Africa Liaison Program Initiative

Promoting Partnerships for Effective Development in Africa

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African Liaison Project Initiative/InterAction

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Executive Summary

The Africa Liaison Program Initiative (ALPI) was an innovative approach to improving the effectiveness of U.S. assistance to Africa by promoting strong partnerships among three important groups of stakeholders: African nongovernmental organizations (NGOs), U.S. private voluntary organizations (PVOs), and the U.S. Agency for International Development (USAID) missions in Africa. The program was implemented under a Cooperative Agreement with USAID from December 2003-June 2007.

InterAction managed the program, in collaboration with country teams in Ghana, Kenya, Mali, Senegal, and Rwanda. The objectives of country teams were to: use joint advocacy to inform and improve policy; improve development practice through knowledge sharing; and take actions to promote more equitable, effective, and mutually beneficial relationships for development.

The implementation of the ALPI Agreement over the years has been a learning process and a real-life laboratory for "adaptive management" in practice. The integration of the recommendations of two major external evaluations into the ongoing planning and implementation of ALPI has generated positive developments toward achieving the strategic goal of the program – the evaluations were in 2002 of a prior program and in 2006.

The overall outcome has been an increased level of collaboration between the three stakeholder groups at the country level due to the work done through ALPI's country team model. The focus of these partnerships cuts across the interests of most development actors in Africa. Consequently, ALPI also is attracting participants from groups outside the ALPI initial targets, such as African government agencies, the nascent but vibrant private sector in Africa, and non-U.S. aid donors and international NGOs.

This final report gives an overview of the program and then presents an analysis of ALPI's major accomplishments and their significance. A detailed review of the activities carried out by each of the five country teams also is included. The report encompasses the full period of the Cooperative Agreement, with an emphasis on the period from December 2005 – November 2006 and the no-cost extension period of December 2006 – June 2007. All planned milestones for the final year and a half of ALPI were achieved, and ALPI operations experienced significant improvement during the extension.

Major ALPI accomplishments include:

- Ghana's development and implementation of the NGO Standards and Kenya's efforts to build sustainable PVO/CSO – private sector relations are poignant examples of the critical importance of Y 3 operations.

Executive Summary (continued)

- ALPI's new **Partnership Assessment and Monitoring Tool (PAT)** was finalized in 2006 and is available on the InterAction website, www.interaction.org. Several working sessions were held on the theme of partnership, as a result of the PAT's publication, including a training workshop in Kenya with two dozen organizations in May 2006.
- **ALPI Rwanda** officially came on board with a country team and a pilot action plan during the no-cost extension phase. The positive results from ALPI Rwanda's efforts to close the gap between the capacity building services of major aid donors and the expressed capacity needs of local NGOs are evidence of their success.
- A **Lessons Learned Event** was held in Accra, Ghana in September 2006, with the goal of improving ALPI operations during the no-cost extension. Areas of difficulty were identified and a series of actions were decided on for implementation. This event shifted greater momentum and ownership to the country level. As a result, participation increased, action plans were more concise and targeted, and financial support outside the ALPI program was obtained in two countries, demonstrating the external interest in, and support for, the country teams' priorities.

The 2006 external evaluation not only included short-term recommendations which were acted upon during the no-cost extension period, but also long-term recommendations for any future ALPI-like activity. The evaluation concludes that "creating an ALPI-type initiative in the midst of long-established hierarchical relationships… is important but very difficult and must include strong enough incentives for each of the stakeholders to commit their time and resources."

Despite such challenges, ALPI country operations have experienced a gradual strengthening of the country team model and, in particular, the emergence of individual leaders who fundamentally understand the ALPI program's purpose. The committed work of such leaders has led us to a point at which, even as ALPI officially ends, projects and relationships formulated within the ALPI framework are being continued, owned and driven by the stakeholders within the partnership. As the ALPI country team model strengthens and ALPI objectives are broadly owned by development stakeholders at the country level, the opportunity for InterAction to bridge the gap between field level realities and development policy formulation processes in Washington, DC continues to expand.

In July 2007, the ALPI manager visited Ghana, Mali, and Senegal to discuss ongoing collaboration and activities with other sources of funding. The country teams in Ghana and Mali held lively meetings charting new directions, and in Ghana, a USAID mission representative spoke forcefully about the importance of the ALPI initiative to an audience unfamiliar with the program. Such evidence of local ownership and momentum is a powerful indicator of the program's sustainability and success.

Program Overview

The Africa Liaison Program Initiative (ALPI) is a tripartite effort to improve the effectiveness of U.S. assistance to Africa by promoting and supporting strong, enduring partnerships among African nongovernmental organizations (NGOs), U.S. private voluntary organizations (PVOs), and U.S. Agency for International Development (USAID) missions – three key stakeholders in the development of Africa. The current initiative is the fourth in a series of similar, but smaller, projects first funded by USAID in 1989 under the auspices of the Development Fund for Africa's mandate for USAID to consult with African, U.S., and other private voluntary organizations (PVOs) involved in long-term grassroots development in defining its operational priorities for Africa.

Program Objectives and Expected Results

USAID awarded InterAction its first cooperative agreement for ALPI for the period from October 1, 1999 to September 30, 2002, and subsequently extended that agreement through November 30, 2003. USAID and InterAction then negotiated a modification to the cooperative agreement that extended it from December 1, 2003 through November 30, 2006. Finally, a no-cost extension was negotiated between USAID and InterAction to extend the program from December 1, 2006 through June 30, 2007.

Under the modified agreement, ALPI's primary goal was to enhance the effectiveness of U.S. foreign assistance to Africa (See Appendix 1). More specifically, ALPI sought to strengthen effective tripartite partnerships between USAID missions, U.S. PVOs, and African NGOs, using the following indicators to track progress and assess achievements:

- **Indicator 1:** Partners demonstrate shared ownership of the ALPI process.
- **Indicator 2:** Partners implement "new partnership" guidelines.
- **Indicator 3:** Partners carry out joint action items.

ALPI had the following intermediate results (IR):

- **IR1:** Exchanged information to enhance learning and collaboration (knowledge management).
- **IR2:** New partnership concept adopted in selected countries.
- **IR3:** Joint action for advocacy on issues of common interest implemented.

Core Elements of ALPI's New Strategic Approach

In negotiating the last modification, InterAction requested significant changes to ALPI's operations and focus. These changes were based on the lessons learned from project implementation and from an independent evaluation conducted in 2002. Under the first agreement, ALPI had worked on partnership issues in ten or more countries, focusing primarily on defining, forming, and sustaining effective partnerships. Since its inception, ALPI created opportunities for representatives of USAID missions, U.S. PVOs, and African NGOs to come together in three venues:

1. In-country meetings and events to exchange information on issues of common interest.
2. Annually during "Washington Week" and InterAction's annual Forum.
3. Periodic sub-regional meetings.

In this context, InterAction identified a need for:

- **Country leadership:** While the three stakeholder groups in participating countries came together under ALPI's auspices, they lacked formal mechanisms for decision-making.
- **Country team ownership:** Successful partnership required that all ALPI stakeholder groups feel genuine ownership of activities at the country level.
- **Resources:** Although stakeholders may have had the will to improve their partnerships, a lack of resources prevented them from doing so.

InterAction used these lessons learned to make important changes in the last ALPI modification. In sum, ALPI's approach from December 2003 to the present has entailed:

- **Focus on a limited number of pilot countries:** ALPI focused its activities at the country level in five countries: Ghana, Kenya, Mali, Senegal, and Rwanda (added in 2006). The ALPI team selected these countries using a number of criteria, including USAID presence, a commitment of all three stakeholder groups to form and manage a tripartite country team, a track record of committed participation in previous ALPI activities, and the availability of a strong African

Illustration of InterAction's Role: Objectives of ALPI team visit to Senegal/Mali/Ghana (February 25 – March 17, 2006):

- Assist ALPI country teams to finalize country action plan implementation and integrate a monitoring and evaluation plan.
- Negotiate USAID leadership support for country level activities.
- Introduce the newly developed ALPI Partnership Assessment and Monitoring Tool (PAT).
- Engage ALPI country teams and partners on the feasibility of public – private sector partnerships to address national poverty issues.
- Reach out to Millennium Challenge Account (MCA) focal points on the participation of civil society and the NGO community.
- Obtain feedback from country teams and ALPI delegations on the 2006 Washington Week agenda and themes.

organization with the necessary human and social capital to facilitate the collaborative planning and joint action at the country level.

- **Country team leadership:** ALPI partners - USAID missions, U.S. PVOs, and African NGOs - led the process at the country level and participated in the design of the program, the decision-making process, implementation, and evaluation. They chose discussion themes, research topics and also selected attendees to regional conferences in Washington and other advocacy meetings.
- **Incentive Funds:** ALPI contributed incentive and institutional capacity-strengthening funds to help the ALPI secretariat in each country and the country teams to meet their resource needs.

