.

The survey did not ask Missions specifically to comment on the procedures and management styles of the PVOs; however, there were indirect indications that a number of Missions found problems with both. 40% of the responding Missions indicated that PVO activities required different attention from the Missions than conventional contracts and grants (Table 42). Of the responses explaining the reasons for the differences, only 5% indicated that PVO activities require less attention while 73% stated that they require more attention. The most frequently cited reasons for the need for greater attention were the help that PVOs need in meeting various A.I.D. requirements -- both administrative and programmatic -- and the greater time demands of the collaborative style (Table 43). These responses did not reflect objections or resentment by the Missions to the increased workload since -- as indicated in part B above -- many Missions appeared to want to have even greater responsibility for PVO activities now being supported from A.I.D./Washington; and only a few of the Mission responses indicated that A.I.D./Washington should be seeking to minimize the burden on Mission management of such programs (Table 51). More likely, the responses reflect a judgment that the technical and management capability of the PVOs should be improved. That this is the case is supported by the views on PVO personnel needs discussed in subpart E above.

The survey of PVO opinion did not ask specifically for them to rate or comment on their own management capability, and there was little indirect evidence that the PVOs saw any management weakness of their own as a problem for carrying out the A.I.D. supported activities. They rated their ability to work with A.I.D. Missions as their weakest performance factor (Table 13). However, when requested to give reasons for problems and

suggestions to deal with them, they seldom mentioned any aspect of their own performance capabilities.

b. A.I.D.

Almost three-quarters of the PVO respondents rated Mission management of their grants and contracts to be good or excellent (Table 2). However, when asked to explain the reasons for the ratings, nearly half pointed out Mission weaknesses or deficiencies. The main problems mentioned were too little coordination or even contact between the Missions and the PVOs, weak coordination between the Missions and A.I.D./Washington, and too much delay between the submission of PVO proposals and decisions by the Missions (Table 3). A few responses mentioned frequent changes in A.I.D. personnel and an overworked Mission staff as aggravating factors. However, in making suggestions for addressing the problems, the PVO responses focused on changes in the relationship between themselves and the Missions rather than on particular changes in the ways in which A.I.D. operates (Tables 4 and 33). The exception is the general desire for A.I.D. to "reduce bureaucracy." The views and suggestions of PVOs concerning the procedures followed by A.I.D. and the strengths and weaknesses of A.I.D. personnel are discussed in parts D and E above.

2. Peace Corps

PVOs reflected less involvement with the Peace Corps than did A.I.D. Half of the PVO responses indicated no experience working with the Peace Corps, and only two responses indicated that additional PVOs were planning to use Peace Corps Volunteers (Table 27). In contrast, only a third of the Mission responses asserted that the Peace Corps was not active in their country or that they had not used the Peace Corps in conjunction with PVO activities. Furthermore, 13 responses indicated that the Missions were considering or planning to use Peace Corps Volunteers in conjunction with PVO activities (Table 57).

In response to the question "Are there suggestions you could make regarding increasing or improving A.I.D./Peace Corps cooperation?," PVOs suggested most frequently:

- More use of Peace Corps in project/program planning stages (17%);
- Better access to Peace Corps volunteers (13%);
- Better Peace Corps training (11%); and
- More qualified Peace Corps volunteers (11%).

A.I.D. suggested most frequently:

- More coordination of PVO projects with available Peace Corps volunteers (22%); and
- More jointly-conducted seminars (22%).

APPENDIX A.

List of PVO Respondents (79 PVOs submitted 140 responses)

HEADQUARTERS

Aga Khan Foundation USA
Anonymous
Anonymous
Accion International
Adventist Development and Relief International (ADRA)
African American Labor Center
African Medical & Research Foundation (AMREF)
African Wildlife Foundation
Africare
Air Serv International
American Near East Refugee Aid (ANERA)
American ORT Federation
Americares Foundation, Inc.
Amideast
Brother's Brother Foundation
CARE
Catholic Relief Services
Center for Development and Population Activities (CEDPA)
Christian Children's Fund
CODEL, Inc., Coordination in Development
Episcopal Church, USA
Esperanca
Experiment in International Living
FPIA/LARO and FPIA
Food for the Hungry, Inc.
Foundation for Peoples of the South Pacific
Friends of Children
Helen Keller International
Help International
Indus Medical Foundation
Institute for International Development, Inc.
Institute of International Education
International Aid, Inc.
International Child Care
International Eye Foundation
International Human Assistance Programs
International Institute of Rural Reconstruction (IIRR)
International Lifeline
International Planned Parenthood Federation/WHR, Inc.
International Service Association for Health (INSA)
International Voluntary Services
The Katalysis Foundation/BEST

Lutheran World Relief
Meals for Millions/Freedom from Hunger Foundation
Mercy Corps International
Mercy Ships
The National Association of the Partners of America, Inc.
National Rural Electric Cooperative Association (NRECA)
OEF International
Private Agencies Collaborating Together, Inc. (PACT)
Pan American Development Foundation (PADF)
The Pathfinder Fund
The Pearl S. Buck Foundation
Population Council
Project Concern International
Rizal-MacArthur Memorial
Salesian Society, Inc.
Salvation Army World Service Office
Save the Children Federation
Seton Institute for International Development
Sister Cities International
Technoserve, Inc.
VITA
U.S. Feed Grains Council
Winrock International
World Organization of the Scout Movement
World Vision Relief Organization
YMCA of the USA

AFRICA

ADRA/Malawi
ADRA/Rwanda
ADRA/Sudan
ADRA/Zimbabwe
Africare/Burkina Faso
Africare/Chad
Africare/Rwanda
Africare/Senegal
Africare/Zambia
Africare/Zimbabwe
CARE/Cameroon
CARE/Congo
CARE/Ethiopia
CARE/Kenya
CARE/Leotho
CARE/Mali
CARE/Rwanda
CARE/Somalia
CARE/Sudan
Family Planning International/Kenya
Heifer Project International/Tanzania
International Voluntary Services/Zimbabwe
Save the Children/Tunisia

Technoserve, Inc./Africa region
VITA/Central African Republic
World Education/Kenya Rural Enterprise Project
YMCA/Ghana
YMCA/Kenya
YMCA/Senegal
Zambesi Union/Zimbabwe

ASIA

ADRA/Philippines
ADRA/Sri Lanka
Amideast/Egypt
Amideast/Morocco
CARE/India
CARE/Philippines
CARE/Thailand
Heifer Project International/Philippines
IIRR/Philippines
Pacific Ministries Developments/New Guinea
Pearl S. Buck Foundation/Philippines
Pearl S. Buck Foundation/Thailand
Planned Parenthood Federation of America/Thailand
Project Concern International/Indonesia
Save the Children/Nepal
Save the Children/Tuvalu

LATIN AMERICA/CARIBBEAN

ACJ/Peru (YMCA)
ADRA/Haiti
Consejo Interamericano de Escultismo/Costa Rica
CARE/Bolivia
CARE/Ecuador
CARE/Guatemala
CARE/Haiti
CARE/Honduras
CARE/Mexico
CARE/Peru
CARE/Dominican Republic
IPPF/WHR, Inc./Barbados
IPPF/WHR, Inc./Ecuador
MAP International/Ecuador
PACT/Costa Rica
PADF/Haiti
PADF/Honduras
Partners of the Americas/Barbados
Partners of the Americas/Costa Rica
Partners of the Americas/Spanish Speaking South America
Project Concern International/Belize
Project Concern International/Bolivia
Project Concern International/Guatemala

Save the Children/Haiti
Technoserve, Inc./Latin America region
YMCA/Panama

APPENDIX B.

