

A.I.D. and the  
Independent Voluntary Sector  
- A Progress Report -

Bureau for Population and Humanitarian Assistance  
January 3, 1973

## BACKGROUND

The report which follows is divided into four parts: (1) progress in implementing the three directives laid down by the Administrator following the June 7, 1972 Council meeting on the Independent Voluntary Sector; (2) other related developments in the area of voluntarism; (3) issues, problems and prospects for the future; and (4) some recommendations.

It should be noted that some of the developments reported are due to the efforts of organizations and Bureaus other than the Bureau for Population and Humanitarian Assistance. The move to engage private and voluntary organizations in development programs far transcends the activities of this Bureau. It is not our purpose to take credit for every new development, but to report on those which we know have taken place.

When the new Bureau (PHA) and, more specifically, its Office for Private and Voluntary Cooperation (PVC) were established, it was for the purpose of seeking to promote wider, more effective use of private, voluntary resources in Agency, country, and regional programs. PHA/PVC views its principal functions to be:

- seeking within the Agency the widest possible interaction and dialogue with the Bureaus and Desks, in order to identify with them opportunities for possible use of private resources; here, our mutual interest is greater clarity about sectors, sub-sectors, "key problem areas" and other perspectives on programming in order both to identify where private and voluntary organizations can contribute, and how host countries and private voluntary organizations can be brought early into such dialogue and participate in programming.
- maintaining contact with private agencies of all kinds, developing an inventory of them (including, as appropriate, indigenous LDC and international private voluntary organizations), providing initial information on the experience and programs of specific private and voluntary organizations, and serving as a first "port-of-call" in AID/W for these agencies, with referral to Desks, and Bureaus as appropriate.
- encouraging and facilitating, when appropriate, the joint consideration of development problems and potential solutions in specific functional fields (health, agriculture, education, etc.), as a means of learning from the programming insights and conclusions of private voluntary organizations (conversely, sharing with them our data, experience and sense of priorities).
- exploring the ramifications of what promoting voluntarism in LDCs and the encouragement of indigenous private and voluntary organizations might mean for AID policies and programming approaches.
- enhancing the capacity of qualified and relevant private and voluntary organizations to participate in LDC development.

- supporting the development, on a selected basis, of new private voluntary organizations where desirable to focus on evolving requirements.
- funding and monitoring a small number of inter-regional grants and contracts (e.g., IESC, VITA, IVS, and the cooperative back-stopping work).
- generally, as a by-product of the above efforts, gleaning an expanded understanding of merits and demerits, advantages and limitations, and tested ways, for AID to collaborate with the LDCs, the regional Bureaus and the private and voluntary groups in providing overseas aid.

### PROGRESS REPORT

I am pleased to be able to say at the outset that the participation of private voluntary agencies in AID-associated development has increased since the presentation of the paper - "AID and the Independent Voluntary Sector" last June. Progress has been made on a number of fronts. There is increasing appreciation throughout AID of the role of private and voluntary organizations. There is recognition that the efforts, energies, and interests of private and voluntary organizations, while modest in scope when considering the overall development challenge, are, nevertheless, quite relevant. In some circumstances and in some countries, they are the only resources available for certain types of programs. Moreover, as AID reduces its programs and missions in particular LDCs, the activities of private and voluntary organizations may well be the only aspect of U.S. presence and continuity left. To be particularly noted is the role of the voluntary agencies in Bangladesh and in the Sudan. In both cases, they were important and well-suited instruments for the implementation of U.S. Government objectives: the expression of concern for the suffering, with a minimum of official exposure. In Bangladesh we also saw the voluntary agencies move into programs that moved a considerable distance from the essentially humanitarian to the essentially developmental end of the spectrum.

The underpinning of our activity has been the underlying American premise that there is some positive good in voluntarism and that it played a key role in the success of America's own development. We recognize, however, that the particular nature and characteristics of voluntarism in a developing country will be affected by the LDCs attitude toward voluntarism, the perception that the voluntary organization has of its role in the particular situation, and the approach that the bureaucracy of the private and voluntary organization takes in implementing its objectives. It has been our view that unless there is a definite hostile response from the LDC, voluntary organizations and voluntarism should be encouraged as an act of development by itself. We are not unmindful of the fact that for a very low cost we are acquiring leadership and dedication that maximize the use of diminishing AID dollars.