InterAction's Role and Responsibilities

InterAction is the external catalyst in the ALPI structure and is responsible for managing and facilitating the process. InterAction has also had responsibility for providing technical assistance, funding, and administrative support to all ALPI stakeholder groups. InterAction's role in previous ALPI cycles was characterized as "positive, empowering, and neutral" by all stakeholders, especially by African NGOs in the 2002 evaluation.

InterAction has been involved in promoting effective partnerships between African NGOs and U.S. PVOs since 1987 and has accumulated a wealth of experience, knowledge, and social capital through its leadership of ALPI. Working successfully on partnership issues between and among African NGOs, U.S. PVOs, and USAID missions requires a high degree of credibility and established networks, all of which InterAction earned over the years. InterAction's longstanding relationship with African NGO networks enabled it to understand and fully articulate the "African perspective" on partnerships and sustainable development. Finally, InterAction's overall comparative advantage in leading ALPI was its role as a membership consortium of 165 U.S. PVOs that can relate to, and assist, similar organizations in Africa.

InterAction's leadership role was integral to the success of ALPI due to its:

- **Convening capacity:** The ability to act as an external catalyst by bringing "to the table" three stakeholders, and other important actors, for dialogue and consultation.
- **Access to expertise:** The ability to draw upon and mobilize expertise needed from its staff and 165 U.S. PVO members to inform and influence both development policy and practice.
- **Communications capacity:** The ability to share information effectively through multiple, appropriate means and methods at its disposal, including electronic communications and publications.
- **Name recognition and credibility:** The ability to inform and influence U.S. public opinion through an extensive and active network of contacts in the print and electronic media.

- **Mobilizing capacity and influence:** The ability to mobilize its membership and other partners to advocate for policy change.

Recap of Milestones in Previous Years (Y1 & Y2)

Milestones in Year 1 (December 2003 – November 2004) included the following:

- Facilitated the formation of four country teams through field visits to five African countries to meet with 300 African NGOs, 70 U.S. PVO field operations and headquarters, and five USAID missions.
- Provided grants to support an ALPI secretariat in each country.
- Initiated country team discussions of their action plans.
- Supported information exchange on issues such as the International Development Association (IDA-14) replenishment, Rights-Based Approach (RBA) theory and experiences, PEPFAR policies and programs to combat HIV/AIDS, and the Millennium Challenge Account (MCA) launch in Africa.

In Year 2 (December 2004 – November 2005), InterAction and ALPI stakeholders achieved the following milestones:

- Facilitated the identification and planning of country level activities with each country team.
- Provided grants to country teams for the implementation of their country action plans.
- Developed a partnership assessment and monitoring tool (PAT) for ALPI stakeholders.
- Facilitated the participation of 21 leaders from African NGOs, U.S. PVOs, and USAID missions in InterAction's annual Washington Week and Forum.
- Laid the foundation for NGO-private sector collaboration in the ALPI countries.

Retrospective of the Country-Level Pilot (2003-2007)

Challenges and Opportunities

The Challenges of Year 1 & 2

Although the ALPI program had been implemented in various forms since 1987, the initiation of a country level pilot in the 2003 modification set the stage for a complete refocus of the program and its operations. This shift in focus created a new set of challenges. These included: assembling a country team; mastering the politics of consensus-based decision-making; harnessing the skills required for a secretariat to be effective in operating a country team; the time commitment required from representatives; and the level of support (manpower, technical expertise, and financial resources) required for managing the target number of countries, among others.

None of these challenges were anticipated during the design of the modification. The experience of periodic gatherings that the previous operations were built around was only minimally relevant to the 2003-2006 modification. All the previously mentioned challenges materialized throughout the implementation process and impacted the scheduled pace of this implementation. Reaching consensus on the composition of country teams, assisting the secretariats to fully realize their critical function and responsibilities on the country team, and completing the negotiations around the first series of country action plans all went beyond Year 1, as scheduled, and well into Year 2 (2005).

The results of the initial country-level activities were scattered and unfocused. For example, all national NGOs were (and still are) interested in directly accessing USAID funding. To address this concern, the preferred activity in all countries was "training in USAID procedures, rules and regulations" for local NGOs. That choice generated intense debate between InterAction's ALPI management team and the country team secretariats, particularly on the relationship between the activity and the desired outcome. Due to the tremendous support the activity received from stakeholders, it was approved for implementation in all countries. It did not, however, result in a single additional local NGO accessing USAID funding. Moreover, the country teams had barely both the means and the capacity to track the impact of the training. In reality, directly accessing USAID funding has a technical aspect to it – which this type of training could fulfill - but the relational and political aspects of this issue are much more critical. The teams lacked an intimate knowledge of the intricacies surrounding this issue as well as the patience to explore it more deeply, and to consequently build a full strategy that would encompass all critical aspects of the situation. We collectively learned the lesson.

The Impact of the September 2006 Lessons Learned Event

The Lessons Learned event set the stage for ALPI leaders to reflect on their efforts over the past couple of years and to answer the basic question of "what has changed as a result of ALPI activities in your respective countries?" The three days of exchange revealed three major weaknesses in the program that needed to be addressed: 1) the lack of recognizable outcomes (in most cases) for the activities that were chosen and implemented at the country level; 2) the low participation of U.S. PVOs; and 3) the multiplicity of priorities in the face of limited financial support by USAID/InterAction. ALPI leaders found it difficult to answer the question of "change". Their frustration was heightened by the lack of financial resources available to them to cover all activities identified at the country level.

To address these issues a series of actions were identified and implemented:

a) The Lessons Learned Event recommended that country team secretariats expand their outreach to PVOs and USAID missions, and most importantly, facilitate the identification of issues that are equally critical to all three stakeholder groups.

b) InterAction's ALPI Management team devised a new format for country action plans (See Appendix 3) that limited the number of priorities a team could pursue to no more than three. The format has a step by step questionnaire to guide the selection of activities under each priority to ensure that they lead to concrete, recognizable outcomes. The objective for the new format was two-fold: to further clarify what to expect from the selected activities (in terms of outcomes) and to limit the country team to investments (activity selection) proportionate to available resources (incentive grants). The team hoped that the clarity of priorities and related activities would lead to recognizable outcomes, which in turn would

not only promote the program and improve participation, but also capture the interest of other potential participants and local donors.

As a result of these adjustments, participation increased in countries such as Ghana, Rwanda, and Mali. Country action plans were crisp and to the point. Country teams received outside financial support in Ghana (US$14,000.00 from the Commonwealth Foundation) and Senegal (US$35,000.00 from Open Society Institute West Africa), which we view as a significant indicator of external interest in these country teams' activities.

Looking Forward: InterAction's Strategic Goals Through 2012

Country Team Commitments Likely to Outlive the ALPI Cooperative Agreement

The country action plans developed by all country teams for 2007 extend beyond the life of the ALPI Cooperative Agreement. This is an indication of the level of integration of ALPI objectives and activities in each country. Moreover, no country team seemed ready to dismantle at the closing of the program.

In Ghana, for instance, mobilization for the NGO Standards Project is growing among both NGOs and donors, including the USAID mission. The Mission helped recruit DFID, the British development agency, as a member of the NGO Standards Commission. Similarly, there is broad mobilization around the idea of strengthening the capacity of the national platform of NGOs to, among other functions, serve as the legitimate manager of the NGO Standards. A few regional donors have also shown interest in supporting the roll-out of the project in Ghana and replicating the experience in other countries in the sub-region.

In Mali, the food security network, launched in 2006, by the country team is gaining momentum with a series of activities that extend beyond the life of ALPI. The network is being tapped by Millennium Promise and the Millennium Development Goals (MDG) Alliance to launch a partnership between NGOs, government and the private sector to tackle food security challenges in Mali using the MDG framework. The MDG Alliance is a group of U.S. NGOs, including InterAction, seeking to leverage multi-stakeholder partnerships to advance the MDGs. The food security network, while not fully formalized, remains strong because, in addition to a healthy mix of member organizations (local NGOs, U.S. PVOs, and government agencies), it also has a clear and timely purpose.

In Rwanda, the issue of capacity building for local NGOs is at the center of efforts seeking to strengthen the sustainability of poverty alleviation initiatives and is of interest to all development stakeholders in the country. The approach adopted by the country team allows both donors and recipients to exchange on the basis of their respective organizational realities and take informed actions. In practice, the approach seems even broader than the focus of ALPI because it includes actors that were not part of the ALPI's original three stakeholder groups. The Rwanda country team has scheduled activities well beyond June 2007.