List of USAID Mission Respondents
(57 responses)

AFRICA

Botswana
Burkina Faso
Burundi
Cameroon
Chad
Djibouti
Ethiopia
The Gambia
Ghana
Guinea-Bissau
Kenya
Lesotho
Liberia
Mauritania
Mozambique
Niger
Nigeria
Redso/ESA
Rwanda
Senegal
Somalia
Sudan
Swaziland
Tanzania
Togo
Uganda
Zaire
Zimbabwe

ASIA AND NEAR EAST

Bangladesh
Burma
Egypt
India
Indonesia
Italy
Jordan
Lebanon
Morocco
Nepal
Pakistan

South Pacific
Sri Lanka
Thailand
Tunisia

LATIN AMERICA AND THE CARIBBEAN

Belize
Costa Rica
Dominican Republic
Ecuador
El Salvador
Guatemala
Haiti
Honduras
Jamaica
Mexico
Panama
Paraguay (Uruguay)
Peru
RDOC

APPENDIX C.

Summary of PVO Responses

TABLE 1

<u>Origin of Questionnaire:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Headquarters	68	48.6
Africa	30	21.4
Latin America and the Caribbean	26	18.6
Asia and Near East	16	11.4

Total responses: 140

TABLE 2

Summary of responses to Question 1: "In general, do you think that USAID Mission management of your organization's grants/contracts has been excellent, good, fair or poor?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Good	69	53.5
Fair	24	18.6
Excellent	22	17.1
Poor	4	3.1
Not Applicable	10	7.8

Total responses: 129

Number not responding: 11

TABLE 3

Summary of responses to Question 1A: "Why do you think this way?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Overall Good Relations	74	48.1
Poor AID-Mission Coordination	11	7.1
Little Field Contact	11	7.1
Too Much Time Between Project Proposal and Approval/Rejection	10	6.5
Frequent AID Personnel Changes	7	4.5
Need Better Coordination Between AID and PVOs	5	3.2
Mission Staff Overtaxed	4	2.6
Dissatisfied with Evaluators	3	2.0
Other	16	10.4
Not Applicable	13	8.4

Total responses: 154 *

Number of respondents: 119

Number not responding: 21

* Up to three responses were coded for each respondent.

TABLE 4

Summary of responses to Question 1B: "What, if anything, do you think could be done to improve the A.I.D. management of your grants/contracts?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
More Communication	39	23.1
More Timely Technical Assistance in Appropriate Areas and Respect for PVO Technical Expertise	16	9.5
Simplify Reporting Guidelines	14	8.3
More Flexibility and Timeliness in Project Approval Process	13	7.7
Clearer AID Expectations	12	7.1
Better-Trained Personnel	10	5.9
Recognize PVOs' Worth	8	4.7
Mission Overworked	5	3.0
Better Qualified Evaluators	3	1.8
Mission Management Should Have Good Cultural Awareness/Language Skills	2	1.2
Allow for PVO Innovation	2	1.2
Nothing	2	1.2
Not Applicable	9	5.3
Other	34	20.1

Total responses: 169 *

Number of respondents: 104

Number not responding: 36

* Up to three responses were coded for each respondent.

TABLE 5

Summary of responses to Question 2: "Does your organization participate in any way with the USAID Missions in the development of their Numberry Development Strategy Statements (CDSSs)?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
No	111	80.4
Yes	20	14.5
Yes. with qualifier	5	3.6
Not Applicable	2	1.4

Total responses: 138

Number not responding: 2

TABLE 6

Summary of responses to Question 2A: "(IF YES) How? What specifically do you do?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Participate in Meetings	69	40.6
Been Consulted	60	35.3
Provide Background Data	4	2.4
Briefed on CDSS Draft	3	1.8
Not Applicable	34	20.0

Total responses: 143 *

Number of respondents: 135

Number not responding: 5

* Up to three responses were coded for each respondent.

TABLE 7

Summary of responses to Question 2B: "(IF NO) Do you believe you should be involved in the development of the CDSS strategy?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Yes	99	75.0
No	21	15.9
Not Applicable	12	9.1
<u>Total responses:</u> 132		
<u>Number not responding:</u> 8		

TABLE 8

Summary of responses to Question 2C: "(IF YES) How?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Participate in Meetings/Consultation	69	32.5
PVOs' Input on What Works	60	28.3
Provide PVO Strategic Plans	18	8.5
Input on Sections Related to PVOs	18	8.5
Solicit PVO Input at		
Annual Mission Meeting	4	1.9
Provide Institutional Memory	3	1.4
Incorporate PVO Model Programs into CDSS	3	1.4
Not Applicable	34	16.0
Other	3	1.4
<u>Total responses:</u> 212 *		
<u>Number of respondents:</u> 134		
<u>Number not responding:</u> 6		

* Up to three responses were coded for each respondent.

TABLE 9

Summary of responses to Question 3: "Do you anticipate that your organization's program emphasis will change in the next few years?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
No	77	56.2
Yes	60	43.8

Total responses: 137

Number not responding: 3

TABLE 10

Summary of responses to Question 3A: "(IF YES) In what ways do you expect it to change?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
More AID Support for Programs/Projects	48	29.8
Increased Emphasis on Indigenous Institutions	13	8.1
More Regional Focus	5	3.1
More Community Focus	6	3.7
Not Applicable	73	45.3
Other	16	9.9

Total responses: 161 *

Number of respondents: 135

Number not responding: 5

* Up to two responses were coded for each respondent.