It is with these perspectives that we have attacked our assignments.

In June the Bureau for Population and Humanitarian Assistance was directed to move ahead with the paper's main thrust and to implement the three principal recommendations. The specific recommendations and the status of implementation of each of them follows:

Recommendation:

"1. that each Bureau designate a liaison officer to work with a designated officer in AA/PHA on matters dealing with private and voluntary and cooperative activities. There was question as to the need for specifically designated officers both in the Bureau and in AA/PHA. Mr. Williams directed that Mr. Kieffer should move ahead with setting up the necessary coordination structure, working out details with the Bureaus."

Status

Action has been taken designating PHA/PVC liaison officers for each of the Bureaus. (A list of these, along with a copy of a memorandum outlining their functions is attached.) Some Bureaus have also designated specific persons to handle private and voluntary organization matters. The role and effectiveness of the liaison role varies considerably with the client Bureau's perception of the private and voluntary sector and the contribution it can make to development. We find fluctuation and variety in the kind of help that is sought and provided by desks.

Recommendation:

"2. that FY 1973 programs be examined to identify opportunities for the engagement of private and voluntary organizations. Since FY 1973 programming is well along, this effort should concentrate on activities for FY 1974 implementation."

Status

The PHA/PVC Liaison Officers participated in a review of the FY 73 programs with the view to identifying opportunities for the engagement of private and voluntary organizations. Predictably, few specific opportunities were identified.

The need for a more collaborative approach to programming is evident if we are to seriously pursue the use of private and voluntary agencies in development efforts. The agencies need to be brought into the planning process at an earlier stage to maximize their usefulness. Since the initiative in the programming process lies with the host country and the USAID field representatives, attention needs to be directed to the mechanics for integrating private and voluntary organization personnel into the process at that point.

The United Nations is considering much the same problem and is approaching it with a similar perspective. UNDP personnel are concerned that their field representatives be alert to means of collaborating with private and voluntary organizations including international non-governmental organizations early in the host country programming process.

Recommendation:

"3. that a clearing house and communication system be studied and established. This work should proceed."

Status

With regard to the information exchange system, the following steps have been taken:

(1) We have studied a number of U.S. repositories of information concerning private and voluntary organizations, e.g., the National Center for Voluntary Action, the Center for a Voluntary Society, the National Information Bureau, The National Referral Center of the Library of Congress, the Commission on Voluntary Service and Action, etc. In each case personal interviews and/or site visits have been conducted. As a result we have an initial indication of the characteristics of other sources of information existing within the U.S.

(2) We are now determining whether and on what basis to establish information exchange agreements with these and/or other organizations.

(3) We have engaged in extensive conversation with the Technical Assistance Information Clearing House of the American Council for Voluntary Foreign Service personnel reviewing TAICH capabilities and interests. Their experience in gathering and disseminating information about organizations active in international development is extensive. Our discussions are continuing. We are focusing on questions concerning the role of TAICH in the years immediately ahead, particularly the possibility of increasing its role as a disseminator of substantive information on the experiences of member organizations in areas of education, health, etc..

(4) We have established a close working relationship with the Inter-American Foundations. We are informally tied into their information system which contains information on approximately 175 indigenous private non-profit organizations engaged in social development in Latin America.

(5) We are consolidating in one location all PVC files on those private and voluntary associations with which AID now has grant or contract relationships or which are registered with AID -- approximately 300 to 400 organizations. Basic information on each organization will be abstracted into a alphabetical card reference system. We will have an index by the name of agency with functional cross-references. For the present the data will be raw, but over time will be evaluated. This exercise is being executed in close collaboration with the Technical Assistance Information Clearing House. It will provide a basic initial point of reference for PHA/PVC personnel, and in turn all AID personnel.

(6) Finally we wish to take note of a significant development in Africa. The Economic Commission for Africa has prepared a Directory of Voluntary Agencies operating in Africa. Copies of this are available with us and to interested individuals. A clearing house has also been established in Addis Ababa. This development, the first such UN regional effort, provides a point of reference within the actual geographical area.

## RELATED DEVELOPMENTS

### Dialogue

One of our early objectives was to counsel with the private and voluntary agencies in an effort to learn from one another. We were particularly interested in phasing with them the alignments of AID new emphasis and the reasons therefore. We also wanted to learn their view of development - where and how it occurs. We wanted to know what they were capable of doing. We wished to explore with them new combinations and the possibility of some kind of specialization on their part (perhaps assisting one set of agencies to provide a logistics system for the total voluntary effort, another to become the expert on bookkeeping and accounting, etc.).

