

PN-ACM-704

# Europe and Eurasia Bureau Implementing Partners Conference

## Conference Report

January 30, 2001  
Hotel Washington

*We at USAID are grateful, because we rely on you just as much as you rely on us. USAID's success depends in large part on the success of our partnership—and whatever changes this agency may undergo in the coming years, I know this will always be true.*

**Donald L. Pressley**  
January 30, 2001



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Cover photo credits: Top, Mary Ann Micka, Chief, Health Reform and Humanitarian Assistance Division, E&E/EEEST and Donald Harbick, Associate Executive Director for Partnership Programs, American International Health Alliance; bottom left, Paige Alexander, Acting Deputy Assistant Administrator for Europe and Cecilia Ciepiela, Technical Director, Enterprise Development, Carana Corporation; bottom right, Jim Walker, Principal Associate, Nathan Associates, Inc. and Linda Morse, Acting Assistant Administrator for Europe and Eurasia.

United States Agency for International  
Development

**Bureau for Europe and Eurasia**

**Implementing  
Partners  
Conference**

January 30, 2001  
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Washington, D.C.



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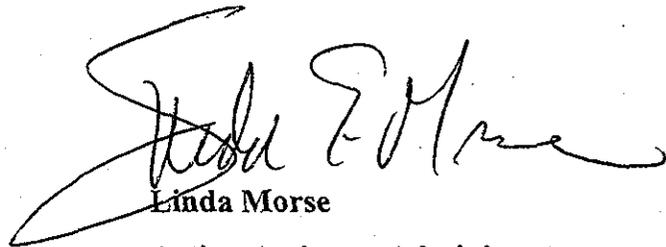
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## ***FOREWORD***

This report serves as a tribute to Donald Pressley, who today completes 25 years of service to the Agency for International Development, six of those years as the Assistant Administrator for the Bureau of Europe and Eurasia. Don's words on the cover come from his heart. Throughout his tenure as our Bureau's Assistant Administrator, there was nothing more important to Don than establishing a firm relationship with the Bureau's implementing partners. It was Don who was the energizing force for the first Implementing Partners Conference, now an annual highlight for USAID personnel and our 150-plus partners. At that time he invited our partners to "build a sustainable partnership strategy that is the best we can offer as we move into the 21<sup>st</sup> Century." That invitation soon thereafter was transformed into one of the Bureau's overarching goals.

In fact, the theme of sustainable partnerships in many ways presages the future direction of our Agency as well.

Thank you, Don, for your years of service to our Agency and our Bureau. I assure you every effort will be made to sustain and enhance the relationships with our implementing partners to which you lent your energy and vision.

A handwritten signature in black ink, appearing to read "Linda Morse", is written over the printed name.

**Linda Morse**

**Acting Assistant Administrator  
Bureau for Europe and Eurasia**

May 18, 2001

## *EXECUTIVE SUMMARY*

The third annual E&E Implementing Partners Conference was held in Washington, DC on January 30, 2001. George Ingram, Deputy Assistant Administrator, E&E Bureau, welcomed attendees and said that the Conference was intended to foster dialog and an exchange of views between the E&E Bureau and its implementing partners.

Linda Morse, Acting Assistant Administrator, E&E Bureau, presented partners with an update. The E&E Bureau is responding to questions and requests for information from the new administration. No changes are anticipated for the Bureau's basic strategy or priorities.

Bill Maynes, President, Eurasia Foundation and Pavel Demos, Director, Central & Eastern Europe, German Marshall Fund, addressed development trends from a regional perspective. Mr. Maynes pointed out the need for the Agency to firmly and publicly establish its importance. He suggested that the Agency and its partners direct their efforts toward assisting the democratic forces in the USAID host countries to assume posts of influence and recommended that USAID take more of a proactive consultative role in this regard.

Mr. Demos said that the countries of the region are in a state of transition and country-specific strategies are needed. While there are many challenges, there are also encouraging developments that promise future change. We are going to see greater collaboration as people realize that single country efforts are not enough. The peoples of the region need not only financial assistance but also partners with leadership courage and true democratic commitment.

Keynote speaker Don Pressley, Acting Administrator, spoke on the challenges USAID faces going into the 21<sup>st</sup> century. Without the Cold War motivation, the Agency and its partners must better articulate and illustrate the importance of their work in order to demonstrate its continuing relevance. Programs must be selected where USAID can have the greatest impact and best support the foreign policy of the Administration. Mr. Pressley said the three major challenges abroad are disasters, diseases, and development. The Agency must improve response to natural and man-made disasters. Infectious diseases are a challenge to the well-being of the United States as well as to the developing world. And in terms of development, Mr. Pressley noted how it is an act of political will and that we should give credit to the leaders who are making tough choices for the long-term good of their country.

Mr. Ingram introduced the break-out discussions, which focused on four trans-border themes that are priorities in the current USAID programming:

- Anti-corruption as a crosscutting development issue;
- Conflict resolution and its impact on refugees and internal displaced persons;
- Regional linkages as a tool to promote integration, including trade;
- Information technology for development.

Mr. Ingram said that corruption affects all assistance areas and so must be addressed, explicitly or implicitly in almost all programs. Conflict resolution requires that the

immediate needs of refugees and internally displaced persons be met while programs, at the same time, move forward to help address the root causes of conflict. Regional integration is central to all E&E programs, and addressing the information technology theme, Mr. Ingram noted how it transforms processes and institutions to create opportunities and linkages across the board. Mr. Ingram added that gender is a theme that must be factored into all programs.

The opinions, ideas, and recommendations emerging from the break-out discussions were reported at the beginning of the afternoon Plenary.

Following the reports, Robin Phillips, Director, Office of New Independent States Country Affairs, and Paula Feeney, Director, Office of European Country Affairs, gave the afternoon's opening address on the Introduction of Trans-border Themes Within Regional Clusters. Mr. Phillips said that the E&E Bureau is making a shift from working with central governments to working on a local level and working with the private sector. Social transition issues are now a focus and programs must incorporate ways to change the attitudes of the peoples of the region. Ms. Feeney addressed the Agency's budget and said that Congress was showing signs of interest in doing more in the E&E region.

Mr. Ingram introduced the afternoon's break-out discussions and asked partners to address the morning's four trans-border themes in relation to their clusters:

- Caucasus & Central Asia;
- West New Independent States & Russia Cluster;
- Southern and Northern Europe Cluster;
- Balkans Cluster.

Partners reported on the discussions following the break-outs.

Ms. Morse, and Acting Deputy Assistant Administrators, Paige Alexander (Europe), and Gloria Steele (Eurasia) led a discussion with partners on a number of issues including the Administration's long-term policy toward the Balkans, the possible effect on the region of the reinstatement of the Mexico City policy, and the Agency's vision for the future activities in the E&E region.

Mr. Ingram, and Ms. Morse closed the proceedings. Mr. Ingram asked partners to help the Bureau determine the focus of the 2002 Partners Conference, citing the need for mutual USAID-partner understanding of each other's goals. Ms. Morse said that the conference had been characterized by mutual respect, open and constructive dialog, and a recognition of mutual strengths and weaknesses. She closed by recognizing Mr. Ingram's contributions to the E&E Bureau.

## KEYNOTE ADDRESS:

Donald L. Pressley

Acting Administrator

U.S. Agency for International Development

Good morning, thank you, and welcome to the annual E&E Implementing Partners Conference. It's a pleasure to have you here.

As some of you know, I've been wearing a new hat for the past week--so I suddenly find myself being briefed on events from Latin America to Asia.

But of course, I save a special spot in my heart for the E&E region, so I am pleased to see all of you here today and I am pleased to see this conference convene around such important themes.

As I now try to take the broader perspective, I am also pleased to see that, while there are diversities among the many regions we serve, the dedication and commitment to helping others improve their lives remains a hallmark of our assistance.

At the start of a new age and a new Administration, it is perhaps appropriate for us to take one look back--at how far we've come--and to take one forward, to see where it is we're headed.

For over a decade now, Central and Eastern Europe and Eurasia have been undergoing an extraordinary transformation.

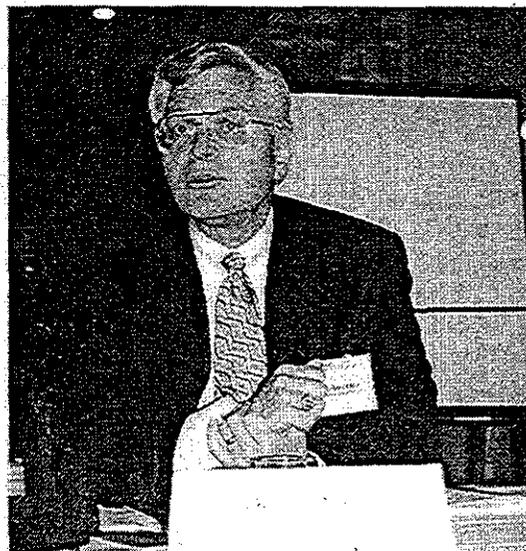
In fact, as former Deputy Secretary of State Talbot has said, this region is undergoing three transformations in one: from a dictatorship to an open society, from a command economy to a free market, and from part of a totalitarian empire to a "normal, modern state," integrated into the international community.