In Senegal, CONGAD, the national platform of NGOs and the ALPI secretariat, has fully integrated ALPI objectives into its five-year strategic plan, which calls for stronger local and international NGO partnership to advance the MCA program and further the contribution of NGOs to the social and economic development of Senegal. The ALPI country team remains the venue to enact these partnerships, especially with U.S. PVOs. CONGAD captured the attention of both the MCC and the government of Senegal by conducting its own research to identify the aspirations of the populations living on the intended site of the MCA program. The study findings formed the basis of the position and expectations of civil society organizations from the MCA program in Senegal. CONGAD is now serving as the NGO/CSO liaison with the Senegalese government's MCA team.

InterAction's New Strategic Goals:

GOAL #1: Promote a bold agenda to focus U.S. development and humanitarian assistance on improving the conditions of the world's poor and most vulnerable.

GOAL #2: Demonstrate and enhance NGO accountability and impact in development and humanitarian action.

GOAL #3: Be the voice and a prime representative of U.S. international NGOs in building alliances and common agendas with NGO networks around the world and with other strategic partners.

Of note, the case of CONGAD illustrates the expectations that led to the shifting of ALPI's focus to the country level. In sum, ALPI was a catalytic effort to spur interests, momentum, and local leadership in addressing development challenges at the local level. As can be seen through some of the examples given, this is exactly what is beginning to happen.

Opportunities for Continued Collaboration Under InterAction's New Strategic Goals

The 2006 ALPI independent evaluation states under its long-term recommendations that, "InterAction's new goal to demonstrate PVO/NGO accountability and impact in development and humanitarian action may be a way in which InterAction might shape a continuation of the ALPI initiative, which would link its own agenda with interests of the NGO sector in African countries."

In fact, InterAction's new goals #2 and #3 provide ample opportunity for continued collaboration with not only InterAction members' field offices but also with local NGOs, USAID field missions and aid donors, using the institutional framework already put in place through the ALPI program. CONGAD's objective of capturing NGO contributions in Senegal is in line with InterAction's goal #2 and is likely to be the subject of the exchange of best practices between the two organizations.

Goal #2 will "focus on aggregating the contributions of the NGO community towards achieving the Millennium Development Goals…". In this process, InterAction intends to collect data to not only inform its advocacy agenda but also to help identify and promote effective development practices. In this regard, the food security initiative in Mali is being explored as a possible opportunity for InterAction's work under MDG 1 (Eradicate Extreme Poverty and Hunger). This will possibly be done in collaboration with the MDG Alliance, which worked with the ALPI Mali country team to plan and organize a fact-finding mission led by McKinsey and Company in Mali in May 2007.

Under Goal #3, one of InterAction's objectives is to strengthen its relationships with other international NGO platforms, including Southern platforms, to influence and shape humanitarian and development assistance policy and practice, and advance civil society governance. The relationships to be formed will be based on the mutual support (technical, financial, political) necessary to advance their identified objectives. For example, InterAction is in the early stage of negotiations with GAPVOD, the NGO platform in Ghana, to form a partnership that would help strengthen the organizational capacity of GAPVOD. A potential partnership would provide the institution with timely support around a series of key issues, namely the Aid Effectiveness Forum in Ghana in September 2008, the expansion of the NGO Standards, and the implementation of the MCA program. Similar either bilateral or multilateral relationships are in the works for a number of regions and countries, including in the ALPI network.

The 2006 ALPI independent evaluation praised the synergy between InterAction and a number of ALPI country teams' work around the MCA. As these country teams become stronger and take full ownership of the ALPI objectives, they create the opportunity for more synergetic collaboration with InterAction and its members, even beyond the formal conclusion of the ALPI program.

"InterAction's new goal to demonstrate PVO/NGO accountability and impact in development and humanitarian action may be a way in which InterAction might shape a continuation of the ALPI initiative, which would link its own agenda with interests of the NGO sector in African countries."

Major Achievements

This section presents key accomplishments for Year 3 (December 2005 – November 2006) and the six-month period of the no-cost extension (December 2006 – June 2007) for each of the project's intended intermediate results (IRs), as well as the broader requirements in the modification agreement. As the highlights will demonstrate, InterAction and the ALPI country teams have been successful in attaining virtually all of the expected outcomes.

IR1. Exchanged information to enhance learning and collaboration (knowledge management)

Extending USAID's Reach Beyond Contractual Partners in ALPI Countries

The ALPI program has served as a venue for educating local NGOs on USAID missions' country programs and operational procedures. In April 2006, ALPI Mali organized a fundraising workshop for local NGOs that included a half-day session on USAID/Mali's operations. ALPI Senegal organized a similar workshop in Dakar in July 2006. ALPI Kenya worked very closely with USAID/Kenya to promote NGO-Private Sector partnerships through the Global Development Alliance and address the organizational capacity challenges of local NGOs through the mission's Grant Eligibility Program. Rwanda also organized a half-day training workshop for local NGOs on USAID procedures, rules and regulations in June 2007.

These workshops were all facilitated by USAID staff and have helped to expose both the local NGOs and the missions to each other's priorities and challenges. More importantly, these activities have deepened local NGOs' knowledge of USAID's activities in their respective countries. The 2006 external evaluation reported a reduction of tension between ALPI stakeholders, which we believe may have resulted from the mutual knowledge generated by these workshops.

An Informed Approach to Addressing the Capacity Needs of Local NGOs (Kenya & Rwanda)

The issue of capacity building for local NGOs was critical throughout the ALPI program. It was the second issue raised by local NGOs (after funding) and the top issue raised by PVOs to illustrate the challenges they face in working with local NGOs. ALPI did not have a specific capacity building line item but used a series of strategies to address this issue. One of these strategies involved an effort to create space for an informed discussion that would ultimately lead to the design and provision of much needed effective organizational capacity building services.

Milestones for Year 3 (December 05 to November 06):

- Assisted ALPI country teams to finalize country action plan implementation and integrate a monitoring and evaluation plan.
- Assisted with the final phase of implementation of country action plans.
- Organized a Lessons Learned event in West Africa in the fall.
- Planned and implemented an external evaluation of ALPI activities.
- Published and disseminated the Partnership Assessment and Monitoring Tool (PAT) and supported countries interested in PAT-related training.
- Finalized negotiations with Rwanda to support ALPI-related activities.
- Held discussions with USAID about the future of ALPI.

Under this strategy, ALPI Rwanda initiated an effort aimed at closing the gaps between the capacity building services of major aid donors and international NGOs, and the capacity building needs expressed by local NGOs. As a first step, the country team commissioned research report that engaged a variety of local and international NGOs and aid donors (See Appendix 6). A roundtable workshop with the organizations surveyed has been scheduled to discuss the findings and identify appropriate remedies. The roundtable topics will also include a discussion of USAID/Rwanda's Civil Society Sustainability Index.

Similarly, in Kenya, the ALPI country team developed a survey tool with the assistance of PACT Kenya to track perceived organizational capacity challenges facing Kenyan NGOs. The NGO Council, the national platform of NGOs in Kenya, is implementing this tool with its members. The consolidated data will provide insight to inter-

national NGOs and donor agencies seeking to help local NGOs meet these challenges.

These activities have helped frame the discussion around local NGO capacity building in a way that did not exist before. However, the outcome of these efforts in terms of new strategies and programs to meet the identified needs remains to be seen.

NGO Sector Standards of Accountability and Transparency (Ghana)

The ALPI country team in Ghana conducted ten workshops for groups of about 20 NGOs per workshop across the country to facilitate broader understanding of the initiative and to collect feedback on the Standards and accompanying assessment tool, and expressions of interest from the NGO community. With the input collected, the Standards Commission - the group acting as the project's conflict mitigation and quality control entity - reviewed and finalized the Standards document and assessment tool, leaving only the certification process and the choice of certification logo to be completed in the coming months. The final document, which will be reviewed periodically, contains 35 standards against which NGOs/CSOs will be assessed on an annual basis. The compliance process will start with a self-assessment period intended to help NGOs/CSOs familiarize themselves with this new regulatory mechanism before moving into a peer-review phase.

Organizations attending the workshops, in addition to those leading the process (members of the NGO Standards Commission), were given a period of one month to undertake their own organizational self-assessment against the Standards, using the assessment tool. The results had not yet been submitted at the time of this report.

Twenty organizations have submitted requests to participate in the trial Peer Review process to test the Standards. To date, one Peer Review trial has been successfully conducted (See Appendix 5) for CLIP (Community Life Improvement Programme), a local NGO operating in Northern Ghana. Developing a complete Peer Review schedule for all twenty organizations remains a challenge because of the limited resources available. In addition, each Peer Review team is comprised of three organizations, one of which must be selected by the NGO being reveiwed. The trial Peer Review process is scheduled to be completed by September 2007.

Tremendous energy was also invested in promoting the NGO standards initiative with NGO capacity building organizations in Ghana to ensure that opportunities exist for NGOs/CSOs to meet any organizational weaknesses identified through the compliance assessment process. The main focus of discussions has been on how these capacity building entities could align their services with the Standards. Opportunities for collaboration with the Standards Project are being considered by several organizations, including international NGOs through the International NGO Forum, the Ghana Law Consult, UNDP's Resource Centre, and Open Society Institute's West Africa Civil Society Institute (WACSI).