TABLE 11

Summary of responses to Question 4: "What recommendations would you make to improve support provided to your organization by FVA/PVC or the Regional Bureaus?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Encourage More Communication	40	25.4
Provide More AID Funding	14	8.9
More Staff with Technical/Sector/ Country-Specific Knowledge needed in FVA/PVC/Regional Bureaus/Missions	9	5.8
Be Less Bureaucratic	9	5.7
Do Not Know	8	5.1
Reduce Internal Inconsistencies	8	5.1
Provide Increased Services by Mission	7	4.5
Develop Consultative Relationship	6	3.8
No Recommendations	6	3.8
Provide Better Mission Entrees	4	2.5
Provide Greater Support for PVO Programming	2	1.3
Encourage U.S.- Indigenous PVO Collaboration	2	1.3
Reduce Turnover of Project Officers	2	1.3
Distribute Project Information	2	1.3
Limit FVA/PVC Contact	3	1.9
Other	30	19.1

Total responses: 157 *

Number of respondents: 93

Number not responding: 47

* Up to three responses were coded for each respondent.

TABLE 12

Summary of responses to Question 5: "Please rank order how your organization performs each of the functions listed below (with 1 being relatively strongest and 9 being relatively weakest)."

KEY:

- A - Providing Technical Assistance
- B - Developing Indigenous Leadership
- C - Transfer of Appropriate Technology
- D - Conducting Analyses
- E - Working at the Community Level
- F - Relationship with Host Government
- G - Implementing Self-Sustaining Programs
- H - Income-Generating Opportunities
- I - Developing Sustainable Institutions

NR - No Response

	<u>STRONGEST</u>		3	4	5	6	7	<u>WEAKEST</u>		NR
	1	2						8	9	
	N %	N %	N %	N %	N %	N %	N %	N %	N %	N
A	22(19.1)	13(11.3)	14(12.2)	24(20.9)	12(10.4)	12(10.4)	9(7.8)	4(3.5)	4(3.5)	25
B	19(16.4)	16(13.8)	15(12.9)	15(12.9)	18(15.5)	11(9.5)	12(10.3)	7(6.0)	2(1.7)	24
C	2(1.7)	8(7.0)	9(7.8)	19(16.5)	17(14.8)	11(9.6)	14(12.2)	23(20.5)	11(9.6)	25
D	—	4(3.6)	5(4.5)	4(3.6)	5(4.5)	10(8.9)	13(11.6)	23(20.5)	47(41.9)	28
E	40(34.8)	15(13.0)	10(8.7)	10(8.7)	8(7.0)	8(7.0)	10(8.7)	5(4.3)	8(7.0)	25
F	11(9.7)	23(20.4)	15(13.3)	10(8.8)	12(10.6)	13(11.5)	9(8.0)	9(8.0)	10(8.8)	27
G	5(4.5)	16(14.3)	17(15.2)	11(9.8)	17(15.2)	15(13.4)	19(17.0)	8(7.1)	3(2.7)	28
H	6(5.4)	9(8.0)	21(18.8)	12(10.7)	16(14.3)	12(10.7)	10(8.9)	16(14.3)	9(8.0)	28
I	13(11.9)	13(11.9)	10(9.2)	10(9.2)	9(8.3)	16(14.7)	13(11.9)	13(11.9)	11(10.1)	31

TABLE 13

Summary of responses to Question 6: "For each item below, please indicate if you believe your organization's personnel in general are excellent, good, fair or poor."

	<u>Excellent</u>		<u>Good</u>		<u>Fair</u>		<u>Poor</u>		<u>NR</u>
	N	%	N	%	N	%	N	%	N
Ability to Work with Local Counterparts	92	(68.7)	39	(29.1)	2	(1.5)	1	(0.7)	6
Knowledge/Sensitivity to Host Country's Cultural Requirements	88	(65.2)	42	(31.1)	5	(3.7)	—		5
Previous Overseas Experience	84	(63.2)	37	(27.8)	10	(7.5)	2	(1.5)	7
Ability to Work with Host Country Government	69	(51.9)	51	(38.3)	13	(9.8)	—		7
Awareness of Host Country's Development Priorities	62	(46.6)	54	(40.6)	16	(12.0)	1	(0.7)	7
Technical Qualifications	57	(42.5)	65	(48.5)	11	(8.2)	1	(0.7)	6
Ability to Work with AID Mission	47	(35.6)	63	(47.7)	20	(15.2)	2	(1.5)	5

TABLE 14

Summary of responses to Question 7: "Now we would like to know how you view the A.I.D. personnel working in the countries in which you serve. For each item below, please indicate if you think they in general are excellent, good, fair or poor."

	<u>Excellent</u>		<u>Good</u>		<u>Fair</u>		<u>Poor</u>		<u>NR</u>
	N	%	N	%	N	%	N	%	N
Ability to Work with Local Counterparts	15	(13.4)	51	(45.5)	38	(33.9)	8	(7.1)	28
Knowledge/Sensitivity to Host Country's Cultural Requirements	15	(12.9)	54	(46.6)	38	(32.8)	9	(7.8)	24
Previous Overseas Experience	44	(38.3)	56	(48.7)	15	(13.0)			25
Ability to Work with Host Country Government	16	(14.0)	56	(49.1)	39	(34.2)	3	(2.6)	26
Awareness of Host Country's Development Priorities	46	(39.3)	57	(48.7)	13	(11.1)	1	(0.9)	23
Technical Qualifications	40	(33.1)	64	(52.9)	14	(11.6)	3	(2.5)	19
Ability to Work with your Organization's Personnel	34	(28.1)	56	(46.3)	25	(20.7)	6	(5.0)	19

A.I.D. has an elaborate project approval process. From your organization's experience with this process as it is implemented either in the field or out of A.I.D./W, what can be done to tailor the process as regards the review of PVO proposals? Please respond separately to:

TABLE 15

Summary of responses to Question 8A: "Tailoring the field project approval process."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Simplify Process	40	26.9
Expedite Process	25	16.8
No Complaints	24	16.1
Mission Should Educate PVOs	19	12.8
Allow more Time for RFPs and Other Requests	8	5.4
Emphasize End Result, Not Procedure	8	5.3
Increase Project Approval and Funding		
Responsibility at Mission Level	6	4.0
Need to be more Familiar with PVOs	2	1.3
Solicit Proposals from PVOs	2	1.3
Other	15	10.1

Total responses: 149 *

Number of respondents: 100

Number not responding: 40

* Up to three responses were coded for each respondent.

TABLE 16

Summary of responses to Question 8B: "Tailoring the AID/W project approval process."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Expedite Project Paper/Proposal Process	29	25.0
Simplify Process and Guidelines	24	20.7
Allow Mission to Review, Approve and Fund Projects	11	9.5
Improve Coordination	9	7.8
No Complaints	8	6.9
Establish Clear Guidelines for AID/W Project Review	7	6.0
Limit Proposal Length	3	2.6
Grant Extensions with Fewer New Projects	3	2.6
Acknowledge PVO Hardships	3	2.6
Do not Nit-Pick Over Project Details	2	1.7
Other	17	14.7

Total responses: 116 *

Number of respondents: 79

Number not responding: 61

* Up to three responses were coded for each respondent.

