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**DRAFT
FINAL REPORT
ON
THE NATIONAL ASSOCIATION OF THE
PARTNERS OF THE AMERICAS
(Colombian Partnerships)**

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EXECUTIVE SUMMARY

Introduction

Colombia, which historically and geographically has been at the center of drug production, processing, trafficking and export activities, is now experiencing ever increasing consumption of psychoactive substances by its own citizens. This increasing drug use, coupled with the criminal activities associated with drug trafficking, demands increased efforts in helping the populace deal with the problem. Recognizing that drug abuse is not restricted to the developed countries, early on Colombia initiated positive actions to alert its population to the problem of drug abuse. The development and implementation of a National Drug Abuse Prevention Plan by the Government of Colombia in 1985 resulted in a proliferation of agencies and organizations interested in drug abuse prevention activities, resulting in increased demand for financial support and technical assistance.

Against this backdrop, the Agency for International Development (AID), awarded a grant to the National Association of the Partners of the Americas (NAPA), to implement the Colombian Initiative for Private Sector Expansion Program which included a drug awareness, education and prevention component. The original grant program description was subsequently amended to limit AID funding strictly to drug awareness matters and child survival. Activities under this new endeavor included training of professionals and community volunteers; seed grants for community-based projects; support of regional information resource centers; conduct of a national seminar; visits by experts in the areas of drug awareness materials development, media campaigns, school-based programs, etc.; and development and strengthening of ties among recognized organizations and institutions. The original grant agreement (signed in September 1985 for \$241,000) has been amended six times, increasing the amount to \$1,270,120 and extending the period of performance through June 30, 1990.

Scope of the Evaluation

Development Associates, Inc., was contracted by the USAID in Bogota to conduct an analysis and evaluation of the the Colombian Initiative for Private Sector Expansion Program. Specifically, Development Associates was asked to assess

progress in implementing the drug awareness and education activities called for in the program and recommend courses of action to improve program progress in light of AID's objectives. Secondly, USAID was interested also in knowing whether or not NAPA objectives under the Colombian Initiative for Private Sector Expansion Program were being met.

To conduct this evaluation, Development Associates deployed a two-person team to Bogota. Initially scheduled over a 20-day period, the onsite visit was subsequently reduced to five working days due to increased tensions in Colombia. The study team met with the USAID representative and his staff and with the Embassy Public Affairs Officer to obtain an overall view of the situation in Colombia. Subsequently, the team met with the NAPA Regional Director and selected representatives of the three partnerships in Columbia. The team reviewed all available documentation in the USAID and NAPA Regional offices and obtained copies of relevant documents for further review back at Development Associates' home offices.

Findings

The National Association of the Partners of the Americas (NAPA) is the largest private voluntary organization promoting economic and social development in the Western Hemisphere. The organization pairs individual U.S. states with sections of Latin America and the Caribbean in 60 partnerships. Activities conducted by NAPA in Colombia are implemented through the participation of three separate partnerships that include: 1) Central/Northwestern Colombia (Bogota) and Florida; 2) Southwestern Colombia (Cali) and South Carolina; and 3) Northwestern Colombia (Antioquia/Medellin) and Massachusetts. Partnership activities include provision of travel grants, seed money for community-based projects, training grants, and development of publications.

Based on a review of the files in the NAPA Regional Office in Bogota and USAID offices and personal interviews with selected Colombian partnership representatives, the evaluation team found that the three Colombian partnerships are well organized and follow a model organizational structure developed by NAPA for all of its partnerships. Each partnership is legally incorporated under Colombian law. The statutes for each organizations are complete and clearly define

the organization's objectives, structure, membership requirements, staffing pattern, and lines of authority and communication. Although all positions are filled by volunteers, responsibilities and duties of the board of directors and operating staff are clearly defined. In addition to the board and staff, each partnership has working committees/subcommittees, staffed by volunteer professionals from the community interested in the particular area addressed by each committee/subcommittee. These committees/subcommittees are responsible for developing and implementing activities within their area of interest. Each partnership has a drug awareness and education/prevention committee.

The professionals that fill the various board, committee, and staff positions are extremely dedicated and devote an inordinate amount of time to partnership matters. Administratively, the partnerships have in place an adequate system for financial controls. While program funds are administered and managed by NAPA headquarters the individual partnerships are responsible for managing and administering funds donated directly to their partnership as well as those provided by NAPA to cover management and administrative costs. An outside accountant handles the bookkeeping for these funds while the Revisor Fiscal (appointed by the board) oversees and monitors expenditures. In the area of administrative costs, representatives from all three partnerships were unanimous in stating that NAPA does not provide sufficient funding to cover their administrative expenses.