Promoting A Structured Approach to Partnerships

ALPI's partnership monitoring and assessment tool (PAT) was finalized in 2006, with feedback from the field trial that was conducted in December 2005 with a Kenyan network of local and international NGOs working to eradicate malaria. The PAT was published in English and French and then distributed in the U.S. and Africa. The tool is also downloadable on InterAction's website at www.interaction.org.

The tool's publication provided opportunities for several working sessions around the theme of partnership. The ALPI management team also took advantage of its field visits to walk ALPI participants through the tool, step-by-step, and answer questions related to the use of the tool as well as the level of time and resource commitment required from partners in using the tool.

PAT uses a methodology of self-assessment to evaluate the quality of partnership relations from the perspectives of the partners themselves. The tool uses a three-step process and a set of practical tools to analyze twelve clearly defined partnership principles (See Appendix 2). The analysis uses evidence in the form of facts and examples generated throughout a partnership to determine its level of performance, while enhancing partners' collective understanding of what constitutes effective partnerships. PAT proved to be a learning tool, providing a "bird's eye view" of the critical issues facing organizations in their partnerships. More importantly, the tool provides a set of vocabulary and a structured way to discuss partnership matters.

With technical support from InterAction, ALPI Kenya organized a workshop on using the tool in May 2006. The training was attended by two dozen organizations and facilitated by Pact Kenya. The workshop was designed around PAT, but allowed participating organizations to share their own methodologies for assessing partnerships. SISA Corporate Partnership provided a presentation on the dynamics of partnerships and introduced its partnership model, Cycle of Partnership. SISA facilitates partnerships between NGOs and businesses. Pact Kenya, a capacity building organization, introduced its organizational capacity assessment methodology and highlight-

ed the complementarities between the two processes, including how PAT could also use a result compass developed by Pact (See Box on Pact Kenya's Result Compass below) to develop action plans based on assessment results.

IR2. "New Partnership" concept adopted in selected countries

The idea of U.S. PVOs, African NGOs, and U.S. governmental development agencies working collaboratively to address common challenges on the basis of equitable and effective partnership principles is yet to be institutionalized by any of these organizations.

First, USAID missions do not view African NGOs as ready for direct business relationships and therefore confine most of their interactions to their U.S. contractors (PVOs and/or for-profit development firms). In fact, ALPI Mali attempted to break this closed circle by advocating for a seat for the ALPI secretariat (a local NGO) at the Mission's periodic meetings with its partners, which were only open to the mission's contractors. The seat was not obtained but the Mission made room for USAID representatives on the country team to provide a briefing on ALPI activities at these partners' meetings. Second, U.S. PVOs seem unwilling to release any of their power, both institutional and financial, gained over the years to their African counterparts, thereby limiting them, in most instances, to the simple role of "labor". Although U.S. PVOs cite the weak organizational capacity of local NGOs as the main reason for this situation, a very limited number of their capacity strengthening objectives and programs target the creation of functional and sustainable local NGOs. Third, African NGOs are primarily satisfied with playing the victim role, blaming the "business nature" of the fight against poverty on their continent, and claiming to have the organizational capacity that most of them, in reality, lack.

Yet in the face of these unfavorable circumstances, ALPI country operations have witnessed a ***gradual strengthening of the country team model*** as illustrated by the

Result Compass
(Pact Kenya)

HIGH CONSENSUS

Indicators scored here need immediate attention. There is shared understanding of areas of weakness.

Indicators scored here indicate that the partnership needs maintenance only or value added.

WEAK PARTNERSHIP

STRONG PARTNERSHIP

Indicators scored here indicate the need for team building to ensure a common understanding.

Indicators scored here indicate the need for team building to ensure a common understanding.

LOW CONSENSUS

> *"The current relationships among USAID missions, PVOs and NGOs have been in place for a very long time. Even though everyone says that local capacity should be strengthened and that new ways to achieve development effectiveness should be sought, determining new ways to collaborate to achieve these goals takes time, openness to new ways of doing things, and humility."*
>
> *2006 ALPI External Evaluation; Page 26.*

addition of new organizations to country activities, the leadership role of ALPI country teams in addressing NGO community-wide issues at the country level, and the additional support received from local donors. Three major developments explain this gradual strengthening of the country team model.

The emergence of individual leaders within the organizations targeted by the ALPI program is generating momentum in ALPI activities. These leaders have ultimately come to understand the program's purpose and the importance of the overall goal of equitable and effective partnerships to the effectiveness of the resources, efforts, and investments of their respective organizations, as they seek to improve living conditions in Africa. These leaders are from the local NGOs operating and/or participating in the country teams, from USAID missions in Ghana, Rwanda, Mali, and Kenya, and from U.S. PVOs such as CARE (Ghana/Mali), Catholic Relief Services (Senegal/Mali/Ghana), Africare (Ghana/Mali/Rwanda), Winrock (Mali), OIC International (Ghana), International Rescue Committee (Rwanda), and Heifer, Pact, and International Medical Corps (Kenya). These individuals have taken initiative, in most cases without the support or the recognition of their headquarters, to strengthen the ALPI country team model and promote the non-traditional partnerships advocated through ALPI. As a result of their commitment, the country team model is breaking new ground.

The country action plans formulated by all country teams for the extension period put a particular emphasis on community-wide issues. Chief among these are the focus on the MCA program in Senegal, the NGO Standards and the Trust Bill in Ghana, NGO-Private Sector partnerships in Kenya, and the food security initiative in Mali. Even Rwanda's approach to address the organizational capacity needs of local NGOs has generated tremendous interest from USAID, the PVOs, and other non-U.S. NGOs and donor agencies (See Appendix 6).

As a result, ALPI activities are attracting non-traditional partners, including government agencies, donors, the private sector, and other critical networks of organizations. Ghana and Senegal have received external grants to support part of their activities. In Kenya, the country team's activities related to the NGOs taxation and NGO-Private Sector partnerships have always been implemented in collaboration (shared cost) with organizations outside of the ALPI network, including regional networks such as the East Africa Association of Grantmakers and for-profit businesses such as the Co-Operative Bank of Kenya.

The gradual but steady strengthening of ALPI country teams has led to the selection and implementation of activities that have the potential to extend beyond the life of the ALPI Cooperative Agreement. In fact, activities are planned beyond June 30, 2007, the official closing of ALPI – and no country team has dismantled to date.

IR3. Joint action for advocacy on issues of common interest

ALPI stakeholders have participated in, and contributed to, advancing a number of development issues both at the national and international levels.

ALPI Stakeholders Contribute to Advocacy Initiatives at the International Level

This reporting period includes the implementation of two ALPI Washington Week events – the Washington Week of 2006 and 2007. Both events provided a venue for ALPI delegates to raise a wide range of African development related issues with U.S. policymakers, U.S. gov-

ernment development agencies, and multilateral aid organizations headquartered in Washington, DC.

In collaboration with Bread for the World, InterAction participated in the planning and organization of the 2006 AGOA Civil Society Forum in Washington, DC. ALPI sent a delegation from Kenya, Senegal, Mali, and Ghana to attend the event. The AGOA Civil Society Forum is a venue used by U.S. PVOs and African NGOs/CSOs to voice their concerns about the implementation of AGOA. U.S. and African CSOs are claiming a role in monitoring the impact of AGOA and pressuring governments to put poverty alleviation at the forefront of their AGOA agenda. The Forum covered issues related to local and regional market development in Africa, U.S. market access for African products, small farmer-led agriculture development, financing for Small and Medium Enterprises, and trade capacity building. ALPI Ghana also contributed to the preparation of the 2007 AGOA Forum in Accra, Ghana.

InterAction and ALPI Ghana are also involved in preparations for civil society participation in the High Level Forum on Aid Effectiveness in Accra, Ghana in September 2008. In March 2007, ALPI's manager participated in a series of meetings at the OECD-DAC in Paris, discussing the roles and responsibilities of NGOs/CSOs in advancing the aid effectiveness agenda of the OECD-DAC. Civil society organizations around the globe will convene to exchange views and reach consensus on the terms under which the principles of the Paris Declaration on aid effectiveness should be applicable to NGO/CSO work. The results of these discussions will form the basis of an NGO/CSO proposal to the High Level Forum in 2008 in Accra. To this end, InterAction and ALPI Ghana collaborated with IBIS Ghana, an international NGO, to plan a workshop introducing Ghanaian NGOs/CSOs to the aid effectiveness debate. As a host NGO/CSO community, the workshop was also designed to start the preparation process that would allow these organizations to actively participate in and contribute to the Forum in September 2008.