To these ends, we began a systematic dialogue with the private and voluntary agencies in June, when we met with a group of twenty agencies at Santa Barbara, California for the first west coast assembly of private and voluntary organizations. This was followed by a meeting at Greystone Manor in Riverdale, N.Y., where twenty east coast agencies gathered to hear presentation concerning A.I.D.'s new emphasis and approaches in general, and regarding private and voluntary organizations in particular. AID's concern with sectoral priorities was described, with special emphasis on income distribution and employment.

There was also a two-day voluntary agency work-shop at Belmont, Md., dealing with the disaster relief program. This was followed by a discussion between officers of PHA/PVC and voluntary agency programmers concerned with development under the auspices of the Development Assistance Committee of the American Council of Voluntary Agencies for Foreign Service.

An officer of PHA/PVC maintains continuing communication with the American Council of Voluntary Agencies for Foreign Service. Along with the Director of PHA/PVC, the Assistant Administrator for PHA and his Deputy have been performing the same role vis-a-vis the cooperative community. Similarly, the Cooperative Development Officer has initiated contacts with UNDP and some of the UN specialized agencies looking toward possible collaboration in cooperative projects. Information exchanges are now continuing with ILO and UNIDO with regard to their rural cooperative activities.

Our plans call for expanding the dialogue to include: (1) greater emphasis on the experience and conclusions of private and voluntary organizations in specific functional fields, and (2) more specific country and program talks. Additionally, we wish to assist the American Council in its review of private and voluntary organization experience with U.S. Government grant and contract procedures and policies.

Directly within AID's family, we and PPC staff have briefed the Advisory Committee on Voluntary Foreign AID on AID's new emphases and have discussed with the Committee in a preliminary way some of the implications for the private and voluntary agencies of these new emphases.

Recently, also, we have finished with the Advisory Committee a fresh statement of its role and composition, looking to its part in future AID relationships with private and voluntary agencies.

#### Expansion of present programs:

International Executive Service Corps (IESC). We are presently engaged in discussions designed to put the IESC at a higher level of operation over the next year. In August a proposal was presented to the Project Approval Committee to increase the IESC activity from 600 to 700 projects per year. We have also restructured the grant arrangement, and in the process have become better informed about IESC's activities. We are developing devices for keeping IESC abreast of AID and LDC priorities (although we have no intention of interfering with IESC's actual management or programming).

Volunteers for International Technical Assistance (VITA), is planning to expand and make more effective its work of responding to technical inquiries, its publications on village and other technology topics, and its relations with LDC private and public technical assistance agencies, including local agencies which it has helped to foster. VITA, and AID grantee since 1968, will endeavor to raise more funds for these purposes from corporate, foundation, and individual donors, and is requesting A.I.D. also to increase its support. Its request is under consideration.

### Enhancing capacity of organizations to participate in LDC development

A grant to the Center for International Management Studies of the YMCA permitted that organization to help develop non-formal management and vocational training programs. A U.S. YMCA team has visited the YMCAs in five countries, and has preliminarily developed a number of interesting projects in Nigeria, Kenya, and Ethiopia. A surprisingly high percentage of the proposed projects focus on training rural persons for productive employment in a rural setting, and are more extensive in scope than was originally envisioned. Given the YMCA's experience and existing infrastructure in the selected countries and their private fund raising capability, successful development of at least some of these projects may prove possible. If so, they should make a valuable addition to the opportunities for relevant and low-cost education in the selected countries.

### Additional Private and Voluntary Resources

In August 1972, the Agency made a small grant of \$100,000 to the Institute for International Development, Inc. on a matching basis of \$1-for-\$2. This new private effort is endeavoring to foster smaller viable locally beneficial business in the LDCs. Its approach provides for careful review of proposals by experienced businessmen, and various sorts of help to protect initiators including locating project finance. In this work, it is calling on the knowledge and resources of American businessmen from smaller companies in particular and encouraging participation of local talents and investors. It has about a dozen proposals under active review for new businesses in Africa and Latin America.