Based on the team's review of records and interviews with local partnership staff, the partnerships are complying, to a certain extent with the requirements of the grant agreement. Activities as spelled out in the program description are being carried out, some with notable results. The transfer of innovative technology in the area of drug abuse prevention is impressive. An example is the replication in Cali of a new prevention technique for teenagers developed in South Carolina. Six regional and a national seminar have been conducted since October 1987, bringing together experts from the six partners' committees as well as other interested professionals. Sixteen seed grants have been made available to finance local community-based projects, although there is some question as to whether or not more could have been funded. Progress in this area appears to be slow considering the dollar amount programmed. Training grants also appear underutilized. Nevertheless, travel grants are probably the most utilized activity by the individual partnerships; they are also the easiest to administer, which is a plus for the time-strapped volunteers that staff the partnerships.

In the opinion of the evaluation team one area that does not appear to be addressed adequately is that of planning. Although partnership representatives indicated that they do plan their activities, the team had no evidence that formal work plans are in fact developed. Planning is clearly done ad hoc, primarily for specific events rather than as an integral annual process. Furthermore, the Regional Office, which devotes a major portion of its efforts to the activities of the Colombian partnership does not appear to give sufficient attention to this important organizational management tool. Without proper planning it is difficult to assess performance and determine whether or not program activities are being accomplished in a timely manner. The evaluation team recognizes that volunteer organizations such as the NAPA partnerships do not have the luxury of a paid staff to develop plans, monitor performance, and evaluate accomplishments. Nonetheless, if the organization, volunteer or otherwise, is to operate effectively, planning is essential.

Conclusions

The team was impressed with the dedication and professionalism of the volunteers that make up the partnerships, both in Colombia and in their partner states. The financial integrity and efficiency of the volunteer staff in carrying out its duties and responsibilities have played a major part in the accomplishment of the objectives and activities specified in the Operational Program Grant. In spite of the violent situation in Colombia, and the risks associated with working on drug-related programs, the ability of the partnerships to mobilize and maintain a large number of experts and professionals interested in drug abuse-related matters is admirable. In addition to a well organized board of directors, the concept of designating committees or subcommittees for each topic area ensures that the voices of the community are heard and their needs addressed in an adequate manner.

The partnerships, in general, are doing an excellent job. It is evident that they are complying with the requirements of the Colombian Initiative for Private Sector Expansion Program although they are clearly behind in programmed expenditures. The exchange of ideas through the use of travel and training grants and seminars has increased the level of awareness in Colombia and has resulted in replication of innovative and successful techniques in drug abuse prevention. Seed money grants

to local programs should have a multiplier effect in expanding the number of drug awareness and prevention activities throughout the country. Some publications have been developed and are available for distribution.

Notwithstanding these positive points there is evidence that the partnerships are not progressing as fast as they should. The number of seed grants actually awarded is fairly small and although the partnerships have until June 30, 1990 to expend the funds allocated to that line item, the partnerships may find themselves hard pressed to find suitable recipients for those funds. This is true of the other activities as well. For example, although \$57,772, out of the total \$140,400 programmed, have been expended for training grants, there is no evidence that drug-related training grants have been funded since October 1987. The lack of formal action plans that spell out what is to be done, who will do it, time frame for accomplishment, and a means for evaluating what was done, preclude the partnerships, and NAPA from determining the effectiveness of the partnerships' activities. This also impacts on orderly expenditure of funds as indicated above.

Given the foregoing, it is the evaluation team's conclusion that the partnerships, while doing a good job, need to improve progress in implementing programmed activities. It is further our conclusion that the partnerships, with their dedicated members, could do a more effective job with a little added effort. There is a need for more emphasis on developing organizational action plans that set down measurable objectives, time frames for accomplishment, responsibilities, activities, and criteria for measuring accomplishments. NAPA needs to consider the feasibility of providing training and technical assistance to the various partnerships, to help them develop viable action plans that will benefit not only the partnerships but NAPA and the partnership's beneficiaries.

Recommendations

The National Association of the Partners of the Americas is in an enviable position with 60 partnerships throughout Mexico, the Caribbean and Latin America composed of members of the communities they serve. These close ties with the community not only provide the partnership organizations with invaluable resources but also with an open door to their clientele. This unique position enhances the partnerships' probability of success in all their endeavors. However, this familiarity with the

community in which they work, and serve, coupled with the fact that the partnerships rely on volunteer services, tends to lead to the establishment of an informal ad hoc style of operation.