ALPI Stakeholders Provide Leadership for Country Level Advocacy Initiatives

Promoting an Enabling Environment for NGO Operations (Ghana)

The Ghana country team continued to play a leadership role in the process surrounding the government of Ghana's (GoG) Trust Bill, which intends to define the legal environment in which NGOs/CSOs operate in Ghana. The country team is leading the mobilization of the NGO community, providing the space for internal exchange among NGOs, and participating in the group of NGOs representing the NGO community in negotiations with the government.

Over this programmatic period, the country team's scheduled meetings served as the venue to formulate a strategy to respond to the draft bill and rally NGOs. The team provided assistance to GAPVOD, the national umbrella for NGOs, to launch an electronic campaign, which resulted in a sign-on letter that was sent to the government.

With support from USAID, a member of the country team, the Legal Resource Centre, conducted a thorough analysis of the draft bill that formed the basis of a joint NGO position statement (See Appendix 4).

The drafting of the position statement was facilitated by the ALPI Secretariat in collaboration with other country team members, including the director of Action Aid, the legal expert of Ghana Centre for Democratic Development (CDD), and the executive secretary of GAPVOD. The statement was circulated for comment to NGOs throughout the country before a consolidated and final draft was submitted to the Ministry of Manpower Development and Employment, representing the GoG. The Minister acknowledged receipt of the statement and confirmed that it is being reviewed by government officials. A negotiation meeting with the Minister is expected for early fall 2007.

Enlisting the Private Sector in the Fight against Poverty (Mali & Kenya)

Following the successful implementation of the first NGO-Private Sector Partnership conference in May 2006 (See Appendix 8), ALPI Kenya, in collaboration with SISA™ Centre for Corporate Partnership and other key business and NGO sector networks, launched a series of sustainability breakfast sessions. The sessions are expected to

1. NGO Legislation should be separated from the Trust Bill.

2. NGO Policy guidelines should be enabling, not constricting.

3. The new Regulatory Framework should be based on the Draft National Policy for Strategic Partnership with NGOs/CSOs (2004).

NGOs' main recommendations to the GoG on The Trust Bill, NGOs' Position Statement, p.2.

lead to the first regional NGO Sustainability and Private Sector Partnership Conference, scheduled for September 2007. The sessions, under the theme of Profit of Non Profit: Private Sector Opportunities for Sustainability, aimed to provide options for stakeholders committed to working together to build thematic pooled funds (local basket funding), finance NGO business units, and secure funds to scale up income generating activities (IGAs). The sessions also focused on accessing large Corporate Social Responsibility funds (CSR) in four main areas of social investment – Commercial Enterprise (Business Units), Social Enterprise (scaled up IGAs) Investment, and long-term CSR funds for Social Investment. The first breakfast session took place on May 24, 2007, and brought together 30 participants. Several NGO-Private Sector partnerships, as well as NGO-led business enterprises were presented and discussed by participants, including the Rattansi and Rahimtulla Trusts, FAWE, the Methodist and National Council of Churches of Kenya, New Life Home Trust, Windle Trust, the Don Bosco Development Office, UNDP's Growing Sustainable Business (GSB) Initiative, CARE Kenya's Care Enterprise Program, the Kenya Gatsby Charitable Trust's International Centre for Marketing, and the Swedish Cooperative Centre.

Bridging the gap between the private sector and NGOs around poverty alleviation work was also a top priority for ALPI Mali. The country team planned and conducted research to better understand the private sector and its interest in social investments. The study identified two dozen private sector actors who were invited to a brainstorming session with the NGO sector in April 2007. This resulted in the creation of a forum where both communities could engage in mutual learning and exchange ideas on possible collaborative actions.

These NGO-Private Sector activities have provided both groups with the opportunity to learn from and about each other, exchange ideas around the development challenges facing their respective countries, and discuss the types of collective actions that can be undertaken to address these challenges. The activities have also created a learning lab for NGOs who are concerned about their long-term financial sustainability and their heavy reliance on traditional aid donors to implement their independent missions.

"In 2006, private sector contribution to charities [in Kenya] was estimated at Kshs 1.2 billion (U.S. $ 17 million). In 2007, this amount is expected to increase to U.S. $30 million, following a private sector-driven lobbying that led to the government making provision for NGO donations to be tax deductible. A policy document to guide this incentive is expected to be passed in June this year [2007]. Many companies have expressed a willingness to move these funds from donations into more business support for income [generating] projects managed by NGOs and CBOs."

The Sustainability Breakfast Series.

Activities

Regional Workshops: Lesson Learned Event in Accra, Ghana

In September 2006, InterAction organized a three-day regional lessons learned conference in Accra, Ghana. The event sought to: 1) improve ALPI operations during the no-cost extension period by collectively seeking solutions to common challenges; and 2) conduct a self-assessment of ALPI implementation to date that would form the basis of the external evaluation of the program. The conference brought together 27 representatives from the ALPI country teams and the InterAction ALPI team, including observers from the newly formed Rwanda country team. The conference included approximately 20 additional NGOs from Ghana that were invited to specific sessions.

The conference was organized around two types of working sessions. The morning sessions focused on interactive lessons learned brainstorming and sharing of activities. The afternoon sessions consisted of panels organized around key topics of interest to the ALPI country teams: private sector-NGO collaboration, effective national NGO platforms, and the participation of NGOs in the formulation of the Millennium Challenge Account (MCA) programs in ALPI countries.

Morning Sessions

Led by a facilitator, Ms. Carolyn Long, participants engaged in collective brainstorming sessions that followed each step of the ALPI process, from formation of the country teams to the development and implementation of country level activities.

Lessons from the first morning session, which focused on the formation and initial operation of the country teams, included:

- Better planning for consultation time when engaging with a broad range of stakeholders in the ALPI process;
- Need for focused and consistent outreach to the three stakeholders groups;
- Importance of representation and participation by all three stakeholders, specifically with a key, committed representative from each community;
- Importance of having a convener such as InterAction to provide technical assistance and a link to the policy process in Washington, DC; and
- Necessity of crafting goals that include the interests of all stakeholders and the reality of resource and time constraints.

Lessons from the second morning session focused on obstacles encountered by the country teams and aspects that made the process successful. They included:

- Strong coordination by a skilled secretariat as a means to foster higher-level collaboration among NGOs on sector-based issues;
- Need for concerted mobilization of cash and in-kind resources to expand country level activities (especially for mobilization and coordination work) beyond the level of the incentive grants;
- Critical importance of national platforms of NGOs and how to most effectively leverage their political legitimacy and convening functions to broaden ALPI activities and ensure their sustainability and effective coordination; and
- Need to maintain an ongoing engagement of various actors in the process.

The third morning session concluded the discussions from the previous two days. Drawing from this information, participants were asked to offer their top recommendations for the ALPI program. The recommendations were then collectively shared and participants voted for their key recommendations. These included:

1. The importance, from the outset, of crafting complementary roles in a tripartite relationship.
2. Design and negotiate advocacy approaches and targets that include USAID missions' programmatic agenda to more effectively encourage their participation in the process.
3. Deepen inter-organizational relationships at the country level.
4. Lengthen the ALPI country-level program to span a period of three to five years.

In sum, participants felt that great strides had been achieved in two and half years. However, in the overall picture, they pointed out that the country level pilot process had initiated a new mechanism that needed to be fine tuned and uncovered issues that required more time to be addressed. In particular, participants felt that one of the overarching goals of the program, the building of equitable relationships between the three stakeholders

groups, necessitated more time and effort to create understanding and effective lines of communication. For instance, increasing the low level of participation of U.S. PVOs was indicated as a priority. All the teams felt that the culture of networking and information-sharing between NGOs is not yet fully grasped, as organizations remain concerned and protective of their areas of responsibility to the detriment of coordinated action. Finally, the power of networks as a tool to address complex policy issues was roundly acknowledged by the participants, with the realization that building and maintaining such networks requires time, coordination and communication.

Afternoon Sessions

The afternoon sessions consisted of interactive panels that addressed topics of interest to each of the ALPI country teams. The panel on Private Sector – NGO collaboration consisted of OIC International, Third World Network, Nestlé Ghana Limited, and the President of Ghana's Private Enterprise Foundation. Background was given on each organization's engagement in this area and participants engaged in a lively question and answer session on catalyzing and deepening NGO-Private Sector engagement.

The second panel addressed the effectiveness of national platforms of NGOs, focusing on creating effective coalition dynamics, efficiency, and building of synergies for greater impact. The panel consisted of representatives from InterAction, GNETPAD, GAPVOD, BANGO, and the Ghana NGO Coalition on the Rights of the Child.