PACT, as you may recall, is a consortium of voluntary agencies engaged in development programs in the LDCs. PACT, an acronym for Private Agencies Cooperating Together, was formally established in June 1971. An A.I.D. grant to support central staff and other overhead costs was made in late June 1972. Additional funding will be provided for a technical assistance grant fund and a capital fund for loans to and investments in small to medium-sized revenue-producing enterprises, when PACT's procedures and policies have been formulated in greater detail.

Since inception of the grant, PACT has been developing toward fully operational status. PACT's staff, initially consisting only of the Executive Director and a secretary, has been augmented by two additional professionals. Offices have been opened. Substantial progress has been made in developing (1) a brochure and other literature explaining PACT, (2) a project evaluation system, (3) criteria for membership of additional agencies in PACT, (4) project selection procedures and criteria, and (5) policies and procedures that will govern operation of the PACT Capital Fund. An application is in process for an OPIC guarantee to cover the Capital Fund. Preliminary and encouraging meetings have been held with various institutions - mainly churches - regarding investment in the Capital Fund if an OPIC guarantee is approved. Several technical assistance project applications have been received and are being reviewed. Discussions have been held with several prospective new member agencies. Close liaison

has been established with the UNDP and the American Council of Voluntary Agencies for Foreign Service and PACT has participated in various conferences and meetings relevant to members' concern.

CODEL (Cooperative in Development) has recently been registered with the Advisory Committee on Voluntary Foreign Aid. It is a consortium of Catholic and Protestant organizations involved in overseas development. Its Board of Directors is composed of member organizations of which there are 41 - all church related. In addition to the 41 voting members, there are 8 associate members. CODEL's relationship to members is directional, informational and attitude - incentive with the specific goal of bringing about coordinated development programs and working models of joint projects. It is yet another example of the recognition by several individual organizations that some form of consolidation is necessary for survival. Since June four other voluntary agencies have been registered by the Advisory Committee on Voluntary Foreign Aid: OXFAM-America, American Committee for Shaare Zedek Hospital in Jerusalem, International Voluntary Services, Asian-American Free Labor Institute.

## ISSUES

### Programming:

Some issues need resolution in order to assure the most effective participation of private and voluntary organizations. Perhaps the most critical of these involves programming, and the role of the private and voluntary organizations in the programming process. It would appear that in order to engage the participation of the private and voluntary agencies most beneficially, it is highly desirable to bring them into the planning process early. This is not only because they feel they should be participants in programming, but because their special characteristics should be taken into account when projects are devised.

The truly collaborative style, with the LDC at the center of the process still eludes us. There must be better ways for easy consultation at the field and Washington levels to assure that all resources are carefully considered and that solutions to problems take into account the strengths and limitations of the instruments to be employed.

Of considerable benefit to the examination of the entire process has been the Africa Bureau financed conference on the role of voluntary agencies in Africa development held recently at Harpers Ferry. Among other items, the conference elicited the following observations:

"Voluntary agencies are increasingly asking whether partnership with the U.S. Government in development assistance programs relegates them to the level of being mere implementors of development programs, while denying them a role in defining what constitutes development, in deciding what structural problems should be given priority treatment, and in determining how those programs can best be addressed and resources allocated."

"There can be no true partnership relation between AID and the voluntary agencies while AID has the predominant role in allocating resources, setting the scope and pace of the work, and defining what activities constitute legitimate development efforts. Since at least in the short run AID is clearly going to continue directing the lion's share of development monies, the voluntary agencies can do little to alter AID's predominant role vis-a-vis gross resource allocation. With respect to the definition of what activities are legitimate pursuits for both AID and the voluntary agencies, however, the voluntary agencies can and should be insistent that AID consider new programming alternatives while continually assessing present program priorities. Voluntary agencies represent a reservoir of field experience in the form of personnel whose analytical and innovative abilities should be brought to bear on the whole of development planning and programming, and not just on those areas where AID encourages them to function."

The point should be carefully noted. Private and voluntary organizations are distinct. They have assumed certain shapes and forms because of their own moral/ethical concepts of their purposes and because of their constituencies' views of what their appropriate role is. Consequently, often they do not have the flexibility required to simply respond to already thought-through project proposals. They must be brought in earlier in the game so that the project can borrow some of the agencies' style and shape as it is fashioned.