It has been quite a ride, and one which, along with many of you, I have been privileged to be a part.

My first assignment in this region was Poland, and I still remember the start of our first programs there:

I remember the excitement and the enthusiasm of Americans from every walk of life wanting to help--wanting to get involved.

Our task then was to find a way to organize and channel that energy. So we learned



and adapted. We sped up our programs. We proved that we could be flexible and creative.

And the lessons we learned then are today the models for our activities across the entire region.

How far we have come since those halcyon days!

Over the past ten years USAID has funded over half a million vaccinations for children in the countries of Central Asia alone, preventing potentially fatal epidemics.

We have trained over 7,500 judges, academics, and legal professionals all across the region.

And we have funded micro-loans--over half of which went to women--that were responsible for creating over 40,000 jobs.

But of course you know all this, because you--all of you--were there with us every step of the way.

And we are grateful, because we rely on you just as much as you rely on us.

I don't think it's an exaggeration to say that USAID's success depends in large part on the success of our partnership--and whatever

changes this agency may undergo in the coming years, I know this will always be true.

So let me thank all of you here today, and your colleagues who are out in the field, for all your hard work and dedication.

As we look to the future, though, it is clear that despite all the progress we've made, the fact remains that the challenges of the 21<sup>st</sup> century are enormous.

At home, I believe USAID faces the following three challenges: relevance, relative priorities, and our relation to foreign policy.

The Cold War motivation for foreign assistance is now well over, and the world is without a doubt more prosperous and more democratic than it was just ten years ago.

So there are many who argue that foreign assistance is no longer relevant to our national interests.

But the truth is that while we might have won the Cold War, we have yet to win the peace.

I think everyone in this room has struggled, in one way or another, with showing the results we achieved as well as with showing how those results have made a difference at every level.

But we all know what great work we do, and I say its time to stop being modest.

Everyone in this room has wonderful stories of lives changed, lives transformed, and lives saved as a result of our work. We must make these stories a part of our lexicon--because if we don't spread the word, who will?

We need to better articulate and illustrate how important our work is--to demonstrate that it is relevant to today's world and to tomorrow's promise.

We also have the challenge of balancing competing priorities: not only is our task to tackle problems and to take on the ills and the woes of the world, but we also want to create opportunities--opportunities abroad that open doors for people here at home.

Selecting tasks where we can have the greatest impact--that is a tremendous and never-ending challenge that will require constant effort, communication, and sound judgement.

A sub-set, actually, of the relevance question is the issue of the relation of foreign

assistance to foreign policy--another open-ended debate that has gone on for decades.

The question is not whether foreign assistance is a part of U.S. foreign policy, the question is how integrated foreign assistance is into the foreign policy apparatus of this government--and this Administration.

I've been very pleased to have had the opportunity to start working closely with Secretary of State Powell and I'm impressed with his plans for managing the State Department and with his plans to make foreign affairs operations the front lines of defending U.S. national interests.

In fact, I believe that the Bush Administration will take a good look at our objectives, our operations, and our impact before they make any decisions about where foreign assistance fits into the foreign policy puzzle.

So I believe those are some of the issues we will have to deal with at home.

When I look abroad, I see three additional challenges: disaster, disease, and development.

Unfortunately, disasters continue to be a part of life--from earthquakes in El Salvador and India to famines in Ethiopia.

Improving our response to natural as well as man-made disasters, and to do so while coordinating with other U.S. agencies and organizations, is one major challenge.

Alternative ways of implementing our disaster relief programs have been proposed--I believe they should be examined.

We need to explain what already works well and build upon it while at the same time being open to new ideas and new ways of getting the job done in the best possible way.

Global threats, like infectious diseases, have been identified by many as a critical challenge to the well being of the United States as well as to the developing world.

HIV/AIDS is currently receiving the most attention--as it should. AIDS has already ravaged sub-Saharan Africa, and, if it continues to spread, will soon threaten the fabric of societies from India to Russia.

AIDS is truly a horrific example of a global problem that knows no boundaries, and

we at USAID should engage this threat--as well as others, like TB and diphtheria.

Finally, the goal of overall development remains a very serious challenge. In the E&E region, this goal has yet to be completely fulfilled.

Despite the success of Central Europe, many of the countries of Eastern Europe and Eurasia are today still struggling with the issues they faced in the first moments after freedom: how to build a foundation of respect for civil rights and the rule of law, how to fuel the economy, and, in the absence of the state, how to provide for their people.

So, while the freedom of democracy is appealing, too many people are starting to wonder if the sacrifices are worth it.

And that, frankly, is dangerous.

But let me not end on a down note.

Ultimately, development is an act of political will--of leaders making tough choices for the long-term good of the country, often in the face of stiff opposition. And we should give credit where credit is due.

The developing and transitioning countries of the world have faced tremendous hardship, but for the most part, the will of the people, like the needle on a compass, continues to point toward democracy--last year's

democratic revolution in Serbia is only further proof of this.

Our challenge in the coming years is to ensure that the needle does not waver now. I am confident that working together, we can meet this challenge, too.

I'd like to switch gears now and end on a personal note, if I may. I don't know how long the transition will last or whether there is an appropriate role for me in the next Administration.

But whatever the future may bring, to reiterate my opening words--our partnership and, I hope, our friendship, has been a key ingredient to whatever we've achieved over the past few years.

By now, I hope you've had a chance to look over our latest publication--"A Decade of Change."

Unfortunately we were not able to include stories from every one of you, but I think we did capture the essence of what it is we all do for a living--and why.

Personally, I think it is a remarkable story, and a remarkable transformation--I hope you are as proud of your part in it as I am of mine.

Thank you for everything--and have a great conference.

## OPENING PRESENTATIONS

### EUROPE & EURASIA BUREAU UPDATE AND DISCUSSION

**Linda Morse**, Acting Assistant Administrator,  
*E&E Bureau, USAID*

Ms. Morse opened by noting that attendance at the Conference was 50 percent higher than anticipated. She said that this was a sign of the desire of the partners for information on the Bureau's future priorities, and evidence of the continued spirit of commitment and partnership that had developed over the previous three years. Ms. Morse in stating her own commitment to continue that partnership noted that the Bureau is responding to questions and requests for information as the new Administration begins to develop ideas on the foreign policy implications of USAID programs. Ms. Morse said she foresaw no changes for the Bureau's basic strategy or priorities. She quoted Secretary of State Colin Powell, who said in his inaugural speech, "The USA is the motivating force for peace and democracy in the world." USAID is an instrumental element in that force, Ms. Morse said.

Ms. Morse directed partners' attention to the recently released USAID publication, *A Decade of Change*. She mentioned that three countries, Lithuania, Poland, and Slovakia have graduated during the past year, and that no further USAID programs are scheduled for graduation in the foreseeable future. Ms. Morse spoke of plans to reestablish E&E Bureau presence in Serbia, and noted that SEED funding exists for activities in Montenegro. In terms of other activities, Ms. Morse mentioned that the Bureau is continuing to establish and consolidate Strategic Objective Teams and invite partners to become members on those teams. More responsibilities have been delegated to Missions as they prepare their own strategies and develop their own Strategic Objectives in which partner involvement is key.

### DEVELOPMENT TRENDS FROM A REGIONAL PERSPECTIVE

**Bill Maynes**, President, *Eurasia Foundation*  
**Pavel Demos**, Director, Central & Eastern  
Europe, *German Marshall Fund*

Opening his presentation, Mr. Maynes said that it is a time of introspection for those who have supported USAID. Powerful voices in Congress are calling for the abolition of the Agency and there has been recent unfavorable coverage of Agency actions in the local press.

In light of these criticisms, Mr. Maynes posed three questions. Why give aid? Where should aid be given? How should aid be given?

The answer to the first question, Mr. Maynes said, is that aid should be given for reasons of diplomacy. It is unrealistic for the United States to fight but not to build. It is also unrealistic to assume that U.S. support should be confined to financial aid. An agency is needed to carry out U.S. responsibilities to struggling democratic forces.

In terms of where aid should be given, there is a strict limit to what the United States can do. Several administrations have failed to reverse the downward trend in U.S. aid. "We're going to have to live with what we've got and learn to be realistic and to focus," said Mr. Maynes. For political reasons, it may be expedient to target fewer countries with larger sums of money. It is important to help empower the forces for change in countries where doing so is in the interests of the U.S.

As to how to give aid, Mr. Maynes said that the press has accused the Agency of being tied by bureaucracy and political considerations, and driven by the fear of making mistakes. To change that, we must give up the thought that the United States can single handedly change the world. The U.S. government will not deploy sufficient resources for significant development work and so we must find the means to increase the effectiveness of the funds at our disposal. We should look for change agents in the societies in which we work. "But we must be given the

freedom to make mistakes," Mr. Maynes said. He suggested that USAID's function should become more consultative, shifting to that of a think tank.