TABLE 17

Summary of responses to Question 9: "Does your organization participate in the RFP/competitive contracting process?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
No	88	69.8
Yes	38	30.2

Total responses: 126

Number not responding: 14

TABLE 18

Summary of responses to Question 9A: "Has your organization experienced any problems in this RFP/competitive contracting process?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Yes	18	15.0
No	13	10.8
Not Applicable	89	74.2

Total responses: 120

Number not responding: 20

TABLE 19

Summary of responses to Question 9B: "Specific problems with the RFP/competitive contracting process."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
PVOs at Disadvantage	11	8.3
Process is Arbitrary	10	7.6
No Problems	3	2.3
Creates Competition	2	1.5
Delayed Award Dates	2	1.5
Disadvantage Not Being in D.C.	2	1.5
Not Applicable	93	70.5
Other	9	6.8

Total responses: 132 *

Number of respondents: 118

Number not responding: 22

* Up to three responses were coded for each respondent.

TABLE 20

Summary of responses to Question 10: "What changes in the present contracting procedures would enhance your organization's working relationship with USAID Mission(s)?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Focus on Timeliness/Faster Processing	11	9.6
None	9	7.8
Provide Clearer Process with Less Subjectivity	8	7.0
Facilitate Better Mission/ PVO Communication	6	5.2
Educate PVOs on Guidelines	6	5.2
Mission Project Approval	5	4.3
Encourage Collaborative Planning with AID/PVOs	4	3.5
More "Freedom of Action" Re: Implementation	3	2.6
Emphasize RFA Approach	2	1.7
Build Stronger Relationship with PVOs and Local NGOs	2	1.7
Provide PVO Set-Asides for Small PVOs New to Contracting	2	1.7
Request Pre-Qualification Statements from PVOs	2	1.7
Not Applicable	39	34.0
Other	16	13.9

Total responses: 115 *

Number of respondents: 95

Number not responding: 45

* Up to three responses were coded for each respondent.

TABLE 21

Summary of responses to Question 11: "A.I.D. has elaborate implementation procedures (workplans, fiscal and program reporting, evaluations, etc.) that PVOs are required to follow. Please comment and recommend specific ways in which these procedures can be improved/streamlined from a PVO perspective."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Simplify Reporting Procedures	59	36.2
Feel Process is Fair	32	19.6
Enhance AID/PVO Communication	21	12.9
Improve Evaluation Process	19	11.7
Mission Personnel Should be Better Informed on PVO Proposal Guidelines	6	3.7
Budget Flexibility	3	1.8
Decrease Time for Contract Payments	2	1.2
Other	21	12.9

Total responses: 163 *

Number of respondents: 104

Number not responding: 36

* Up to three responses were coded for each respondent.

TABLE 22

Summary of responses to Question 12: "Some in AID and some among PVOs have expressed concerns about PVOs serving, or being viewed as serving, as extensions of U.S. foreign policy. On the other hand, many see the current "partners in development" effort between AID and the PVO community as both healthy and long overdue. What has been your organization's experience as regards this issue?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Partners if Appropriate	84	49.4
Welcome	50	29.4
PVOs Feel Used	12	7.1
Difficulty with AID Personnel		
Seeing PVOs as Partners	6	3.5
When PVO Uses U.S.G. Money, it should		
be used to further U.S. Policy	4	2.4
AID More Careful to Monitor Local		
Counterpart Activity in Potentially		
Charged Areas	3	1.8
People Receiving Benefits Do Not See		
Relationship with U.S. Foreign Policy	3	1.8
Disagree on Abortion Policy	2	1.2
Other	6	3.5

Total responses: 170 *

Number of respondents: 125

Number not responding: 15

* Up to two responses were coded for each respondent.

TABLE 23

Summary of responses to Question 13: "Has Mission activity with indigenous PVOs had any measurable effect on your organization's relationship with field Missions?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
No	90	67.7
Yes	43	32.3

Total responses: 133

Number not responding: 7

TABLE 24

Summary of responses to Question 13A: "(IF YES) Please indicate how AID's relationship with your organization has been changed both quantitatively and qualitatively because of the increasing use of indigenous PVOs."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Stronger Relationship	14	11.1
Fosters Competition with Indigenous Organizations	8	6.3
Increases Need for PVOs to Provide Technical Assistance	7	5.6
Money Spent Poorly	3	2.4
Decreased PVO Importance as Donors to Non-U.S. Organizations	2	1.6
Not Applicable	86	68.2
Other	6	4.8

Total responses: 126 *

Number of respondents: 123

Number not responding: 17

* Up to two responses were coded for each respondent.

TABLE 25

Summary of responses to Question 14: "Has your organization participated in any sort of local, indigenous consortia?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Yes	69	51.9
No	64	48.1

Total responses: 133

Number not responding: 7

TABLE 26

Summary of responses to Question 14A: "(IF YES) Please state which ones were most successful and why and which ones were least successful and why."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Successful; Facilitated Communication	25	19.0
Successful; Provides Technical Assistance	11	8.3
Successful; Provides Services	6	4.5
Successful; Due to High Interest and Effort	5	3.8
Successful; Joint Training Programs	4	3.0
Successful; Provides Government Liaison	4	3.0
Successful; Handles Disbursements	3	2.3
Successful; Project Collaboration	2	1.5
Unsuccessful; No Reason Given	2	1.5
Not Applicable	62	47.0
Other	8	6.1

Total responses: 132 *

Number of respondents: 111

Number not responding: 29

* Up to two responses were coded for each respondent.