A possible approach for trial in a particular host country and obviously with its concurrence, would be to turn over to private and voluntary agencies entire segments of programs (e.g.; cooperatives on agricultural development, a PACT or a Technoserve in small business development, agricultural missions in selected least developed countries, perhaps other agencies in combined family planning/health delivery systems programs, etc.) These would be planned and designed jointly by LDCs, AID Missions, and the private and voluntary agencies. Execution would be the responsibility of the private and voluntary agency and the host government, with the AID Mission in the role of monitor.

A vexing question that recurs frequently as one contemplates the use of private and voluntary organizations in the development process is that of sectoral priorities. There have been occasions when a host country's notion of its priorities is not in accord with the AID Mission's perception of what priorities ought to be. There have been occasions when in pursuit of attaining its economic and social objectives, host countries have made arrangements with private and voluntary organizations which could not be realized because the activities did not survive a Mission's analysis, and hence did not appear in the Mission's program submission. We have no desire to quarrel with that approach, but it has been our assumption all along that one of the advantages of engaging private and voluntary organizations and sustaining them with grants from inter-regional funds was that their activities very often did fill existing lacunae.

It is our contention that development occurs in many forms and at many levels.

We agree that the bulk of AID resources ought to be deployed to meeting major sectoral goals, but we would argue that a considerable number of small projects of little cost, financed out of regional and inter-regional funds, can round out U.S. grant activity in a country without harm (indeed, with benefit) to the general sectoral strategy established by the Mission for that country. (This is not to suggest, however, that private and voluntary organizations are not capable of being engaged even in the major sectoral thrusts. Cooperatives and some of the agencies often associated with relief and rehabilitation effort for example can play a significant role in agricultural development programs and indeed as they are in family planning activities. There are roles for them to play, for example, in health delivery and non-formal education systems as well.)

Perhaps AID should emulate the United Nations Development Program which recently asked five of its key missions systematically to engage non-government organizations in planning and operating programs in a truly collaborative effort involving the host country, the UN Resident Representative and the private and voluntary organizations.

AID might also consider a series of regional and sub-regional conferences in which programmers of the host country, AID and its Missions, and the private and voluntary organizations might meet to discuss specific proposals for joint programming. The Africa Bureau is assisting the Economic Commission for Africa in holding four sub-regional meetings of this kind.

### The Cooperatives

The place of the cooperatives in this new scheme of things remains a problem. While the cooperatives themselves have grown in wisdom and in interest in development, this Agency's use of them is diminishing. This diminution of business is due in no small measure to the task order oriented approach that we have been pursuing with the cooperatives. While their greater contribution could be in terms of general consultation and advice, AID is inclined to engage them only for specific field projects, while the number of these is falling off. Greater resistance to inter-regional funding is being encountered.

There are those who feel that given the diminishing financial resources of the Agency and the sector/area of concentration policy, it is questionable whether there is justification for us to continue financing worldwide cooperative activities which are not part of a particular Mission's sectoral plans and programs. They argue that AID/W worldwide and regional contracts should concentrate on backstopping Mission sectoral/area of concentration programs rather than on backing worldwide programs which are not based on country-by-country analysis of priorities and which will not necessarily be supported by the other sectoral inputs necessary for them to have a significant impact on the quality of life of low income groups.

This is not a uncommon view. The paradox is that we are inclined not to seek the participation of the vast cooperative movement at a time when it has reached maturity in international development affairs, and when the cooperative mechanism has become an accepted - and sometimes preferred - development form in the LDCs.

The cooperatives have become clearly more world-conscious in their scope of operation. They play active roles in the International Cooperative Alliance and in the World Council of Credit Unions, among others. They sit on the Board of the International Cooperative Bank Co. in Switzerland. They have a host of other international affiliates. They raise funds for major technical assistance programs of their own (as in the fertilizer program in India). And they (principally the credit unions) are caretakers of many millions of dollars of potential overseas investment capital that could be applied to the LDC development process.

The time has come to re-assess our relationships with the cooperatives and to determine what that relationship should be in the longer term. We have asked the cooperatives themselves to develop their strategy for the Seventies. It remains for us to determine what to do about cooperative programs not directed to country-specific approaches, about user-charges, about evaluation of cooperative programs, and a host of other operational and attitudinal matters that beset our relationship with the American cooperative movement.