Mr. Demes focused his remarks on his experience as an activist in civil society development. As background, he said that more than half the countries in the Balkans region are new states since 1990. As the result of conflict, over 200,000 people are dead and more are displaced, a situation that is ongoing in Bosnia. Only two countries—Poland and Romania—are large. The remainder of the states are smaller than New York City. For these reasons, Mr. Demes said, the challenge is enormous. There is no "one size fits all" solution. Country-specific strategies are necessary.

The countries of the region are in a state of transition—indeed, of multiple transitions. In many states, there is lack of political leadership and of professionals such as teachers and lawyers. High unemployment, poverty, crime, and emigration add to the problems. Corruption emerges when the political elite learns to manipulate a democratic system. The leadership lacks the skills to communicate reforms. The result is a lack of trust in the new political system that causes an identity crisis in many nations. However, there is also a proliferation of groups that show promise for future. Mr. Demes reminded the audience that there is no quick fix. "We are learning from civic leaders that money is not enough," he said. "Projects directed at building solidarity and skills are the most needed and most successful."

Intensive work is needed in the future to strengthen the economic and democratic strengths of the E&E region. In the Balkans, we see a growing recognition of the need to build closer regional cooperation. There are long-term goals to become part of European integration. These are encouraging developments, Mr. Demes said. But without massive aid of all kinds, these countries cannot progress. This decade will be marked by collaboration as people realize that single country efforts are not enough.

During the last decade, donors built a knowledge base and skills. Now aid agencies must determine how to remain in the region and assist in its transition.

Mr. Demes noted that the Balkans has less than 60 million inhabitants, but while it is not a big marketplace, broader issues are at stake. The Balkans is a testing ground for United Nations strategies and provides the ultimate test for international human rights.

Mr. Demes said that he had witnessed many successes achieved by USAID and other agencies during the previous ten years, which had, in many respects, provided learning opportunities. In Serbia it was learned that in order to assist peaceful transition, donors must cooperate. USAID and European Union donors and assistance agencies were involved as well as local groups and individuals. Numerous sustained partnerships were built between the U.S., local NGOs, and other types of institutions.

Mr. Demes closed by saying that U.S. policy makers are rethinking policies and strategies. Whatever the end result, the peoples of the region need not only financial assistance but also committed partners with leadership courage and true democratic commitment.

In a question and answer period following the opening presentation, a partner asked Mr. Demes to comment on the importance of computers and information technology in building civil society. In the Ukraine, for example, many students and municipal government employees are involved in distance learning over the Internet. With the assistance of USAID and U.S. computer companies, she said, it would be possible to expand on this and open up new IT areas.

Mr. Demes answered that for the younger generation in particular, the computer has become an integral part of life. With no money for travel, they use computers and the Internet to communicate with the rest of the world. It is extremely important for the peoples of the region to have access to technology.

A partner said that the idea of regional foundations has some currency in the new Administration. Some substantial portion of current development, however, should be retained by the state.

Mr. Maynes said that in his opinion, the United States would never abandon its humanitarian aid functions. There will always be situations to which the U.S. will respond and there must be an agency within government that carries out the aid functions. It is questionable whether the government would give foundations the resources to function independently, since that would mean giving up its right of oversight. What is important is to separate out the USAID functions that any administration will need to preserve.

# PLENARY SESSION I: TRANS-BORDER THEMES AFFECTING PROGRAMMING IN THE EUROPE AND EURASIA REGION

## Introduction

**George Ingram**, Deputy Assistant Administrator, *E&E Bureau, USAID*

Mr. Ingram said that partners had expressed an interest in sharing information and experiences on cross-border issues. The morning's breakout discussions, he said, would focus on four that are priorities in the current USAID programming:

- Anti-corruption as a crosscutting development issue;
- Conflict resolution and its impact on refugees and internally displaced persons;
- Regional linkages as a tool to promote integration, including trade;
- Information technology for development.

Mr. Ingram said that the E&E Bureau promotes cross-border issues for several reasons. They represent an important transitional stage of development at which reformers and entrepreneurs can benefit from interaction with peers in other countries. Second, cross-border activities can bring regional support for reform and act as a disincentive to backsliding. And third, cross-border and regional activities encourage trade, create inter-dependence and help in conflict resolution. Mr. Ingram elaborated briefly on each of the four discussion topics.

**Anti-corruption as a crosscutting development issue:** Corruption damages all assistance areas—economic, social, and democratic—hence it must be addressed explicitly or implicitly in almost all programs. Economic anti-corruption programs increase transparency and reduce the involvement of government or make it less subject to personal whim. Democracy anti-corruption programs remove or reduce the opportunity for corruption and increase public awareness and law enforcement. Even social programs, such as health care, need to find ways to address levels of corruption in the delivery of health and education programs. Mr. Ingram said that the Agency had found that combining its efforts with those of other donors and organizations increases effectiveness.

**Conflict resolution and its impact on refugees and internally displaced persons:** Twelve of the 27 states in the E&E region have experienced major conflicts, most ethnically based and most ongoing. The challenge is to meet the immediate needs of refugees and internally displaced persons, and to move forward with economic, democratic, and social development so as to help address the root causes of conflict.

**Regional linkages as a tool to promote integration, including trade:** Mr. Ingram said that regional integration is central to all E&E programs since it is the foundation for regional stability and prosperity. Trade is one of the strongest linkages between countries because it can transcend political differences and motivate countries to undertake economic reform.

**Information technology (IT) for development:** IT has been added as a theme within the USAID Strategic Plan. IT transforms processes and institutions to create opportunities and linkages across the board. E&E has approved a five-year IT for Development activity to encourage missions to employ IT in their portfolios and support IT development in the region, focusing on critical gaps where the U.S. and USAID have expertise.

**Gender:** Mr. Ingram said that while gender was not a break-out discussion topic, it cuts across all areas. The Agency must determine how transitions and particular activities may impact differently on men and women and structure programs accordingly.

## Panel Discussion 1

### Anti-Corruption as a Crosscutting Development Issue

Facilitator: Beth Jones, *USAID*  
Rapporteur: Nancy Lubin, *JNA Associates*

**Summary:** Ms. Jones began her presentation by defining corruption as the use of public office for private gain. There are multiple causes of this type of corruption including poverty, a shortage of goods and services, and

excessive bureaucracy. The result is "upside-down incentives" stemming from ineffective institutional development with no checks and balances.

Ms. Jones then addressed the reasons for having an anti-corruption strategy. First, corruption limits political and economic development in post-communist countries. Second, corruption can reverse critical gains made in their development. Ms. Jones asserted that a holistic approach must replace piecemeal action in dealing with corruption.

After ten years' experience, we can conclude that corruption is a developmental issue for several reasons: power is not redistributed; integrity is not encouraged; transparency is not practiced; citizens do not believe in the government; and anti-crime and law enforcement measures do not reduce crime.

USAID has learned many lessons. The public still does not understand the economic costs of corruption. For example, it is only after the earthquakes in Turkey and India that there is wider understanding of the importance of building codes and how bribery undercuts safety regulations resulting in needless death. Ms. Jones stressed that anti-crime and law enforcement assistance alone is ineffective. There must be a triangular balance of awareness, prevention, and enforcement. Donors should set the example through dissemination of information and should practice transparency. There should be a balance between economic and political goals. For example, in addition to creating banks, regulations governing the banks must be put in place.

Another important element is to distinguish between short-term and longer-term corruption problems; to focus on strategic sectors rather than simply adopting host government anti-corruption efforts; and to identify groups with reason to fight corruption and collaborate and cooperate with U.S. agencies and donors.

Ms. Jones then discussed the strategy for Missions. It is important for the Missions to insure that all existing programs set an example through information sharing and conducting business transparently. Additional tools in this process include identifying the country typology, using diagnostic surveys, and mixing and sequencing the use of awareness, prevention, and enforcement.

**Discussion:** Participants were concerned that values were left out of the discussion about the elements of corruption. In order to diagnose how corrupt the society is, it is important to gauge how the society as a whole views corruption. For example, in Armenia and Georgia, nepotism is considered a traditional way of doing business, not a sign of corruption. Values and accountability are equally important for the government and the private sector. Participants also stressed the importance of simplifying regulations, as too many regulations breed corruption.

The presentation point on the triangular balance of awareness, prevention, and enforcement should take into account the role of law enforcement, in particular in agricultural and rural development in the Newly Independent States (NIS). Additionally, although it is easier to get a totalitarian regime to pass laws, this is not enough; it is important to enforce these laws as well. For example, Brazil has for many years had the right laws on the books, but does not enforce them. It was also noted that it is harder to get laws passed later on in development because of turf wars.

There was a lively discussion on how USAID should use its money as leverage with developing democracies. One problem is that low salaries of public servants lead to corruption, a problem that the governments must address on their own.

Another problem is that members of some of the developing democracies, like the oligarchs in Georgia and Russia, have used material capital. What does it take to change attitudes that tolerate this behavior?

**Recommendations:**

- E&E needs to focus on people and awareness. It needs to find ways to show the economic consequences of bribery.
- Cookie cutter approaches do not work. What works in one country may not work in another. Each strategy should be tailored to the particular needs of that country.
- It is important to understand the dynamics of the culture and its definition and understanding of corruption. The strategy should take this into account.