TABLE 27

Summary of responses to Question 15: "What has been your experience with Peace Corps' involvement in AID-supported PVO programs with your organization (include P.L. 480 programs)?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
None	61	49.2
Have Used; Good Experience	41	33.1
Some Use of Peace Corps Volunteers	11	8.9
Limited Use; Negative Experience	7	5.6
Planning to Use Peace Corps Volunteers	2	1.6
Other	2	1.6

Total responses: 124

Number not responding: 16

TABLE 28

Summary of responses to Question 15A: "Are there suggestions you could make regarding increasing or improving AID/Peace Corps cooperation?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
PC Use in Project/Program Planning Stages	9	17.0
None	9	17.0
Better Access to PCVs	7	13.2
Better PC Training	6	11.3
More Qualified PCVs	6	11.3
Inform PVOs of Official AID/PC Policy of Cooperation	3	5.7
Better Communication	3	5.7
Other	10	18.9

Total responses: 53

Number not responding: 87

TABLE 29

Summary of responses to Question 16: "Do you believe the collaboration between AID and your organization has increased, decreased or remained unchanged during the past 10 years?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Increased	95	71.4
Unchanged	18	13.5
Decreased	14	10.5
Both Increased and Decreased	5	3.8
Other	1	0.8

Total responses: 133

Number not responding: 7

TABLE 30

Summary of responses to Question 16A: "Please specify some indicators of this change (either increased or decreased.)"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Increased Funding	70	42.2
Climate of Cooperation	31	18.7
More Contact with AID	25	15.1
Decreased Funding/Low Program Priority	14	8.4
AID Identifies Grantees	2	1.2
Not Applicable	15	9.0
Other	9	5.4

Total responses: 166 *

Number of respondents: 125

Number not responding: 15

* Up to two responses were coded for each respondent.

TABLE 31

Summary of responses to Question 17: "Please comment on whether U.S.-based/affiliated PVOs should be used as a cost-effective way of addressing major sectoral problems."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Case-by-Case Basis	34	30.1
Yes; Broader Scale	21	18.6
Yes; PVOs are Cost-Effective	19	16.8
Yes; No Comment	10	8.8
No; Not Sectoral	10	8.8
Yes; If Short-Term	3	2.7
No; Budgets are Too Small	3	2.7
Yes; If Long-Term	2	1.8
Yes; If Better Partnership, PVOs are Involved in Planning	2	1.8
No; No Comment	2	1.8
Other	5	4.4

Total responses: 111

Number not responding: 27

TABLE 32

Summary of responses to Question 18: "What obstacles not mentioned yet, if any, do you think currently exist that hinder or make difficult an enhanced AID/PVO relationship?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Lack of Recognition/Understanding/ Partnership	31	28.4
Lack of Communication/Interaction	24	22.1
Individual Personnel	8	7.3
Budget Uncertainties	6	5.5
AID's Political Nature	6	5.5
Diverse AID Offices	5	4.6
AID Personnel Not Familiar with Project Content	4	3.7
Diversity of PVOs	4	3.7
25% Privatness Rule	2	1.8
Other	19	17.4

Total responses: 109 *

Number of respondents: 59

Number not responding: 81

* Up to four responses were coded for each respondent.

TABLE 33

Summary of responses to Question 18A: "Please make specific recommendations as to how any obstacles to this enhanced relationship can be removed."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Facilitate Better Communication	25	21.2
Encourage More AID/PVO Respect and Professional Collaboration	22	18.6
Reduce Bureaucracy	13	11.0
Provide for Long-Term Program Planning	8	6.8
More Focus on Humanitarian Development Assistance	6	5.1
Have PVO Liaison Office in All Missions	6	5.1
AID Train PVOs in Program Management and AID Procedures	4	3.4
Support More Grassroots Projects	4	3.4
Provide AID Staff with a PVO Project Directory	2	1.7
Separate Development from Non-Development Funding	2	1.7
Other	26	22.0

Total responses: 118 *

Number of respondents: 70

Number not responding: 70

* Up to five responses were coded for each respondent.

APPENDIX D.

Summary of USAID Mission Responses

TABLE 34

<u>Origin of Questionnaire:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Africa	28	49.1
Asia and Near East	15	26.3
Latin America	14	24.6
 <u>Total responses: 57</u>		
 <u>Respondent was:</u>		
Other staff	31	54.4
Mission Director or Deputy	18	31.6
No Indication	8	14.0
 <u>Total responses: 57</u>		

TABLE 35

Summary of responses to Question 1: "In your country, indicate the extent of PVO activity as opposed to the activity of all other implementing agents under each of the following categories:"

-
- A. PVOs as contractors implementing bilateral programs under competitive procurement
 B. PVOs as contractors implementing bilateral programs under non-competitive procurement
 C. PVOs as grantees implementing mission-initiated or supported activities
 D. PVOs as grantees implementing their own programs without mission or central funds
 E. PVOs as implementors of AID/W-funded activity, e.g., Food Aid, Matching Grants, etc.
 F. PVOs as other. Please specify.

NR - No response given

	<u>Minimal</u>		<u>Moderate</u>		<u>Substantial</u>		<u>Exclusively</u>		<u>NR</u>
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	
A.	40	(81.6)	6	(12.2)	3	(6.1)	—		8
B.	30	(61.2)	10	(20.4)	9	(18.4)	—		3
C.	14	(25.5)	17	(30.9)	24	(43.6)	—		2
D.	23	(43.4)	22	(41.5)	8	(15.1)	—		4
E.	11	(19.3)	20	(35.1)	22	(38.6)	4	(7.0)	
F.	4	(80.0)	—		1	(20.0)	—		52

TABLE 36

Summary of responses to Question 2: "Please rate the performance of each of the agents in performing the functions listed below:"

-
- A. Providing Technical Assistance
 B. Developing Indigenous Leadership Capacity Through In-Country Training
 C. Transferring Appropriate Technologies
 D. Working at the Community Level
 E. Establishing/Cultivating Relationships with Host Country Government and Private Sector Groups
 F. Encouraging Policy Change Through Analysis and Policy Dialogue
 G. Developing Sustainable Institutions

NR - No response given

<u>UNIVERSITIES:</u>	<u>Excellent</u>		<u>Good</u>		<u>Fair</u>		<u>Poor</u>		<u>NR</u> <u>N</u>
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	
A.	10	(22.2)	26	(57.8)	9	(20.0)	—		12
B.	3	(7.9)	20	(52.6)	14	(36.8)	1	(2.6)	19
C.	7	(16.7)	20	(47.6)	14	(33.3)	1	(2.4)	15
D.	—		9	(27.3)	17	(51.5)	7	(21.2)	24
E.	5	(11.4)	31	(70.5)	6	(13.6)	2	(4.5)	13
F.	6	(15.8)	18	(47.4)	14	(36.8)	—		19
G.	5	(11.9)	19	(45.2)	16	(38.1)	2	(4.8)	15
<u>PVOs:</u>	<u>Excellent</u>		<u>Good</u>		<u>Fair</u>		<u>Poor</u>		<u>NR</u> <u>N</u>
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	
A.	8	(15.1)	33	(62.3)	11	(20.8)	1	(1.9)	4
B.	12	(22.6)	27	(50.9)	13	(24.5)	1	(1.9)	4
C.	11	(20.8)	28	(52.8)	14	(26.4)	—		4
D.	32	(59.3)	21	(38.9)	1	(1.9)	—		3
E.	13	(23.6)	32	(58.2)	8	(14.5)	2	(3.6)	2
F.	—		11	(28.9)	15	(39.5)	12	(31.6)	19
G.	6	(11.3)	18	(34.0)	25	(47.2)	4	(7.5)	4