We advocate continuation of inter-regional funding for the general support of the development arms of the cooperative movement. We feel again that because development takes many shapes and forms, their role in the process is quite important and should be encouraged. We intend to press the cooperative movement generally, and the individual cooperatives specifically, for a statement of development strategy for the next decade in the belief that they are now more capable of doing this than they might have been ten or fifteen years ago. We believe that some mechanism is urgently required to permit a centralized evaluation of the activities of our cooperative contractors. As it is now, this responsibility is so diffused among Missions and Bureaus that no one can accurately assess the capability of a cooperative contractor in general terms. We believe that the user-charge formula should not be instituted because it would create great mischief in terms of maintaining a level of competence in the individual cooperative contractors that is being assured by a centrally funded grant designed to sustain a stable level of operation. There are so many vicissitudes associated with Mission and Regional Bureau funding of cooperative activity that the size and capability of the headquarters establishment suffers when it depends on such unpredictable funding.

#### The Voluntary Agencies and PL 480

There is a very reasonable expectation that the amount of PL 480 resources available for Title II programs will be diminished. There has been talk of eliminating the program completely and there have been reports that it will be at least reduced by half. There is also in our minds an association between the voluntary agencies and PL 480 which suggests that they and not the people they help are the beneficiaries of this resource and that they

are preoccupied with its distribution. Unexpressed, but implied, is the assumption that somehow our subventions make it possible for the agencies to administer PL 480 programs. In fact, the beneficiaries are those many millions to whom PL 480 food is distributed; and the agencies expend a great deal of their cash and energy in the distribution of the resources available for humanitarian and development purposes.

If indeed the expectation that the PL 480 program will be reduced drastically is realized, what then is to be done with these large cadres of people already in place, already knowledgeable about the local environment, already capable of providing a service but without a service to perform? Something should be done quite soon to assist the Agencies in redirecting their missions. Perhaps the first thing that needs to be done is to give them some clear and unequivocal indication of what the prospects of PL 480 programs will be. Then on an individual agency-by-agency, country-by-country basis, discussions between AID and the Agencies might determine how best their present apparatus might be developed.

#### Voluntarism in the LDCs

As we examined into the prospective participation of private and voluntary organizations in the development process, quite naturally our first consideration was all along that of the role that U.S. voluntary organizations might play in encouraging voluntarism abroad. Should they be encouraged to establish duplicates or affiliates, or should "home-grown" indigenous agencies be fostered?

Indications thus far are that "duplicates" of U.S. private and voluntary organizations are not often viable. The most telling argument here is that indigenous local level entities do not view such creations as genuinely representative of their interests -- even when staffed by host nationals. As a consequence only little trust or confidence is placed in the duplicate by the very groups with which it seeks to relate! Thus AID and the private and voluntary organizations may increasingly need to focus on identifying indigenous structures capable of assuming expanded roles.

Our initial inquiries suggest that information is needed about the nature and role of indigenous national and local level non-government organizations, and the alternative means available to AID and U.S. private voluntary organizations in relating with them. We discovered that while indigenous voluntary associations appear to exist in most societies, in the less developed societies they tend to be encountered more frequently at the lowest local level. As such they are often so localized and so narrow in outlook that they are the most fragile basis for sustained indigenous development. We concluded then that it was nonproductive to pursue the question of "voluntary associations" per se because (1) such an analysis quickly became very theoretical, and (2) we are not concerned with organizations for their own sake. Our concern is basically with development -- social development, the quality of life -- particularly as related to that segment of a society not yet benefiting from or participating in development.

Attention shifted, therefore, to the developmental problems and priorities of host societies, and the institutions relevant to coping with those concerns. In this context the questions became: (a) what are host country priorities?, (b) what indigenous institutions are responding to those priorities, or exist which are capable of responding to those priorities?, (c) what roles are U.S. private and voluntary organization "duplicates" or affiliates playing, and (d) what are the attitudes of host governments toward the idea of private and voluntary efforts? Also in this context our attention has been directed to indigenous national-level organizations with nationwide infrastructures as a potentially more effective means of achieving development goals.

Our explorations in this field will focus on (a) the nature and role of indigenous, private, non-governmental institutions, and (b) identifying alternative means whereby official aid programs and U.S. private and voluntary organizations can relate to such institutions.

At issue basically is the broadening of AID perspectives to include direct collaboration with host country private and voluntary organizations. Additionally, our explorations will eventually determine whether revisions are necessary in AID policies and procedures to facilitate programming in this manner. Further, we foresee the need for more sophisticated analysis of the institutional structures of host societies. These trends will place greater demands on all concerned: cultural knowledge and relevance will be at a premium.