## Conflict Resolution and Its Resulting Impact on Refugees and Internally Displaced Persons

Facilitator: Lawrence Robertson, *USAID*

Rapporteur: Lynn Carter, *MSI*

**Summary:** The discussion covered the following: working toward a coherent, wide-ranging approach to and understanding of conflict prevention; lessons to be learned from the approach to development in conflict situations applied by USAID's Office of Transitional Initiatives; constraints of the various USAID funding spigots; issues of sustainability and terminology; the Bureau's record across the region; opportunities inherent within a layered approach to conflict prevention; the notion of development as conflict prevention; and the need to target development assistance in conflict situations at those individuals and groups with the strongest orientation toward cooperation and peace.

**Discussion:** How can disaster and development assistance be better used to stop conflict from happening? One suggestion put forward was that conflict was more likely to erupt in a zone that has already experienced recent conflict (within the last five years). Therefore, targeting conflict prevention assistance at recent conflict states may be a good starting point for the Bureau and implementing partners to address organized violence and its devastating impact across the region. Discussion noted the need to target resources in such a way that organized violence is not only less likely, but is understood as a cause of poverty and lack of development.

Difficulties in identifying prevention mechanisms and resources were noted. Further, it may be difficult to demonstrate that a particular conflict was prevented. A question arose as to how to identify when a conflict is imminent. The discussion identified the need for additional research into conflict indicators and prevention mechanisms.

Cited for its excellent work in Balkan conflict zones, OTI has been able to target resources at critical sectors such as independent media, and therefore respond to state sponsored conflict generating propaganda. The discussion urged similar flexibility and precision in Bureau programming.

Participants noted difficulties imposed upon NGOs working in conflict situations by

USAID's different funding sources. Disaster Assistance (DA) funds, Support for East European Democracy (SEED) funds, and Freedom Support Act (FSA) funds are applied in the region. However, the availability and restrictions on their use hinders implementing partners' ability to respond to crisis. Participants advocated harmonizing the various funding mechanisms so that SEED funds can be quickly and effectively deployed (as is that case with DA funds) and used in FSA states, and visa-versa. In short, implementing partners urged increased flexibility in the application of USG funding in general and in conflict situations in particular.

The discussion also touched upon USAID's adherence to the notion of a relief-to-development continuum, a concept whereby development follows relief. An alternative approach would view development and relief as complementary approaches that work best when employed as a package and not in separation.

The ongoing conflicts and disputes in Israel/Palestine, Cyprus, and various sub-Saharan African states testify to the importance of the sustainability of conflict prevention and resolution programming. It is important, therefore, to fund and conceptualize conflict prevention and resolution within a realistic and meaningful time frame. In this regard, participants noted the need to identify a sustainable conflict resolution process. In this process the stages at which USAID and implementing partners should intervene in a conflict are identified as are the stages when they should determine that the conflict has expired and no additional assistance is needed.

As development practitioners, it was noted that USAID and implementing partners lack the concepts and terminology necessary to comprehend and articulate the intricacies of conflict and the tools and mechanisms necessary for its prevention or resolution. The participants called for research into conflict mitigation, resolution, settlement, prevention, and management. This research would involve USAID at the Agency, Bureau, and Mission level, implementing partners, and leading academics in the fields of conflict and peace studies and complex emergencies. [An additional concern is a lack of technical training and conflict resolution skills amongst donors and implementing partners.]

The discussion noted that conflicts are multi-layered and manifest themselves in different ways at different levels within a state or region. Participants emphasized the need to

understand what is happening on the ground and to question unimaginative, blanket interpretations of conflicts that cast them as caused by "ethnicity" or "ancient hatreds." Although there is no one unifying theory of conflict, it is clear that contemporary organized violence incorporates a complex political economy of resources, trade, and empowerment for certain groups and individuals. A multi-layered approach to conflict which targets instruments at the community, municipal, and national levels, for example, may be well suited to conflict prevention, management, and resolution. In this regard, the work of prominent academics such as Jean Paul Lederach, Michael Banks, David Keen, Mark Hoffmann, and Paul Collier are important resources.

Traditional development mechanisms, such as market reform and democratization should be cast as powerful conflict prevention tools. Through these development approaches, individuals can be empowered as stakeholders within a society and will therefore be less inclined to risk their stake in conflict. In this regard, development can help individuals to build alternative identities based, for example, upon economic activity or community, rather than upon ethnicity. Participants stressed the need to be aware of how development assistance can influence conflicts in a negative way and can even become, itself, a resource that provokes conflict.

Finally, the willingness of ordinary people to cooperate with one another, even across ethnic lines, in spite of the rhetoric of their leaders was highlighted. In this sense, conflict prevention may involve a decentralization of assistance targeted at bottom-up peace building rather than top-down diplomacy.

#### **Recommendations:**

- Improve funding flexibility.
- Deepen understanding of conflict prevention through research and cooperation among donors, implementers, and analysts.
- Draw upon lessons learned and best practices from within USAID, with particular attention to the achievements of OTI and the E&E Bureau.
- Resolve to stick with and ensure the sustainability and success of conflict prevention assistance in challenging and unfavorable circumstances.
- Improve understanding of conflict assistance terminology and intervention approaches.

- Develop models of assistance which are targeted at the stage and level of the conflict.
- Reconsider development assistance programs as conflict prevention mechanisms and work to consciously employ them as tools which promote cooperation, peace, and development.

### **Panel Discussion 3**

#### **Regional Linkages as a Tool to Promote Integration, Including Trade**

**Presenter:** Kenneth Lanza, *USAID*  
**Rapporteur:** Robert Otto, *Carana Corporation*

**Summary:** Participants agreed with the basic premise of the presentation: that regional integration is a transforming step toward increased competitiveness in the global marketplace. Regional integration is emerging as a priority in the E&E Bureau programs and is driven by two forces, technological change and globalization. The speed of change, the role of the WTO in setting trade rules, and the impact of financial market volatility on domestic economies all point to the fact that globalization is no longer an option but an inevitability.

There was consensus that regional integration should be highlighted in assistance to the E&E region and that USAID has a comparative advantage in promoting regional integration in this part of the world. Priority activities in support of regional integration include harmonization of legal/regulatory frameworks and practices in a variety of sectors. In addition to economic areas, health and social concerns should be considered. Informal mechanisms such as civil society groups may be important as a step toward building formal structures, particularly where governments are not formally talking with one another.

**Discussion:** A large part of the discussion focussed on USAID's comparative advantage in promoting regional integration. It was noted that USAID has a fundamental understanding of the opportunities and constraints to promoting regional integration, based on prior experience in Central America and southern Africa, and in the face of overwhelming problems, resistance, or general lack of experience, USAID has a basic "can do" mindset that helps overcome obstacles.

Further, USAID assistance is seen as relatively timely and responsive, and sufficiently flexible to adjust to changing circumstances or emerging opportunities. Since similar activities are often implemented in neighboring countries this provides natural mechanisms for coordination and cooperation across borders. In addition, the United States is viewed as impartial, with no vested interests in current European policy frameworks and practices, and as a result USAID has a responsibility to help these countries increase their competitiveness in international markets.

Finally, the United States' long experience with regional integration within its own borders and its involvement with international markets was cited as a reason for its deep understanding of the process.

#### Recommendations:

- Regional integration has to be a means to a greater end (globalization) to avoid the risk of inadvertently promoting a closed trading block (e.g., the Warsaw Pact).
- Russia is a competitor for leadership in this area. It has vested interests in the nature of integration in the E&E region. USAID needs to remain cognizant of those interests.
- Regional integration is a dynamic process of negotiation and compromise. Analyzing what is missing for agreements to be reached is one way to identify priority activities.
- Regional integration involves political, economic, and social structures. USAID needs to look at all the possibilities for fostering cross-border linkages (e.g., civil society groups, IDPs, infectious disease control, illegal trafficking, etc.). USAID also needs to look at internal operations to develop integrated program approaches that cut across sectors.
- The more advanced countries of the European northern tier, like Poland and the Ukraine, have experience to share with others in the region. These opportunities should be exploited.

## Panel Discussion 4

### Information Technology for Development

Panelists: Blair Cooper, *USAID*  
Thomas Filmore, *USAID*  
Rapporteur: Robert Cronin, *IREX*

**Summary:** The panel clarified and discussed USAID's Information Technology for Development (IT4D) focus and emphasized the unique role that IT could play in supporting missions and programs to meet their strategic objectives across sectors. The unique socio-cultural context of the region was highlighted, followed by a brief discussion of regional attributes that work to enable and impede the spread of IT. USAID panelists and implementing partners presented innovative approaches being used to promote information sharing, dissemination, and expansion throughout the region, despite the obstacles that E&E countries currently face.