TABLE 36
(CONTINUED)

- A. Providing Technical Assistance
- B. Developing Indigenous Leadership Capacity Through In-Country Training
- C. Transferring Appropriate Technologies
- D. Working at the Community Level
- E. Establishing/Cultivating Relationships with Host Country Government and Private Sector Groups
- F. Encouraging Policy Change Through Analysis and Policy Dialogue
- G. Developing Sustainable Institutions

NR - No response given

<u>BUSINESSES:</u>	<u>Excellent</u>		<u>Good</u>		<u>Fair</u>		<u>Poor</u>		<u>NR</u> N
	N	%	N	%	N	%	N	%	
A.	7	(16.7)	28	(66.7)	7	(16.7)	—		15
B.	1	(2.9)	19	(54.3)	14	(40.0)	1	(2.9)	22
C.	5	(12.5)	26	(65.0)	9	(22.5)	—		17
D.	2	(5.7)	11	(31.4)	21	(60.0)	1	(2.9)	22
E.	5	(11.9)	28	(66.7)	9	(21.4)	—		15
F.	3	(7.9)	24	(63.2)	10	(26.3)	1	(2.6)	19
G.	—		21	(52.5)	18	(45.0)	1	(2.5)	17

TABLE 37

Summary of responses to Question 3: "Please rank order how U.S.-based/affiliated PVOs in your country perform the functions listed below (with 1 being relatively strongest and 9 being relatively weakest)."

KEY:

- A. Providing technical assistance
- B. Developing indigenous leadership capacity through training
- C. Supporting the transfer of appropriate technologies
- D. Preparing policy, sector and strategy analyses and encouraging policy change
- E. Working at the community level
- F. Establishing positive relationships with host country government and private sector groups
- G. Implementing self-sustaining programs
- H. Emphasizing income generating opportunities for program participants/beneficiaries
- I. Developing sustainable institutions

NR - No Response

	STRONGEST								WEAKEST				NR N
	1 N %	2 N %	3 N %	4 N %	5 N %	6 N %	7 N %	8 N %	9 N %				
A.	4(9.7)	3(7.3)	10(24.4)	6(14.6)*	7(17.1)	8(19.5)	2(4.8)	1(2.4)	—	—	16		
B.	4(10.3)	6(15.4)	9(23.1)*	7(17.9)	8(20.5)	4(10.3)	1(2.6)	—	—	—	18		
C.	2(4.9)	9(22.0)	9(22.0)*	5(12.2)	5(12.2)	6(14.6)	3(7.3)	1(2.4)	1(2.4)	—	16		
D.	1(2.2)	—	1(2.2)	2(4.4)	1(2.2)	3(6.7)	2(4.4)	2(4.4)	33(73.3)*	—	12		
E.	28(62.2)*	8(17.8)	2(4.4)	3(6.7)	1(2.2)	1(2.2)	1(2.2)	—	1(2.2)	—	12		
F.	5(12.2)	6(14.6)	5(12.2)	6(14.6)*	4(9.8)	6(14.6)	6(14.6)	2(4.9)	1(2.4)	—	16		
G.	—	2(5.0)	2(5.0)	4(10.0)	2(5.0)	6(15.0)	10(25.0)*	12(30.0)	2(5.0)	—	17		
H.	3(7.7)	7(17.9)	2(5.1)	5(12.8)	10(25.6)*	5(12.8)	2(5.1)	2(5.1)	5(7.7)	—	18		
I.	—	—	2(5.1)	2(5.1)	1(2.6)	1(2.6)	12(30.8)*	18(46.2)	3(7.7)	—	18		

* Midpoint

TABLE 38

Summary of responses to Question 4: "Now we would like to know what you think about the personnel of U.S.-based/affiliated PVOs working in your country."

- A. Technical qualifications
- B. Previous overseas experience
- C. Ability to work with their local counterparts
- D. Ability to work with host country government
- E. Ability to work with USAID Mission
- F. Knowledge of and sensitivity to host country's cultural requirements
- G. Awareness of host country's development priorities

NR - No response given

	<u>Excellent</u>		<u>Good</u>		<u>Fair</u>		<u>Poor</u>		<u>NR</u> N
	N	%	N	%	N	%	N	%	
A.	10	(17.9)	38	(67.9)	7	(12.5)	1	(1.8)	1
B.	20	(37.0)	32	(59.3)	2	(3.7)	—		3
C.	18	(32.7)	33	(60.0)	3	(5.5)	1	(1.8)	2
D.	8	(14.3)	38	(67.9)	9	(16.1)	1	(1.8)	1
E.	16	(28.6)	33	(58.9)	7	(12.5)	—		1
F.	18	(32.7)	36	(65.5)	—		1	(1.8)	2
G.	5	(9.1)	32	(58.2)	18	(32.7)	—		2

TABLE 39

Summary of responses to Question 5: "Approximately what percentage of U.S.-based/affiliated PVOs in your country are capable of participating with some possibility of modest success in the A.I.D. competitive contracting process?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
40 - 60%	10	20.4
None - 0%	9	18.4
1 - 4%	9	18.4
25 - 39%	8	16.3
61 - 75%	6	12.2
100%	4	8.2
76 - 99%	3	6.1
<u>Total responses:</u>	49	
<u>Number of respondents:</u>	49	
<u>Number not responding:</u>	8	

TABLE 40

Summary of responses to Question 5A: "Please explain."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
PVOs have experience, have no trouble	12	19.4
Lack financial and staff resources to allow them to compete	11	17.7
Some PVOs have a special expertise which gives them an advantage	10	16.1
PVOs not interested in competing for contracts	9	14.5
Difficulty complying with AID's administrative requirements	6	9.7
No expertise in areas in which A.I.D. is working	3	4.8
Participate with home office support	2	1.6
Not a PVO function - they provide specialized local assistance	2	3.2
Other	7	11.3

Total responses: 62 *

Number of respondents: 32

Number not responding: 25

* Up to two responses were coded for each respondent.

TABLE 41

Summary of responses to Question 6: "What changes in the present delegations of authority or changes in the present contracting procedures would enhance the U.S.-based/affiliated PVOs working relationship with your Mission?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
None - relationship fine	17	34.7
Mission should sign all grants including PL 480; and monitor and issue waivers for them	13	26.5
Clarify and increase Mission authority on cooperative agreements	4	8.2
Limit number of PVOs invited to bid	2	4.1
Mission have copies of AID/W grants; cooperative agreements	2	4.1
Clarification of competition guidelines/regulations	2	4.1
Other	9	18.3

Total responses: 49 *

Number of respondents: 42

Number not responding: 15

* Up to three responses were coded for each respondent.