The third, and final, panel focused on government - NGO collaboration in the formulation of the Millennium Challenge Account program in Ghana. Speakers included Mathew Armah, Head of MiDA, the Ghanaian governmental agency established to run the MCA program, as well as representatives from InterAction, CARE Ghana, and the Northern Ghana Network for Development. The panel covered the background and development of the MCA process, and the mechanisms and reality of government-NGO engagement to date, using the country-level example of Ghana as an illustrative backdrop to the discussion.

The conference concluded with the participating country teams' commitment to applying the lessons identified collectively in the formulation and implementation of the final round of country level activities for the no-cost extension.

The 2006 External Evaluation of ALPI

In August 2006, InterAction retained the services of an independent consultant, Ms. Carolyn Long, to conduct an evaluation of ALPI II. The external evaluation combined the outcomes of the lessons learned workshop held in Accra, Ghana in September 2006 with interviews of key stakeholders and analysis of program documents. The report was submitted in January 2007.

The evaluation had three objectives:

1. Assess the extent to which ALPI had achieved its intermediate results (IRs).
2. Highlight lessons learned.
3. Make recommendations about mechanism(s) to further enhance and build on the achievements of the ALPI process.

The evaluation determined that, as of late 2006, ALPI II had partially achieved the IRs. A brief summary of the evaluation's review of progress on the IRs is as follows:

IR1. Exchanged information to enhance learning and collaboration: The work done by the country teams in Ghana and Senegal on the MCA, with substantive assistance from InterAction, stood out as an example of the kind of collaboration that can advance development interests at both the country level and in Washington, DC.

IR2. Consolidate country team model in selected countries: Of all the country teams, Ghana came the closest to fully achieving this IR in the timeframe examined (See Appendix 7). Increased emphasis on the elements necessary to create ownership and improve information sharing mechanisms for broader outreach to each stakeholder's constituency were noted as important factors in improving achievement of this IR.

IR3. Joint action for advocacy on ALPI themes fostered: ALPI themes are determined at the country level. Therefore, each country team decided whether or not to include joint action on advocacy. In Mali, work on food security, and in Kenya, work around the tax scheme, had not yet developed into joint advocacy, but were clearly moving in this direction. In Ghana and Senegal, the country teams worked collaboratively to influence the development of the MCA compacts in their respective countries. Additionally, the country team in Ghana provided the framework through which NGOs were involved in the government's formulation of an NGO law.

Lessons Learned: As a tool for collaboration, it should be noted that the ALPI II country team model was implemented on a pilot basis in all four countries. This model is the only such mechanism available for systematic consultations among representatives of the three stakeholder groups. The evaluation also recognized that the ALPI objectives require longer-term activities beyond the three years of implementation.

A set of short-term recommendations, or lessons learned, were determined by ALPI II participants at the self-evaluation workshop. These recommendations are expected to be acted on in the remaining six months of the ALPI II program. They included:

- Increased pro-activity on the part of InterAction in encouraging USAID/Washington and the headquarters leadership of PVOs to catalyze the interest of their field offices in ALPI countries.
- Create greater visibility for ALPI at the InterAction Annual Forum.
- Formulate country team action plans that incorporate the interests of all three primary stakeholders.

A set of longer term recommendations for any future ALPI-like activity were put forward by Ms. Long at the conclusion of the ALPI II evaluation. They were as follows:

- InterAction should redesign the ALPI initiative to link directly to the organization's new goals, adopted through InterAction's recent strategic planning process, and to the key initiatives resulting from these goals.
- InterAction should use its credibility and power to lobby governmental and private donors and PVOs to commit ample resources to strengthen local capacity in African countries, beginning with the national NGO networks.
- Prior to designing a new ALPI initiative, InterAction should conduct an open-ended discussion with African NGOs, PVOs, and USAID missions in the four ALPI countries to learn each country's highest priorities; discuss InterAction's highest priorities; and determine how the country teams might be willing to agree on a common objective on which they could work together with InterAction to achieve.

Washington Week 2006 and 2007

A central goal of the ALPI program was to improve the effectiveness of development policies formulated in Washington by increasing the space for field-based practice and knowledge to be heard. As part of this effort, InterAction, through the ALPI program, invited multiple stakeholders from Africa to Washington, DC, to participate in a weeklong series of meetings on topics related to African development. That week, named "Washington Week," was usually scheduled prior to or after InterAction's annual Forum. Both Washington Week and the Forum provided space for representatives from Africa and DC-based policymakers and development practitioners to exchange views and discuss policy formulation as they relate to local realities in Africa.

In April 2006, InterAction hosted fourteen delegates from Ghana, Kenya, Mali, and Senegal at Washington Week and the InterAction Annual Forum. During Washington Week, representatives participated in meetings organized around their primary areas of interest, specifically: USAID's new Africa strategy, hosted by USAID's Africa Bureau; the Millennium Challenge Account, highlighting the experiences of Southern NGO leaders; North-South NGO collaboration and exploring ways to improve current collaboration; and the value of economic development as a poverty alleviation tool in Africa, examining the comparative advantages and disadvantages of NGOs in promoting economic development. The week closed with a reception at the residence of the Senegalese ambassador, who strongly supports initiatives such as ALPI, which seek to promote partnerships among development stakeholders.

In April 2007, ALPI hosted eleven development stakeholders from Rwanda, Ghana, Kenya, Mali, and Senegal to attend Washington Week and the InterAction Forum. During Washington Week, ALPI participants were invited to the World Bank/IMF Spring Meetings, where they participated in several discussions, including the World Bank's new health, nutrition, and population strategy; development challenges in Sub-Saharan Africa; and areas for collaboration between the World Bank, PVOs, and NGOs. Meetings organized specifically for ALPI delegates covered an exchange with the World Bank's team working on the IDA-15 replenishment and how African NGOs/CSOs can advocate in support of the replenishment goals; a meeting with the World Bank's Vice President of the Africa region on the Bank's Africa Action Plan; and one-on-one meetings with the International Monetary Fund country representatives for ALPI countries. ALPI delegates also met with the USAID/Africa Bureau, as part of the conclusion of ALPI program activities, and attended additional meetings organized for specific ALPI representatives on the Africa Growth and Opportunity Act and the Millennium Challenge Account.

The InterAction Forum incorporated a recommendation from the 2006 ALPI external evaluation, which called for greater visibility of ALPI at the Forum by highlighting the ALPI experience throughout this annual gathering. Three ALPI delegates shared their countries' experience as panelists on workshops discussing civil society and government partnership paradigms, using evidence-based advocacy campaigns to influence policies, and

establishing common global standards for NGO professional conduct.

Year 3 and Extension (Summary of Country Team Action Plans)

ALPI's key activities for Year 3 (December 2005 – November 2006) and the six-month period of the no-cost extension (December 2006 – June 2007) are presented in Appendix 9, which summarizes country team action plans. For each country, the section with an orange background outlines activities implemented in 2006, and the section with the purple background lists activities carried out during the extension.

Conclusion

The implementation of the ALPI Agreement over the years has been a learning process and a real-life laboratory for "adaptive management" in practice. The integration of the recommendations of two major external evaluations (2002 and 2006) into the planning and implementation of ALPI has generated positive developments toward achieving the strategic goal of the program – promoting effective partnerships between USAID missions, U.S. PVOs operating in Africa, and African NGOs.

The result has been an increased level of collaboration between these three groups at the country level due to the work done through ALPI's country team model. The focus of these partnerships cuts across the interests of most development actors in Africa. Consequently, ALPI is attracting participants from groups outside the ALPI initial targets, such as African government agencies, the nascent but vibrant private sector in Africa, and non-U.S. aid donors and international NGOs.

As the ALPI country team model strengthens and ALPI objectives are broadly owned by development stakeholders at the country level, the opportunity for InterAction to bridge the gap between field level realities and development policy formulation processes in Washington, DC continues to expand.

APPENDIX 1: ALPI RESULTS FRAMEWORK (2003-2006)

GOAL: ***Contribute to the Increased Effectiveness of U.S. Foreign Assistance to Africa***

STRATEGIC OBJECTIVE:
Strengthen effective tripartite partnerships among U.S. PVOs, African NGOs and USAID

Indicator 1: Partners demonstrate shared ownership of ALPI process.
Indicator 2: Partners implement "new partnership" concept.
Indicator 3: Partners carry out joint action items.

INTERMEDIATE RESULT 1
Exchanged information to enhance learning and collaboration (knowledge management).

INDICATORS

- *Minimum standards for communication and information sharing are developed by country teams in year one.*
- *Stakeholders' understanding of each other's areas of intervention, methodology and activities increased.*
- *Number of venues for technical and professional exchange increased.*

INTERMEDIATE RESULT 2
"New partnership" concept adopted in selected countries.

INDICATORS

- *Fully established country teams facilitate the national tripartite dialogue.*
- *Country team functionality is monitored on a regular basis based on new partnership principles.*
- *A partnership monitoring tool based on new partnership principles is developed and tested.*
- *Number of ALPI stakeholders applying the partnership monitoring tool on regular basis.*

INTERMEDIATE RESULT 3
Joint action for advocacy on issues of common interest implemented.