**Discussion:** Panelists mentioned that the penetration of IT throughout the Western World has not been experienced within countries of Europe and Eurasia. A cursory glance at the people in the region would reveal a highly educated, skilled workforce with the potential to implement information communication technologies (ICT) quickly. However, many factors prevent this. They include: lack of computer hardware and other essential IT equipment; tremendous financial costs associated with maintaining Internet access; lack of understanding of the capability of IT; lack of independent regulators and legislation; the dominance of state-run telecom monopolies; and critical gaps in laws to promote intellectual property rights. Citizens who manage to expand their skill sets and learn Western programming languages are enticed away to foreign countries, with little motivation or economic incentive to stay behind.

Despite these mitigating factors, panelists emphasized that USAID is working to raise IT awareness, provide internet access, increase utilization, and improve the legal and regulatory environment for digital technology to promote e-commerce, e-government, and e-transparency within the E&E region. Additionally, countries are motivated to adopt IT within their development frameworks in order to

satisfy EU accession criteria requiring universal Internet access.

A lively discussion of notable IT initiatives followed, with input from panelists and implementing partners. Some of the successful activities mentioned were:

- USAID's Information Technology for Development (IT4D) initiative, which supports E&E Missions to employ IT in their portfolios and seeks to promote regional activities with greatest impact. Funds from this initiative have already supported extensive Internet for Economic Development (IED) Country Assessments in Armenia, Croatia, Bulgaria, Romania, and Lithuania. The results of these assessments are shared with missions and donors seeking detailed information about a country's telecommunications infrastructure, legal and regulatory environment, and overall capacity to leverage efforts.
- The LOGIN project, which is an Internet based system created for individual countries to contribute to a growing database of locally produced documents. The effort represents a combined initiative funded by the Council of Europe, World Bank, Soros Foundation, UNDP, and USAID, with Bulgaria, Latvia, Lithuania, Slovakia participating and soon to be joined by the Czech Republic, Ukraine, and Poland.
- The American International Health Alliance (AIHA) Partnership Program, which has worked extensively in Slovakia, the Czech Republic, Hungary, and Russia to provide distance learning, video teleconferencing, and telemedicine to health professionals. Additionally, the program has established 125 Distance Learning Resource Centers throughout the E&E region to enable Internet-based research in hospitals, medical clinics, and medical schools for health care professionals and communities.
- IREX's approach to distance learning, which creates training materials and places them as zipped files on the Web.
- Cisco's efforts to provide refresher training to IT administrators who subsequently set up and maintain IT networks in Hungary, Slovakia, Russia, Romania, and Ukraine.
- The establishment of USAID Economic IT clusters in the Balkans that created regional linkages between IT businesses and their related and supporting industries. The

industrial clusters subsequently generated skilled employment by utilizing existing human resources and enhancing the nature and capacity of regional partnerships to participate in the global marketplace.

#### Recommendations:

- E&E Countries should consider alternative means to work around telecom monopolies dominating Internet access, for example, using wireless technologies, electrical lines, or rail.
- E&E Missions should be actively encouraged to support IT activities. Perhaps they are not seeing fully the connection between IT and traditional Agency goals. IT needs to be explicitly incorporated into the Results Framework if Missions are going to be expected to put money against it. It may not be enough to conduct IT assessments. IT4D contact people in the missions must be identified.
- The IT4D group could publish an annual booklet/report of *IT Success Stories in E&E* showcasing innovative and successful USAID-funded IT projects. E&E Missions and other operating units would be asked to submit nominee projects.
- E&E should consider setting up community-owned and operated telecom centers to promote universal access in the wake of privatization of telecom, subsequently pushing independent regulators to take on projects encouraging rural access.

## PLENARY SESSION II: INTRODUCTION OF TRANS-BORDER THEMES WITHIN REGIONAL CLUSTERS

### Introduction

**Robin Phillips**, Director, USAID's Office of New Independent States Country Affairs  
**Paula Feeney**, Director, USAID's Office of European Country Affairs

Mr. Phillips began by addressing USAID program trends in Eurasia. The E&E Bureau is making a shift from working with central governments to working on a local level and with the private sector. Social transition issues are now a focus and programs must incorporate ways to change the attitudes of the peoples of the region. In terms of the Bureau's budget, Mr. Phillips said that he did not expect much increase from its present level of \$800 million. He explained that four years ago, USAID was managing two thirds of the Freedom Support Act resources and that proportion is now reduced to half. Turning to program management, Mr. Phillips said that the E&E Bureau has a closer relationship with the Department of State and that this becoming the Agency-wide norm.

Ms. Feeney noted that the Agency's budget increased for Fiscal Year 2001 by 50 million. Congress, she said, was giving signs of interest in doing more in the E&E region.

### **Panel Discussion 1**

#### Caucasus & Central Asia Cluster

**Facilitators:** Robin Phillips, USAID  
Martha Blaxall, DAI

**Summary:** USAID Caucasus and Central Asia staff and NGO implementing partners discussed trans-border thematic areas in which there are there pressing needs not being addressed.

**Discussion:** USAID/Georgia is working within a broader USG/GOG initiative known as the Four Point Program. This plan seeks to move quickly in key areas to promote economic stability and growth. Areas of focus are assistance in anti-corruption, civil service reform, revenue growth, and budget reform. So far, Georgian President Eduard Shevardnadze

has established a working group which has in turn released a Plan of Action. The Plan of Action includes a public education campaign and a report that highlights the many areas in need of reform.

Information Technology initiatives are not only recognized as an aid to facilitate better coordination by International Donors and NGOs in country, but are also seen as a tool for building the capacity of Georgian nationals to access information. The Georgia Assistance website maintained by Save the Children, serves as a primary source of information about International humanitarian aid and local NGO activities in Georgia (<http://www.assistancegeorgia.org.ge>). USAID funds helped to computerize the Georgian parliament, rendering policy related information much more accessible to the international donor community and Georgian public (<http://www.parliament.ge>). This initiative complements other progress made, for example, by serving as an additional forum for information which has just been declared public through the recent passage of the Freedom of Information Act.

Anti-corruption receives high-level examination in Armenia and USAID/Armenia invites all implementers to consider integrating anti-corruption activities into their programs. While Armenia is limited in certain sectors because of its own isolation within the region and its relatively remote location, information technology is being seen as an area of comparative advantage if opportunities are exploited. Armenia has a highly educated population and a history of scientific achievements. Regional linkages are seen as vital for Armenia, but the country continues to face difficulties as a result of the inconclusive Nagorno-Karabakh dispute. At present, water management and energy are areas where Armenia is engaging in regional programs.

Participants noted that when dealing with the people who have benefited from the spoils of corruption, it is difficult to get their support while at the same time changing the system that put them in power? The Community Mobilization Program provides tools for the community to hold officials accountable. This is an example of a bottom-up approach. It counters the paradox of getting to the system as well as the attitudes.

One partner expressed the opinion that until we deal with the cause of corruption--people not earning enough--it is necessary to work with

government to get the civil service to a workable level. Another participant said that even at the highest level where there was or is significant wealth, there is still corruption. It was also observed that anti-corruption considerations extend the amount of time necessary to complete a task. One partner participated in a statistics-gathering project where it took five months to get the information, and three more months to get government to adopt the statistics as official.

There is a need to consider the possible negative impact of one program area on others. A USAID representative said that USAID should use cross-country experiences more and should look at unintended negative impact of programs. There are many anecdotal sources of information. USAID is a resource and implementers could offer further information and feedback on the synergies and unintended negative factors.

There was discussion of the brain drain problem and the concern was expressed that NGO efforts could also be contributing to internal brain drain by creating an artificial, unsustainable situation. After having worked in the U.S., returning to government jobs can be discouraging because of corruption and inefficiencies.

A partner observed that there is enormous pressure to show results. Does USAID allow NGO/contractors to admit mistakes without eliminating them from possible contracts in the future?

#### Recommendations:

- There must be broader, more holistic integration of program areas.
- It is essential to work gender into programs and consider the impact programs have on different genders.
- Fiscal reform and IT must be incorporated into anti-corruption efforts.
- In terms of local government, more must be done to build constituency at the local level to encourage accountability.

## Panel Discussion 2

### West New Independent States & Russia Cluster

Facilitators: Rick Gold, USAID  
Mark Brown, PADCO

**Summary:** Numerous examples of existing cross-border cooperation among West New Independent States and Russia were cited. This lends credence to the notion that there are substantial opportunities for cooperation in anti-corruption, conflict resolution, creation of trade linkages, and sharing of information technology.

**Discussion:** It was agreed that historical, political, economic, and geographic characteristics can both hinder and help cross-border initiatives. Historic linkages between Poland and Ukraine are an example of one such positive factor. Traditional animosities and ties exist among Russia, Ukraine, and Belarus, therefore, it is important to distinguish between government-to-government and people-to-people relationships. In the case of Russia and Belarus, there are opportunities for cooperation in cross-cutting initiatives at the level of grassroots NGOs. For example, Belarus opposition groups have traveled to Russia to share ideas and experiences with Russian counterparts.

Although popular Moldovan perception views Ukraine as an historic menace, the possibility of cooperation between Moldova and Ukraine depends on the specific initiative. Moldova could provide useful lessons for Ukraine and Russia in agriculture, since reforms in this sector have gone much farther in Moldova. There is opportunity for cooperation with Russia even though culturally Moldova has more affinity with Romania. Old markets like the one between Moldova and Ukraine and Russia may be rebuilt for mutual benefit. Common problems, challenges, and borders present opportunities for promoting cross-border initiatives.