TABLE 42

Summary of responses to Question 7: "We are interested in your experience regarding Mission management of Mission-funded U.S./PVO activity. Have these activities required more or different management attention compared with conventional contracts/grants?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
No	31	56.4
Yes	22	40.0
N.A. - No PVO activities	2	3.6

Total responses: 55

Number of respondents: 55

Number not responding: 2

TABLE 43

Summary of responses to Question 7A: "Please explain."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
More attention - PVOs need help with AID/W requirements	8	12.5
More attention - involved in the design of new activities	4	6.3
More attention - PVOs weak in financial management	4	6.3
More attention - collaborative style results in better project	4	6.3
More attention - PVOs cannot deal with host country government	3	4.7
More attention in PL480 grants	3	4.7
Different - staff time into monitoring instead of implementing	3	4.7
Less attention	2	3.1
N.A. - No to Question 7	27	42.2
Other	6	9.5

Total responses: 64 *

Number of respondents: 51

Number not responding: 6

* Up to three responses were coded for each respondent.

TABLE 44

Given your current CDSS strategy and budget projections, we are interested in your expectations for future Mission-funded activities with U.S.-based/affiliated PVOs in your country.

Summary of responses to Question 8A: "Do you anticipate that the percent of the PVO activity relative to your Mission's total budget will increase, stay about the same, or decrease?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Stay about the same	24	45.3
Increase	15	28.3
Decrease	14	26.4
<u>Total responses: 53</u>		
<u>Number of respondents: 53</u>		
<u>Number not responding: 4</u>		

TABLE 45

Summary of responses to Question 8B: "Please give specific reasons to support your answer to Question 8A."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Decrease - phase down/out program and budget decrease	10	24.4
Increase - project starting or expanding	9	22.0
Same - despite emphasis on sector programs and budget reductions	9	22.0
Same - host government resistant to increase	3	7.3
Increase - good past experiences	2	4.9
Increase - use umbrella approach	2	4.9
Other	6	14.5
<u>Total responses: 41</u>		
<u>Number of respondents: 41</u>		
<u>Number not responding: 16</u>		

TABLE 46

Summary of responses to Question 9: "Do you anticipate the nature (program emphasis, etc.) of the PVO activity to change in your country?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
No	32	56.1
Yes	25	43.9

Total responses: 57

Number of respondents: 57

Number not responding: 0

TABLE 47

Summary of responses to Question 9A: "(If yes) In what ways do you expect it to change?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Increase emphasis on particular program or project	15	22.7
Shift from relief to development approach	7	10.6
Phase down particular project	4	6.1
More use of indigenous PVOs	4	6.1
N.A. - No to Question 9	31	46.7
Other	5	7.5

Total responses: 66 *

Number of respondents: 56

Number not responding: 1

* Up to two responses were coded for each respondent.

TABLE 48

Summary of responses to Question 10: "Do you see a greater role for U.S.-based/affiliated PVOs in utilizing host country currency generated by A.I.D. programs?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Yes	24	52.2
No	22	47.8

Number not responding: 11

Total responses: 57

TABLE 49

Summary of responses to Question 10A: "If yes to Question 10, please elaborate."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Yes - use PL480 monetization to fund local development	9	18.6
No - host government objection	5	10.4
Yes - shift from host government to PVO use	4	8.3
Yes - local currency better than dollars	4	8.3
Yes - funds already exist	3	6.3
No - large existing demand for PL480 funds	2	4.2
Not applicable	14	29.2
Other	7	14.6

Total responses: 48 *

Number of respondents: 46

Number not responding: 11

* Up to two responses were coded for each respondent.

TABLE 50

Summary of responses to Question II: "What are the typical needs, if any, experienced by your mission regarding its relationship with U.S.-based/affiliated PVOs? Could FVA/PVC or your Regional Bureau assist your mission in responding to these needs? Please elaborate."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Increased consultation and information-sharing between Missions and AID/W	18	30.5
No need for assistance	12	20.3
PVOs need to keep Mission better informed of activities	5	8.5
Missions need more funds for PVOs	5	8.5
FVA compile lessons learned report	4	6.8
FVA screen PVOs to make sure they speak the local language	2	3.4
FVA should help PVOs understand country effective and Mission strategies	2	3.4
More authority for local PVO representatives	2	3.4
FVA should encourage PVOs to mobilize non-AID resources	2	3.4
Other	4	11.9

Total responses: 59 *

Number of respondents: 44

Number not responding: 13

* Up to four responses were coded for each respondent.

TABLE 51

Summary of responses to Question 12: "What recommendations would you make regarding how FVA/PVC or your regional bureau can work collaboratively with your Mission to improve management of AID/W funded PVO programs?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
More information about and visits to projects by FVA/PVC and PVOs	40	34.8
Mission should have greater role of approval and administration of projects in their country	22	20.2
AID/W and Mission responsibilities need clear definition	10	9.2
Minimize Mission management burden	6	5.5
Satisfactory - no problem	6	5.5
Missions have more money to obligate	4	3.7
PVOs must follow Mission policy	2	1.8
N.A. - No AID/W funded programs	12	11.0
Other	7	7.0

Total responses: 109 *

Number of respondents: 52

Number not responding: 5

* Up to four responses were coded for each respondent.

TABLE 52

Summary of responses to Question 13: "Do you seek participation by U.S.-based/affiliated PVOs in any manner in the CDSS process?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
No	31	55.4
Yes	22	39.3
No CDSS required for this Mission	3	5.4

Total responses: 56

Number of respondents: 56

Number not responding: 1

TABLE 53

Summary of responses to Question 13A: "(If yes) How? What specifically do the PVOs do in the CDSS process?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Indirect, informal input	19	30.2
PVOs outline their own plans	7	11.1
Provide background information on country	3	4.8
N.A. - No to Question 13	32	50.8
Other	2	3.2

Total responses: 63 *

Number of respondents: 55

Number not responding: 2

* Up to three responses were coded for each respondent.

TABLE 54

Summary of responses to Question 13B: "Any other comments about the CDSS process as regards the participation of PVOs?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
PVO ideas important	7	30.4
Get PVO and other input to insure balance of perspective	4	17.4
PVO involvement should depend on Mission needs	3	13.0
AID input into PVO planning, too	2	8.7
PVOs provide grassroots perspective	2	8.7
Other	5	21.7

Total responses: 23 *

Number of respondents: 21

Number not responding: 36

* Up to two responses were coded for each respondent.