INDICATORS

- *A formal and regular mechanism for stakeholder exchange and follow-up action around country issues is created in year one and two, respectively.*
- *ALPI stakeholders are involved in at least one tripartite advocacy effort per year on issues of common concern.*
- *Mechanisms for information exchange between the field and the U.S. on issues related to development policy and practice developed.*
- *Regular consultative meetings on policy and program issues of common concern take place.*

APPENDIX 2: PARTNERSHIP MONITORING AND ASSESSMENT TOOL - SUMMARY SCORING TABLE

Assessment #	Assessment topic	Points (out of a maximum of 4)
	PARTNERSHIP FORMATION PRINCIPLES	
1	Mutual understanding of partnership and shared commitment to its purpose.	
2	Partner representatives (the person representing each partner organization) were carefully selected and they operate effectively.	
	PARTNERSHIP OPERATIONAL PRINCIPLES	
3	Well balanced power relations in our partnership. *Subtopic – Balanced power in our work.*	
4	Well balanced power relations in our partnership. *Subtopic – Open discussions of power.*	
5	Mutual accountability to each other as partners. *Subtopic – Duty of loyalty and care.*	
6	Mutual accountability to each other as partners. *Subtopic – Joint work and evaluation/reporting.*	
7	Demonstrate a shared ownership in the partnership.	
8	Balanced flow of information among partners. *Subtopic – Reports are shared.*	
9	Balanced flow of information among partners. *Subtopic – Communications among partners are fair, open and effective.*	
10	Demonstrate mutual respect and trust to each other.	
11	Shared values. *Subtopic – Level of shared values about development and social action.*	
12	Shared values. *Subtopic – Level of shared organizational visions and operational priorities.*	
	TOTAL	

APPENDIX 3: SIMPLIFIED FORMAT FOR COUNTRY ACTION PLAN

Ghana Country Team: Action Plan Table (December 2006 – December 2007)

Priorities	Expected Outcomes	Activities	Indicators
Priority 1: Advocate for the inclusion of NGO perspectives in GoG Trust Bill, to ensure a definite and appropriate legal framework for NGO/CSO work in Ghana.	1. Active involvement of NGOs/CSOs in formulation of NGO Bill. 2. NGOs/CSOs organized in support or opposition to the Bill.	1. Disseminate draft Bill to NGO community. 2. Utilize GCT member networks to collect feedback. 3. Assist GAPVOD to organize five regional information workshops on the Bill. 4. Consolidate and submit NGO input for consideration in final Bill draft.	1. Active engagement of Ministry and Trust Bill working group by GCT Manager. 2. Dissemination of information by GCT Secretariat to regional and sectoral NGO networks. 3. Collection and consolidation of NGO/CSO feedback (document). 4. Evidence of submission of consolidated feedback to GoG for consideration in final Bill.
Priority 2: Develop and institute recognized, quality Standards for the Ghanaian NGO community for the purpose of enhancing credibility, facilitating NGO and GoG consultation, and promoting NGO institutional learning.	1. Finalized standards and related assessment tools with inputs from the broader NGO community. 2. NGO/CSO self-regulation process established: a. NGOs/CSOs conduct voluntary self-assessment trial; b. Pilot peer review conducted; c. Planning for standards compliance certification process finalized. 3. NGO/CSO capacity building needs identified and addressed through existing initiatives.	1. "CSOs in the MCA process." 2. "Decentralization in Ghana" "Building a stronger national NGO platform: value added, framework, actions."	1. Level and number of workshop participants. 2. Number of organizations completing self-assessment. 3. Completion of peer review trial. 4. Finalized standards and assessment tools.
Priority 3: Enhance professional exchanges to promote program synergies between NGO partners, as well as other stakeholders.	1. Increased communication between NGO partners on issues relevant to the NGO community in Ghana.	1. Disseminate draft Bill to NGO community. 2. Utilize GCT member networks to collect feedback. 3. Assist GAPVOD to organize five regional information workshops on the Bill. 4. Consolidate and submit NGO input for consideration in final Bill draft.	1. Holding of the three events. 2. Dissemination of event reports.

APPENDIX 4: NGO POSITION ON TRUST BILL AND NGO POLICY GUIDELINES (GHANA)

Joint submission of Concerned NGOs/CSOs in Ghana

Background

The Government of Ghana in 1993 attempted to introduce an NGO bill to regulate NGOs/CSOs which was found to be unfavorable for the effective functioning and growth of NGOs/CSOs in the country. Consequently, the bill was withdrawn. In 2000, Government collaborated with NGOs/CSOs through a series of workshops, seminars and meetings to produce a policy document – Draft National Policy for Strategic Partnership with NGOs/CSOs – to regulate NGO activities in the country. The first document was released in 2000 and revised in 2004.

At a joint meeting between NGOs/CSOs, the Ministry and the Legislative drafter from the Attorney General's Department, it was agreed that\ the Draft National Policy for Strategic Partnership with NGOs/CSOs would form the basis for sections of the law related to NGOs/CSOs. In 2006, the Government introduced a Trust Bill which included the regulation of NGOs/CSOs. Numerous organizations came together under the platform of the Ghana Association of Private Voluntary Organizations in Development (GAPVOD) and wrote to the Ministry expressing concerns about including NGOs/CSOs within the Trusts Bill. The Government, however, went on to formulate the Draft NGO Policy Guidelines 2007 document, which is meant as subsidiary legislation for the Trust Bill. This, combined with the President's mention of passing this legislation in the last State of Nation Address, affirms Government's determination to have the law passed in its present state despite NGO/CSO concerns.

In view of these developments, on 11th May 2007, the concerned NGO/CSO sent another letter to the Ministry requesting a hold on the process, while the community reviews the policy guidelines in detail and builds broad consensus on their position. The present NGO Joint Position Paper reflects the worries of the NGO/CSO community as it requests further consultations with Government on the matter.

Summary of Position

At the onset, it is important to highlight that NGOs/CSOs welcome the attempt to provide a national regulatory framework. Currently, NGOs/CSOs are put together with profit making companies for the purpose of regulation. The separation of NGOs/CSOs from for-profit companies for regulatory purposes is an improvement, both conceptually and practically. However, the proposed regulatory framework as reflected in the Trust Bill and the NGOs Policy Guidelines (2007), if implemented, would stifle and constrict civil society in Ghana and the rich contribution it is making to development in the country.

We have three key recommendations, which are set forth in detail in this position paper. They are as follows:

1. ***NGO Legislation should be separated from the Trust Bill.***
2. ***NGO Policy guidelines should be enabling, not constricting.***
3. ***The new Regulatory Framework should be based on the Draft National Policy for Strategic Partnership with NGOs/CSOs (2004).***

APPENDIX 5: NGO STANDARDS PILOT PEER REVIEW OF CLIP (PEER REVIEW REPORT, PP. 17)

Performance of CLIP

By her courageous decision to apply for the test on the NGO/CSO Standards Certification, CLIP has demonstrated commitment to best practice. The team commends her highly for this bold initiative. We found the management team very co-operative and willing to provide information even in the face of two days without power.

The review exposed a weakness in the filing system within CLIP. This is evidenced by the fact that not all documents requested for by the team could be produced. This was not because such documents did not exist but that they were in computers that could not be accessed due to the power outage. We recommend that CLIP should ensure that all documents are always produced in hard copies as well and not in soft or electronic copies alone.

The Process

The review process was seriously challenged by the absence of an interface where the team could play back its preliminary findings to CLIP for clarifications if any. This is a gap that we wish to recommend to the Commission to consider including in subsequent pear reviews.

The Peer Review segment of the entire certification process is, in our view, the most crucial. Two days for such an important exercise (including report writing) is woefully inadequate. Five (5) days should be considered.

There was no report format given to the peer reviewers. The secretariat should design a suggested reporting format for use by peer-reviewers.

Conclusion

The Peer Review exercise was challenging but exciting. The team is grateful to all who made our work a success. We particularly wish to thank the Secretariat staff for their logistics support, staff of CLIP for giving us attention and above all the Almighty God for grating us grace and strength.

From the foregoing, CLIP has the basic characteristics of a true NGO. Running through the standards, the team can conclude that she has complied with key tenets of good organizational behaviors, except for a few areas as identified in the gaps section of the findings. The most critical of these gaps are the Constitution, the Certificate from Department of Social Welfare and the Vision. Once proven to exist, the Standards Commission should consider the award of the Standards Certificate to the Community Life Improvement Programme (CLIP).