The fact that USAID funds for Europe and Eurasia come from two different legislative funding sources (FSA and SEED) is a major obstacle to cross-cutting initiatives. A single funding source would greatly facilitate greater regional cooperation.

Examples of regional cooperation in Russia include journalism training, anti-corruption networking, and work by the Institute of Urban Economics. Russia's Womens' Wellness Centers could serve as regional models. Examples of regional cooperation in Ukraine include linkages between Ukraine and Poland in the areas of macro-economic reform, small and medium enterprise (SME) development, and local government reform through the Poland-America-Ukraine Cooperation Initiative (PAUCI). Under this program, Polish and Ukrainian organizations have partnered to bring the benefits of the Polish experience to Ukraine. Partnerships between mayors and local government officials in both countries have strengthened

communities and developed skills in local governance. Lessons from Poland's SME development have greatly helped Ukrainian businessmen.

Representatives of Ukrainian NGOs are helping train counterparts in Moldova and especially Belarus. Moldova and Belarus are also part of Ukraine's anti-trafficking initiative to prevent the smuggling of women out of the region. This initiative focuses mainly on prevention through education and on counseling and treatment. There is also cooperation with Russian NGOs concerned with the same issue.

Both anti-corruption and regional linkages are enhanced by USAID efforts to expand information technologies. The USAID funded Association of Ukrainian Cities is Ukraine's anchor in the Local Government Regional Information Network (LOGIN) which works with non-partisan NGOs to collect and disseminate information to assist jurisdictions in regions in the CEE/NIS. USAID programs assist government ministries in areas such as finance and health care by modernizing the storage and dissemination of information.

This type of networking, accelerated by access to new information technology, has made it easier to consolidate work in SME development. The newly launched BIZPRO program consolidates existing and new business incubators into a regional network that focuses on microcredit and related issues facing SMEs in Ukraine, Moldova, and Belarus. Ukraine is using Russian lawyers for commercial law training.

#### **Recommendations:**

- Explore the possibility of merging Bureau funding sources (FSA and SEED). An alternative is to interpret existing legislation more creatively in order to maximize funding opportunities from both sources for cross-cutting initiatives. Exploit non-tied funding sources.
- Make greater use of training centers for cross-cutting initiatives. Examples are the management centers in Ukraine, a similar center in Lithuania, and the technology training center in Poland.
- Exploit existing partnerships for cross-cutting purposes. Activities can be undertaken to share lessons learned and experiences within the region. Such activities need not be USAID-funded. An example is the US-Ukraine health care partnership under which new methodologies have been introduced for screening

HIV/AIDS within Ukraine and neighboring countries.

- Take advantage of the strengths of existing Russian institutions and redevelop previous (communist era) links for cross-cutting activities.
- Document lessons learned and make them available (e.g. through the Internet) to partners in the region.

### **Panel Discussion 3**

#### **Southern and Northern Europe Cluster**

Facilitators: **David Adams, USAID**  
**Richard Burns, Price**  
*Waterhouse Coopers*

**Summary:** Discussion focused on the four trans-border themes with respect to the countries of the Northern Tier and Southern Tier sub-regions.

**Discussion:** A partner asked about USAID's experience with the development of capital markets in countries with significant levels of corruption. USAID programs typically began with bank supervision, policy and regulatory initiatives as well as long-term engagement with central banks.

USAID's Northern Tier countries have graduated from USAID assistance and the programs are in a phase-out mode. It is hoped that whenever possible, bilaterally financed sustainable partnerships between U.S. institutions, as well as East-East-type activities, will continue. A \$5 million congressional earmark will provide funding for anti-corruption activities in the Baltic post-presence countries. Slovakia, another graduate country with a post-presence program, will have approximately \$4 million available for anti-corruption activities involving organizations such as the American Bar Association-Center for Eastern European Law Initiatives (ABA-CEELI) and Transparency International. The U. S. Department of Labor reports that assistance on pension regulatory systems in Hungary and Poland will continue under direct congressional appropriation to that Department.

In the Southeast European region, the E&E Bureau is particularly engaged in active Information Technology programs with the Bulgarian and Romanian governments and local private organizations. Both countries constitute fertile grounds for development of IT, given flexible, favorable regulations; strong educational

infrastructures; and available, local software organizations. Bulgaria is initiating a telecommunication initiative.

Participants were provided an overview of the Stability Pact and USAID's role in the context of shared U.S. and European objectives in the Southeast Europe region, these being economic, political, and security-related integration with European and Transatlantic structures. USAID plays an effective role in development at the sectoral level, paving the way for each country's transition to a market economy and effective democracy. Regional USAID-funded initiatives, catalyzed and strengthened by the Stability Pact, are also showing promise, particularly in such areas as transport and energy infrastructure. It was thought that the economic agenda of the Stability Pact will likely find the greatest continuing support in the current Administration.

The development of regional energy infrastructure was discussed as a particularly important undertaking in Southeast Europe, given its strong influence on the development of more liberal markets, increased trade, investment, and reduction of corruption throughout the region. A regional electrical grid connected to Western European electricity networks typifies this function of linking the region into a more cohesive economic entity. Romania was discussed as one country that is putting in place a good energy regulatory structure.

Finally, it was noted that Macedonia and Romania are countries with potential for ethnic tension or conflict involving various minorities. USAID is proceeding with the development of strategies and tools to identify opportunities for conflict prevention. Each mission is now required to examine the potential for ethnic conflict and to adjust its strategy accordingly.

#### **Recommendations:**

No recommendations were offered.

### **Panel Discussion 4**

#### **Balkans Cluster**

Facilitators: Paula Feeney, *USAID*  
Mark Brown, *PADCO*

**Summary:** The session invited representatives of USAID and participating

implementing organizations to: apply the four trans-border themes to the Balkans; identify desired results for each theme in this transitional region; and identify the operational challenges to achieving these results.

Two sectoral groupings of challenges and opportunities emerged during the discussion of the four themes. The first centered on economic development and the second on democratic reform. To promote economic development, participants noted the need to: address corruption from inside governmental structures to ensure effective reforms; promote economic linkages that reduce conflict; identify and fund activities that are valued by participants to build regional integration; and leverage the diaspora and target training to mitigate IT brain drain.

To promote democratic reform, participants cited the importance of: identifying and working with change agents within existing bureaucracies to combat corruption; employing transparent procedures when allocating resources to avoid exacerbating conflict; focusing on building informal networks rather than creating new institutions in the short term; and bringing information technology to under-served and rural areas.

**Discussion:** Participants identified two unique features in the Balkans that have broad implications for operations and sustainability. The first is the proximity and extent of involvement of our European partners. The second is the uncertainty over the future status of Kosovo, Serbia, and Montenegro.

Noting that corruption and illegal activity are pervasive in the Balkans, participants recommended that USAID strategy focus on transparency and direct its resources towards increasing public awareness and generating demand for reforms. Preconditions for this strategy are the existence of government officials who are willing to promote anti-corruption efforts and a strong NGO community that can conduct education campaigns. Operational challenges include donor coordination, the need for good information, and the challenge of striking a balance between "cleaning house" and retaining human capacity.

There are many internally displaced persons (IDPs) and refugees in the Balkans and much housing has been damaged or destroyed. What can USAID and its implementing partners do to ease the conflict? Several implementing partners related the importance of building horizontally on existing regional professional networks to promote re-integration. One participant cited the Bosnian privatization process as having created an incentive

for refugee returns by requiring that internally displaced persons (IDPs) and refugees register at their official residence to participate in the privatization program. Another participant recommended supplying IDPs and refugees with photos of the areas to which they would be returning. Finally, participants stated the importance of ensuring that resources are channeled in a manner that does not exacerbate the conflict or further polarize the situation.

Participants stated that USAID's strategy should be to identify incentives for regional linkages and integration. One participant noted the potential for regional linkages illustrated by the growth of illegal trade in the Balkans—one example of highly successful regional linkages and cooperation. The relative lack of stability in the Balkans poses an operational challenge. Several participants noted the potential for using the banking sector as a vehicle for building regional linkages. Another cited a high degree of success using a team of regional trainers when the skills being transferred are basic. There was general agreement on the importance of creating incentives, that most people want to make money, and that regional linkages that helped them do so, are more likely to be successful. At the same time, there was agreement that it is important to let groups and associations evolve naturally on their own, rather than focus on creating new regional institutions.

USAID and its partners should focus on increasing awareness of IT tools, identifying and addressing access issues, and promoting a legal/regulatory framework that is attractive to business. Operational issues identified included the potential for corruption within IT regulatory authorities and brain drain to Western Europe and the U.S., which is a function of local salary levels. One implementing partner commented on the importance of training staff members who are committed to the mission of the organization to mitigate brain drain. Another added that it is important to mitigate brain drain by having the Diaspora support the development of an in-country capacity by such means as remittances and internships.