TABLE 55

In order to improve the Mission/PVO relationship in the future, AID is encouraging the PVOs to improve their strategic planning capability as well as to acquire technical sector expertise. What do you think should be done by AID and the PVOs to accomplish this objective?

Summary of responses to Question 14A: "By A.I.D.?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Improve PVO technical expertise; Provide funds to upgrade	16	25.1
AID/W encourage and sponsor PVO personnel training	13	20.3
Inform PVOs about Mission strategy	7	10.9
Nothing - strategic planning is not the business of PVOs	6	9.4
Greater senior PVO/ Mission management interaction	4	6.3
Nothing - select PVOs carefully	4	6.3
More rigorous project review	4	6.3
Other	10	15.7

Total responses: 64 *

Number of respondents: 43

Number not responding: 14

* Up to three responses were coded for each respondent.

TABLE 56

Summary of responses to Question 14B: "By PVOs?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Pay better; hire or contract more technically qualified staff	23	33.8
Greater PVO/Mission staff contact including senior levels	13	19.1
Focus activity in one sector	9	13.2
Understand Mission role, strategy	6	8.8
Better communication and expertise sharing among PVOs	5	7.4
Expand funding base	3	4.4
Emphasize development over welfare	2	2.9
Learn local development needs	2	2.9
Other	5	7.3

Total responses: 68 *

Number of respondents: 40

Number not responding: 17

* Up to three responses were coded for each respondent.

TABLE 57

Summary of responses to Question 15: "What has been your experience with Peace Corps' involvement in A.I.D.-supported PVO programs in your country (include PL480 programs)?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Have used, good experience	21	32.8
None, have not used PCVs	11	17.2
No Peace Corps in country	9	14.1
Planning to use	8	12.5
Some use, no indication of quality	5	7.8
Considering use in future	5	7.8
Other	5	8.0

Total responses: 64 *

Number of respondents: 53

Number not responding: 4

* Up to two responses were coded for each respondent.

TABLE 58

Summary of responses to Question 15A: "Are there suggestions you could make regarding increasing or improving AID/Peace Corps cooperation? See STATE 49783"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
No	4	22.2
Coordinate PVO projects with PCVs available	4	22.2
Conduct joint seminars	2	11.1
Other	8	44.5

Total responses: 18 *

Number not responding: 42

Number of respondents: 15

* Up to two responses were coded for each respondent.

TABLE 59

Summary of responses to Question 16: "Please comment on whether US-based/affiliated PVOs should be used as a cost-effective way of addressing major sectoral problems."

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
No, lack resources to be effective; are not cost effective	15	25.0
Yes, involved if have expertise	13	21.7
Yes, AID and PVOs partners in conceptualizing projects	9	15.0
Depends on PVO	8	13.3
No, would conflict with grassroots approach	7	11.7
Yes, part of coordinated effort	3	5.0
No, do not have leverage with host country government	3	5.0
Other	2	3.3

Total responses: 60 *

Number of respondents: 43

Number not responding: 14

* Up to two responses were coded for each respondent.

TABLE 60

Summary of responses to Question 16A: "Within this context, how well do PVOs design projects?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Fair	29	56.9
Good	15	29.4
Poor	5	9.8
Excellent	2	3.9

Total responses: 51

Number of respondents: 51

Number not responding: 6

TABLE 61

Summary of responses to Question 16.A.1: "How can the PVOs' project design capabilities be improved?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
PVOs hire better people to design	21	27.3
Provide PVOs with training, guidelines	17	22.1
More knowledge of effective development techniques	9	11.7
Joint design with Mission staff	7	9.1
Address implementation specifics during design	5	6.5
Use Evaluation Results in New Designs	3	3.9
Include PVOs in CDES and sector strategy	3	3.9
PVO field staff, not headquarters, should do design	2	2.6
Other	10	13.0

Total responses: 77 *

Number not responding: 13

Number of respondents: 44

* Up to three responses were coded for each respondent.

TABLE 62

Summary of responses to Question 16.B: "Also, how well do PVOs implement projects?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Good	40	78.4
Fair	7	13.7
Excellent	4	7.8
Poor	0	0

Total responses: 57

Number of respondents: 51

Number not responding: 6

TABLE 63

Summary of responses to Question 16.B.1: "How can the PVO's project implementation capabilities be improved?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Hire more qualified staff	17	34.0
Training by A.I.D.	8	16.0
Have more rigorous internal project administration, monitoring	8	16.0
More realistic project design	7	14.0
Other	10	20.0

Total responses: 50 *

Number of respondents: 40

Number not responding: 17

* Up to three responses were coded for each respondent.

TABLE 64

Summary of responses to Question 17: "What obstacles not mentioned yet, if any, do you believe currently exist that hinder or make difficult the Mission/PVO relationship?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
PVOs must realize that USG funding means USG control	8	13.6
None, everything fine	6	10.2
Increase mutual trust	6	10.2
PVOs fail to follow through on AID procedures and requirements	4	6.8
Inflexibility by A.I.D. in programming scarce money	3	5.1
PVOs need to recognize the broader spectrum of A.I.D.'s work	3	5.1
Field staff make design and implementation decisions instead of headquarters (PVO and Mission)	2	3.4
PVOs resent needing host government approval	2	3.4
Insufficient Mission Staff	2	3.4
PVOs do not accept importance of economic criteria	2	3.4
Other	21	35.6

Total responses: 59 *

Number not responding: 14

Number of respondents: 43

* Up to four responses were coded for each respondent.

TABLE 65

Summary of responses to Question 17.A: "What should the mission, AID/W and the PVOs do to help overcome these obstacles and more fully utilize the capabilities that the U.S.-based/affiliated PVOs bring to the development effort?"

<u>Response:</u>	<u>Number:</u>	<u>Percentage of Responses:</u>
Increase communication	11	14.5
PVO staff needs to be better qualified	8	10.5
Realistic collaboration	7	9.2
Use PVOs in their strongest area - small, grass roots projects	7	9.2
PVOs need to demonstrate good results, AID demand quality for its money	4	5.3
Need more funding for projects	3	3.9
PVOs realize if they use USG money they accept some USG control	3	3.9
Instruct PVOs on need to follow reporting and all requirements	3	3.9
AID help PVOs with quality design	2	2.6
Stiffen competitive bidding standards for PVOs	2	2.6
AID should decrease field paper work	2	2.6
PVOs need to publicly recognize the contribution of USG	2	2.6
AID respect PVO independence	2	2.6
N.A.- No obstacles	4	5.3
Other	16	21.0

Total responses: 76 *

Number of respondents: 39

Number not responding: 18

* Up to four responses were coded for each respondent.