APPENDIX 6: TYPOLOGY OF NGO CAPACITY BUILDING ORGANIZATIONS (RWANDA)

Organizations Surveyed in an Effort to Promote Demand-driven Capacity Building Services for Local NGOs

Donor Agencies

1. USAID
2. UNDP
3. SIDA
4. DED
5. DFID
6. Belgium Technical Cooperation
7. Netherlands Embassy

International NGOs

1. Africare
2. Care International
3. International Rescue Committee (IRC)
4. Lutheran World Federation (LWF)

Local NGOs

1. RISD (ALPI)
2. ASRG
3. AVEGA (ALPI)
4. HOSTA
5. CAURWA (ALPI)
6. REDO (ALPI)
7. Seruka
8. Benishyaka
9. Haguruka
10. CARITAS

Government and Parastatals

1. Ministry of Local Governments
2. Ministry of Gender and Family Promotion
3. CEPEX (Parastatal)
4. HIDA (Parastatal)

APPENDIX 7: THE GHANA COUNTRY TEAM COMPOSITION

Preamble

The Ghana Country Team is an advisory and consultative group which seeks to foster collaboration among local NGOs, International NGOs and Donors for the improvement of the professional and regulatory environment of NGOs working in Ghana.

Composition and Structure of Ghana Country Team

The GCT comprises:

Local NGOs Representatives

- Ghana Association of Private Voluntary Organizations in Development (GAPVOD)
- Pan African Organization for Sustainable Development (POSDEV)
- Ghana Centre for Democratic Development (CDD)

International NGOs Representatives

- Opportunities Industrialization Centres International (OICI)
- Care International-Ghana (CARE)
- Action Aid Ghana

Donors Representatives

- United States Agency for International Development (USAID-Ghana).

Representatives of Organizations on the GCT

The following persons have been designated by their respective organizations to serve on the GCT:

- GAPVOD / Kofi Adu
- POSDEV / Lawrencia Adams
- OICI / Carla Denizard and Letitia Adu-Danso
- USAID / Ted Lawrence
- Action Aid Ghana / Taaka Awori
- Centre for Democratic Development / Eric Boateng

Secretariat

The Pan African Organization for Sustainable Development - POSDEV has been designated as the Secretariat and manager of Ghana Country Team (GCT).

APPENDIX 8: PRIVATE SECTOR-NGO PARTNERSHIP CONFERENCE PARTICIPANTS LIST (KENYA)

Wednesday, 17th May 2006, Windsor Golf Hotel & Country Club, Nairobi, Kenya

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APPENDIX 9: SUMMARY OF COUNTRY TEAM ACTION PLANS

Country in Focus	Capacity Strengthening	Information Exchange	Joint Advocacy Actions	New Initiatives
GHANA		1. Sharing of sector-specific technical approaches and achievements between USAID, PVOs, and local NGOs – Ghana PRSP, USAID's GAIT program.	1. Developed and implemented a self-regulatory framework (NGO Standards) for all NGOs operating in Ghana. 2. Ensured NGO participation in the formulation of the NGO bill in Ghana.	1. Promoted NGO-Business sector collaboration (in conjunction with Global Development Alliance). 2. Technical and administrative support to the national NGO platform (GAPVOD).
	1. Finalized NGO Standards (standards and assessment tool). 2. Conducted 2 types of test: a peer review and a self-assessment.	1. Collaboration with the CSO Sub-Group (CARE, SNV, IBIS) and Donor Group (USAID and EC) to monitor the effective implementation of the decentralization program in Ghana. 2. Assisted with the organization of the 2007 AGOA Civil Society Forum in collaboration with Third World Network and the GoG.	1. Formulated an NGO perspective in response to the GoG's Draft Trust Bill to ensure an appropriate legal framework for NGO/CSO work in Ghana. 2. Negotiated the inclusion of the NGO perspective in the Trust Bill. 3. Collaboration with MiDA on CSO participation in the implementation of the MCA program.	1. Convened a number of key NGOs and donors (USAID and UNDP) to plan and implement the re-engineering of GAPVOD, the national platform of NGOs.
KENYA	1. Organized the testing of the ALPI partnership monitoring and assessment tool.	1. Organized a series of information exchanges with USAID Kenya. 2. Promoted USAID/Kenya's Grant Eligibility Program to local NGOs. 3. Conducted a participatory assessment of local NGOs' needs for capacity strengthening.	1. Worked with other appropriate coalitions to advocate for a tax exemption policy for NGO work in Kenya.	1. Established contact with the private sector to discuss partnerships around poverty alleviation issues in Kenya.
	1. Documented the organizational capacity challenges facing local NGOs. 2. Created a space for exchange on collaborative approaches to addressing knowledge gaps in capacity building needs for local NGOs.	1. Organized training on the use of the ALPI partnership monitoring and assessment tool.		1. Organized a series of roundtable exchanges with the private sector as a way of bridging this sector and NGOs around poverty alleviation issues in Kenya.

APPENDIX 9: SUMMARY OF COUNTRY TEAM ACTION PLANS

Country in Focus	Capacity Strengthening	Information Exchange	Joint Advocacy Actions	New Initiatives
MALI	1. Resource mobilization training for local NGOs. 2. USAID procedures and rules and regulations training for local NGOs.	1. Established a framework for frequent exchange among ALPI stakeholders on development issues i.e., food security; sustainability of development work. 2. Leveraged a number of venues (CCA-ONG's Open House and USAID mission's "Hakili Jakabo") to promote mutual knowledge among ALPI stakeholders.	1. Negotiated the participation of local and international NGOs in the MCA process. 2. Advocated for local NGOs' direct access to USAID grants.	
MALI		1. Formed a network of food security actors in Mali, including government agencies, NGOs, and major donors. 2. Created a platform for frequent exchange among food security actors in Mali.	1. Formed a Working Group among ALPI stakeholders to act as a think tank on NGO participation in the implementation of the MCA program in Mali.	1. Identified and mobilized NGOs and private sector actors interested in promoting NGO-private sector collaboration in Mali. 2. Organized a series of private sector-NGOs consultations on the development challenges in Mali.
RWANDA	1. Assisted with the formation of a country team in Rwanda.	1. Disseminated ALPI related information to key stakeholder groups in Rwanda.	1. Mobilized ALPI stakeholders to commit to an ALPI pilot in Rwanda.	
RWANDA	1. Reviewed USAID/IRC Civil Society Sustainability Index to identify organizational capacity challenges facing local NGOs. 2. Surveyed major development donors on their plans for strengthening the capacity of local NGOs. 3. Held one-day training for local NGOs on USAID procedures, and rules and regulations.	1. Held monthly management meetings among country team members to plan and monitor ALPI activities. 2. Organized Brown Bag discussion series on partnership issues and disseminated findings.	1. Mobilized major donors, PVOs, and local NGOs on the issue of local NGO sustainability. 2. Organized a forum with major donors surveyed, PVOs, and local NGOs to collectively identify and act on opportunities for strengthening the capacity of local NGOs.	

APPENDIX 9: SUMMARY OF COUNTRY TEAM ACTION PLANS

Country in Focus	Capacity Strengthening	Information Exchange	Joint Advocacy Actions	New Initiatives
SENEGAL	1. Implemented a fundraising skills development workshop for local NGOs. 2. Identified participatory program and organizational assessment tools to share with all NGOs. 2. Improved U.S. and local NGOs' operational relations around USAID grants (effective partnership).		1. Advocated for local NGOs' direct access to USAID grants. 2. Ensured CSO/NGO participation in the MCA.	1. Promoted NGO-business sector collaboration (around MCA programs).
		1. Disseminated broadly the CSOs' independent study of the MCA process to all key stakeholder groups in Senegal.	1. Conducted an independent study capturing the level of CSO participation in the formulation of the MCA program as well as the needs of the population on and around the site of the program. 2. On the basis of the CSO study findings, crafted an advocacy approach to negotiate the terms of CSO-government engagement in the MCA program in Senegal.	1. Leveraged the MCA program to strengthen NGO -private sector engagement in Senegal.
InterAction (U.S.)	1. Administrative and technical management of the ALPI- CA (donor relations/Country Action Plan/Incentive Grants). 2. Formulated a No-Cost Extension request for the ALPI program. 3. Planned and implemented a Lessons Learned Event in September 2006. 4. Planned and implemented an Independent Evaluation of the program.	1. Finalized and published the ALPI Partnership Assessment Tool in English and French. 2. Disseminated the ALPI External Evaluation in English and French.	1. Helped plan and organize the participation of African CSOs in the 2006 AGOA Forum in Washington, DC. 2. Planned and implemented the 2006 Washington Week and Forum activities for ALPI stakeholders.	
	1. Administrative and technical management of the ALPI- CA (donor relations/Country Action Plan/Incentive Grants).	1. Organized the participation of African CSOs in the World Bank/IMF Spring Meetings in April 2007.	1. Planned and implemented the 2007 Washington Week and Forum activities for ALPI stakeholders.	1. Promote the OECD-DAC process on aid effectiveness with ALPI stakeholders in the U.S. and in the field.

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