#### **Recommendations:**

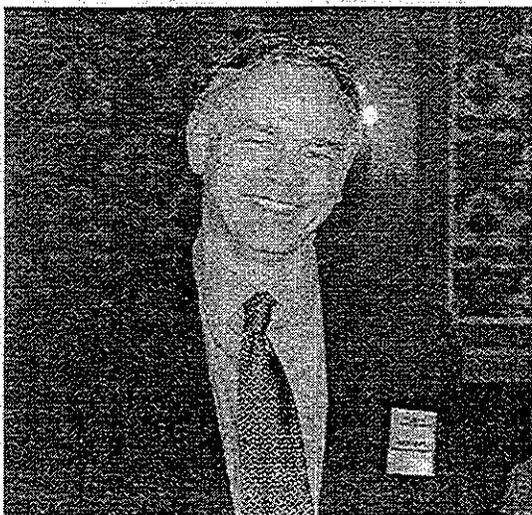
- Identify and apply incentives that promote regional linkages.
- Identify and work through change agents within the organization to address corruption.

- Take small, achievable steps that can be replicated and are sustainable.
- Cause no harm. Ensure that programs and mechanisms do not further polarize or exacerbate conflict.
- Let institutions and networks evolve naturally. Ensure that networks and associations are the means to an end, rather than focusing on creating new institutions.
- Identify appropriate mechanisms to increase regional linkages. USAID conferences may be a good networking mechanism that provide a "cover" for participants, while not creating a new institution.
- Recognize that the pressure to achieve results often artificially restricts the range of program interventions and, in the process, generates a demand for shortcuts.
- Recognize that program sustainability in Kosovo, Montenegro, and Serbia cannot be addressed until the future status issue is resolved.

## CLOSING REMARKS

**Goerge Ingram, Deputy Assistant Administrator**  
**Linda Morse, Acting Assistant Administrator**

Mr. Ingram said that when the Bureau instituted the Partners Conference, it was to encourage open, transparent relationships between the Agency and its implementing partners. The first conference surfaced a number of issues and the second focused on those issues. This third conference, in contrast, focused on themes and substance. Mr. Ingram asked partners to help the Bureau determine the focus of the 2002 conference. He pointed out that the nature of the USAID-partner relationship calls for a mutual understanding of what each is trying to achieve. "E&E and USAID succeed only through you," he said. "We fund the programs but you run them."



"All of us are in the middle of a balancing act," Mr. Ingram said, going on to enumerate the various areas to be weighed against each other: responsibility and empowerment—the resolve of USAID and the partners to implement programs and the need to empower people to help themselves; accountability and micromanagement; the use of

expatriates and indigenous staff on activities; the need for flexibility for partners' programs and for results reporting to USAID's stakeholders.



Mr. Ingram closed by thanking everyone and saying that it had been a privilege for him to work with such dedicated, experienced staff and implementing partners.

Ms. Morse said that she had been impressed and moved by the tone of the Conference, which was characterized by mutual respect, open and constructive dialog, and a recognition of mutual strengths and weaknesses. She said that there were some issues in particular that she would take away with her. The first was the continuum from disaster to development and the organizational issues involved. Second was whether democracy assistance is relevant in entirely authoritarian environments. Third was what USAID should do in the situations where democratic process has been put in place but the leaders are abusing their powers. The fourth area was that of IT and how best to incorporate it in all programs. And finally was the challenge of anti-corruption and linkages with other U.S. agencies involved in anti-corruption efforts.

Ms. Morse closed by recognizing Mr. Ingram's contributions and wishing him luck in his new endeavor. "He always made sure we thought out of the box," she said.

**CONFERENCE PHOTOS:**

*Partners At Work*

# Conference's Opening Presenters



Bill Maynes, President, Eurasia Foundation



Pavol Demes, Director, Central & Eastern Europe,  
German Marshal Fund

## E&E's Front Office Team



Paige Alexander (left), Acting Deputy Assistant Administrator (Europe),  
Linda Morse, Acting E&E Assistant Administrator, and  
Gloria Steele (front right), Acting Deputy Assistant Administrator (Eurasia)

# Conference Participants



Beth Jones, E&E Office of Democracy & Governance



Mark Brown, PADCO



Bob Otto, Carana Corporation



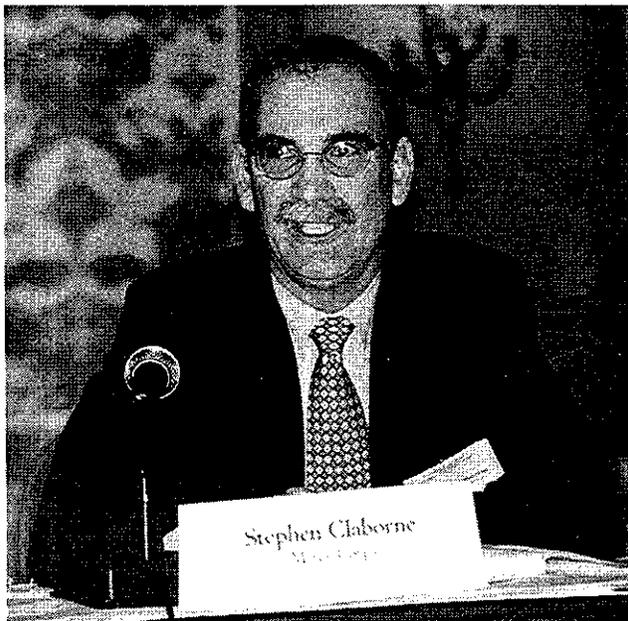
Bob Chase, World Learning, Inc.



George Ingram (left), E&E Deputy Assistant Administrator, Nancy Lubin, JNA Associates



Tony Barclay, Development Alternatives, Inc.



Stephen Claborne, Mercy Corps

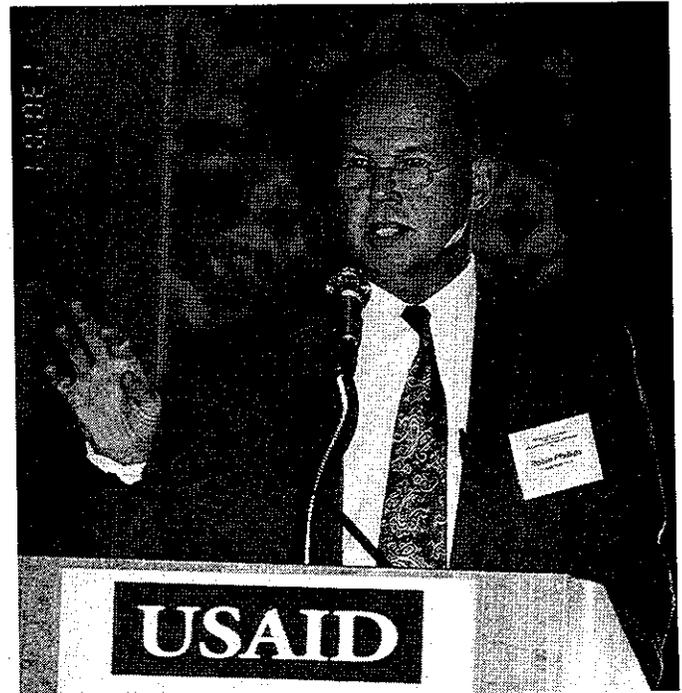


Conference Volunteers (from left) LaShowne Roberts and Farris Traish from Triumph, Inc., and Indee Derrington, E&E Office of Environment, Energy and Social Transition 21