RECOMMENDATIONS

1. That we select several countries, preferably in each major region, in which to experiment with programming approaches that involve LDCs, USAIDs and selected private and voluntary agencies in planning programs at a very early stage.
2. That we develop with the cooperatives a strategy for involving cooperatives in selected development planning for the 70s.
3. That the present task-order approach to funding be abandoned, and that consideration be given to providing the international development arms of the cooperatives with annual operating grants.
4. That USAID Missions be asked to explore additional ways of relating to or working through private and indigenous institutions.
5. That FFP and PHA, working in close conjunction with the concerned offices within AID, OMB and USDA; as soon as possible after the President's Budget Message, arrange to brief concerned agencies on the Title II, PL 480 program and the prospects for the future.
6. That an agency-by-agency, country-by-country review be conducted with those interested agencies operating Title II, PL 480 programs to develop alternative ways for using their staff capabilities in the event of major reductions in Title II, PL 480 programs.

LIAISON OFFICERS AND THEIR ASSIGNMENTS

Africa Bureau	Peter Sellar
Asia Bureau	Bernard Masters
Latin America Bureau	Richard Kirby (temporary)
Supporting Assistance Bureau	Stephen Bergen
PPC	Robert McClusky
Technical Assistance Bureau	Stephen Bergen

DEPARTMENT OF STATE  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D. C. 20520

SAMPLE

ASSISTANT  
ADMINISTRATOR

~~JUN~~ 20 1972

MEMORANDUM FOR: AA/AFR, Dr. Samuel C. Adams, Jr.

FROM : AA/PHA, Jarold A. Kieffer

/s/ JAK

SUBJECT : Liaison Officers and Their Duties

In anticipation of your designation of your Bureau's liaison officer with this Bureau's Office of Private and Voluntary Cooperation (PVC) to implement the decision made at the Administrator's Council meeting on June 7, I am designating Peter Sellar, a senior Project Officer in PVC, as our liaison officer with your Bureau.

The following are my thoughts on the kinds of roles these liaison officers might best play at this time. This refers both to matters originating in this Bureau and requiring involvement or approval by your Bureau, such as action proposals originating with private voluntary organizations, and matters originating in your Bureau, such as field requests for project assistance that could be provided by private and voluntary organizations who could be identified by PHA/PVC.

Please let me know if you feel the following description of duties needs any modification.

1. PVC Liaison Officers' Functions

The PVC officer will:

(a) act as focal point and coordinator within PVC for staff-level relationships with your Regional Bureau. This does not mean that the liaison officer needs to be involved or utilized for all contacts, but simply that he will serve as a facilitator and source of information, as needed. If unable to respond to inquiries himself, he will be able to direct them to the right person, and will have responsibility for ensuring satisfactory follow through.

(b) be responsible for keeping informed of your Bureau's plans, needs, and interests in connection with which private non-profit agencies might serve as possible resources. In this regard, he will represent PVC in your internal Bureau meetings, such as program and country review sessions, in reviewing project proposals, and/or in other activities you determine as being most useful for the purpose of keeping him informed of your needs and interests. The PVC liaison officer will then be responsible for bringing these needs and interests to the attention of PVC personnel and the staffs of private and voluntary organizations in such a way as to maximize our effectiveness in acting as a broker between your needs and their resources.

(c) meet frequently with his Regional Bureau counterpart and prepare and circulate minutes of such meetings, to ensure the systematic interchange of relevant information.

## 2. Suggested Regional Bureau Liaison Officer's Functions

The Regional Bureau officer will:

(a) act as focal point and coordinator within your Bureau for staff-level relationships with PVC, as described above.

(b) assist the PVC liaison officer in keeping informed regarding your Bureau's needs, interests, and programs in connection with which private and voluntary agencies might serve as resources. To this end, he will arrange for attendance by the PVC liaison officer at your Bureau's program review sessions and other relevant meetings, bring appropriate documents to his attention, etc.

(c) meet frequently with PVC counterpart, as described above.

3. General - The above duties are deliberately described rather generally and in the spirit of decentralization, to avoid impeding the free interchange of contacts and information between all our respective Bureau personnel, and to avoid creating unnecessary clearances, rigidities, and delays. The basic objective should be to encourage a systematic and comprehensive exchange of information. I would suggest that we review this procedure after six months to determine whether our mutual objective is being realized.