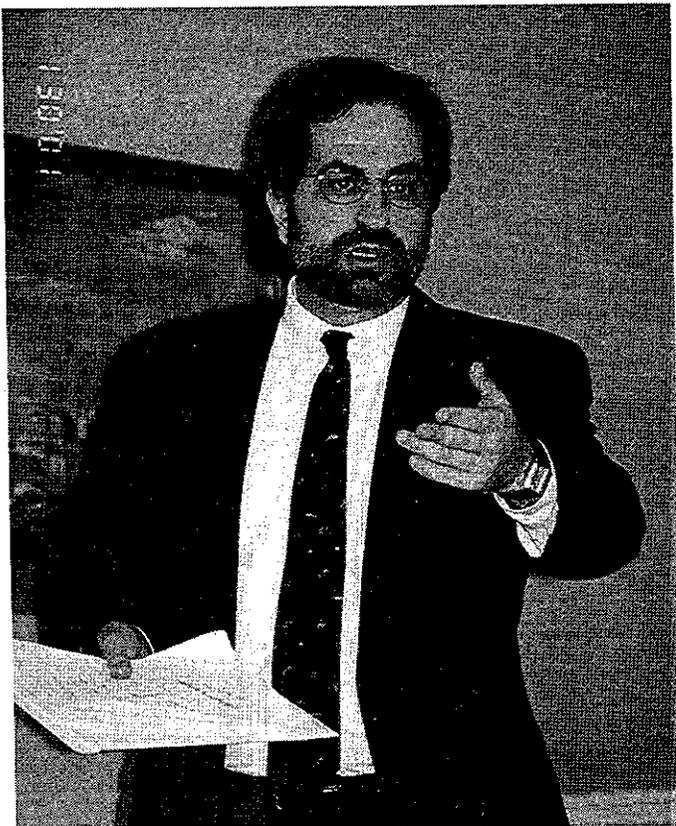
# Workshop Facilitators



Paula Feeney, E&E Office of European Country Affairs



Robin Phillips, E&E Office of New Independent States Country Affairs



Kenneth Lanza, E&E Office of Market Transition



Lawrence Robertson, E&E Office of Program Coordination and Strategy

# APPENDICES

# CONFERENCE AGENDA



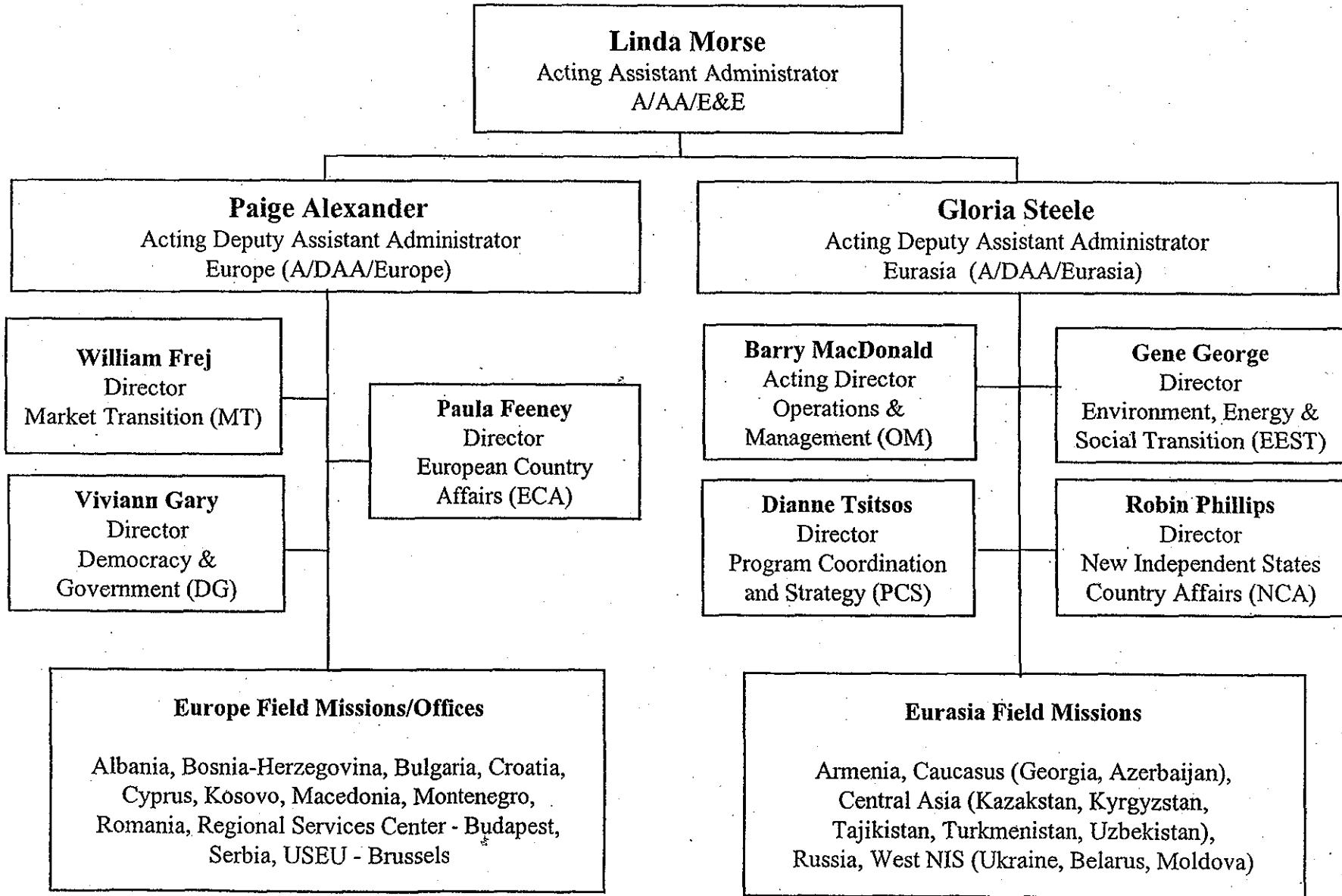
- 11:00 - 12:00 PM**      **Simultaneous Break-out Discussions in Four Separate Rooms on Each of the Trans-border Themes**
- **Conflict Resolution: Ballroom (Lower Level)**  
Lawrence Robertson – USAID    Lynn Carter - MSI
  - **Anti-Corruption: Capital Room (Mezzanine Level)**  
Beth Jones – USAID                      Nancy Lubin – JNA Associates
  - **Information Technology: Federal Room (Mezzanine Level)**  
Tom Filmore – USAID                      Robert Cronin - IREX
  - **Regional Linkages: Parkview Room (Ground Level)**  
Ken Lanza – USAID                      Bob Otto - Carana
- 12:00 – 1:10 PM**      **Lunch** (by individual arrangement)
- 1:10 – 1:15 PM**      **Reconvene in Ballroom**
- 1:15 – 1:45 PM**      **Plenary I Wrap-up: Salient Points from Morning Break-out Sessions**
- 1:45 – 2:10 PM**      **Plenary II**  
**Introduction of Trans-border Themes Within Regional Clusters**
- Robin Phillips, Director, Office of New Independent States  
Country Affairs
  - Paula Feeney, Director, Office of European Country Affairs
- Caucasus and Central Asia Cluster**
  - West New Independent States and Russia Cluster**
  - Southern and Northern Europe Cluster**
  - Balkans Cluster**
- 2:10 – 2:20 PM**      **Move to Break-out Rooms**

- 2:20 – 3:20 PM**      **Simultaneous Break-out Discussions - by Cluster Grouping - of the Trans-border Themes in Four Separate Rooms**
- **Caucasus & Central Asia Cluster - Ballroom (Lower Level)**  
Robin Phillips – USAID      Martha Blaxall - DAI
  - **West New Independent States & Russia Cluster – Capital Room (Mezzanine Level)**  
Rick Gold – USAID      Mark Brown - PADCO
  - **Southern and Northern Europe Cluster – Federal Room (Mezzanine Level)**  
David Adams - USAID      Richard Burns – PriceWaterhouse Coopers
  - **Balkans Cluster – Parkview Room (Ground Level)**  
Paula Feeney – USAID      Stephen Claborne - Mercy Corps
- 3:20 – 3:30 PM**      **Break (Reconvene in the Ballroom)**
- 3:30 – 4:00 PM**      **Plenary II Wrap-up: Salient Points from Afternoon Break-out Sessions**
- 4:00 – 4:45 PM**      **Hot Topics – Partners’ Feedback and Discussion with the E&E Front Office on Shared Concerns**
- Linda Morse, Deputy Assistant Administrator
  - Paige Alexander, Acting Deputy Assistant Administrator (Europe)
  - Gloria Steele, Acting Deputy Assistant Administrator (Eurasia)
- 4:45 – 4:55 PM**      **Closing Remarks**
- George Ingram, Deputy Assistant Administrator
  - Linda Morse, Deputy Assistant Administrator
- 5:00 PM**      **Adjourn**

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# **VOLUNTEERS & NOTE TAKERS**

**VOLUNTEERS & NOTE TAKERS  
FOR  
E&E IMPLEMENTING PARTNERS CONFERENCE  
JANUARY 30, 2001**

**Volunteers**

<b>Brenda Fisher</b>	<b>E&amp;E/ECA</b>
<b>Nick Higgins</b>	<b>E&amp;E/ECA</b>
<b>Bonita Jones</b>	<b>E&amp;E/NCA</b>
<b>Joseph Lessard</b>	<b>E&amp;E/ECA</b>
<b>Masha P-Pastein</b>	<b>E&amp;E/NCA</b>
<b>Bob Wallin</b>	<b>E&amp;E/NCA</b>
<b>Lashowne Roberts</b>	<b>E&amp;E/MT</b>
<b>James Thompson</b>	<b>E&amp;E/MT</b>
<b>Farris Traish</b>	<b>E&amp;E/MT</b>
<b>Francine Flynn</b>	<b>E&amp;E/DG</b>
<b>Odelphis Davis</b>	<b>E&amp;E/OM</b>
<b>Shane MacCarthy</b>	<b>E&amp;E/OM</b>
<b>Barry MacDonald</b>	<b>E&amp;E/OM</b>
<b>David Smith</b>	<b>E&amp;E/OM</b>
<b>Alberteene Leach</b>	<b>E&amp;E/OM</b>
<b>Indee Derrington</b>	<b>E&amp;E/EEST</b>
<b>Linda Irika</b>	<b>E&amp;E/EEST</b>
<b>Loren Schulze</b>	<b>E&amp;E/EEST</b>

**Note Takers**

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<b>Nick Higgins</b>	<b>E&amp;E/ECA</b>
<b>Nicholas Studzinski</b>	<b>E&amp;E/ECA</b>
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