As noted earlier, although the partnerships are doing a good job, it is difficult for them, and others, to know whether or not they could be doing a better job if they were to plan their activities in a more logical and structured manner. In general the team feels that performance and accomplishments could be improved. The team recommends that NAPA, the Regional office for Spanish speaking South America, and the individual partnerships, place more emphasis on the planning process. Furthermore, the team recommends that training and technical assistance be provided to partnership staff to increase and improve their ability to plan their activities on an annual basis and to evaluate whether or not those plans have worked and if not, why not. To further emphasize this point it is recommended that AID require submission of annual work plans to the cognizant AID Mission. NAPA headquarters also needs to monitor programmed expenditures and take appropriate action to see that expenditures are on schedule or else reprogram those funds.

I. INTRODUCTION

Development Associates, Inc., a private management and governmental consulting firm, was contracted by the Agency for International Development to conduct an analysis and evaluation of USAID/Bogota's two drug awareness programs under an Indefinite Quantity Contract (PDC-5315-I-00-8127-00). In particular, Development Associates was asked to analyze the institutional management and organizational factors and recommend courses of action to improve both programs in light of AID objectives for the programs. The on-site review was carried out by a two-person team from Development Associates during the period August 21 through August 29, 1989. The field visit was originally scheduled to take place between August 21 and September 12, 1989; however, it was cut short by Embassy and local Mission authorities because of concerns for security. Although extraordinary efforts were made to obtain as much information as possible on the activities and operations of the Fundacion Accion Solidaria and the three National Association of the Partners of the Americas partnerships, it is obvious that the team was unable to delve as deeply into those activities as it would have liked. Nonetheless, it is the team's belief that enough information was obtained to enable the development of accurate conclusions and useful recommendations that can lead to substantive improvements in USAID/Bogota's drug awareness programs.

A. Background

Over the past 25 years as the levels of drug abuse and drug trafficking worldwide have rapidly increased, national governments and private organizations have tried a variety of efforts to educate the public on the dangers of drug abuse. These efforts have achieved various levels of success, and have included media campaigns, the dissemination of literature, emphasis on local community programs and the development of school curricula, among other activities.

Colombia, which historically and geographically has been at the center of drug production, processing, trafficking and export activities, is now experiencing ever increasing consumption of psychoactive substances by its own citizens. This increasing drug use coupled with the criminal activities associated with

drug trafficking, demands increased efforts in helping the populace deal with the problem. Recognizing that drug abuse is not restricted to the developed countries, Colombia, in 1985, initiated positive actions to alert its population to the problem of drug abuse through the development and implementation of a National Drug Abuse Prevention Plan.

Concurrently, the Agency for International Development, through its missions in Latin America, began to encourage and support the formation of indigenous private voluntary organizations (PVOs) to carry the drug awareness message to the local communities and their leaders. In Colombia, a top U.S. Embassy priority activity was the reduction of drug trafficking. As part of that effort, the USG became increasingly eager to increase public awareness of the dangers of drug addiction -- and consequently drug production. It is against this backdrop that USAID/Bogota undertook the support of the two institutions which attempt to mobilize the community toward drug prevention, demand reduction, and increased awareness.^{1/}

B. The USAID/Bogota Narcotics Awareness Program

The two institutions, which are the subject of Development Associates' evaluation, are a private foundation called Fundacion Accion Solidaria, and three partnerships of the National Association of the Partners of the Americas. The Fundacion Accion Solidaria is covered in a separate report.

The National Association of the Partners of the Americas (NAPA) is the largest private voluntary organization promoting economic and social development in the Western Hemisphere. The organization pairs individual U.S. states with sections of Latin America and the Caribbean in 60 partnerships. Activities conducted by NAPA in Colombia are implemented through the participation of three separate partnerships:

^{1/}Action Plan FY 1989-90 - Colombia, May 1988. Agency for International Development, Washington, D.C.

- Florida - Central/Northeastern Colombia (Bogota)
- Massachusetts - Antioquia (Medellin)
- South Carolina - Southwestern Colombia (Gali)

First proposed in November 1984, the Partners of the America's Colombian Initiative for Private Sector Expansion Program was launched with \$241,000 of USAID funding in July 1985. The program's basic idea was two-fold, with both a programmatic and an administrative dimension. Effective programs would be generated as the organizational capacity of the three U.S./Colombian partnerships increased, and the partnerships became leading actors in addressing Colombia's national priorities.

Initially funded to address five national priorities, in 1987 the USAID limited its support to two major areas, Substance Abuse Awareness/Prevention and Child Survival. As of the date of this report, the original grant agreement has been amended six times increasing USAID funding to a total of \$1,270,120 and extending the period of performance through June 30, 1990.

C. The Scope of Development Associates' Evaluation

Development Associates' evaluation of the USAID/Bogota Narcotics Awareness Program, in addition to examining the organization and operations of the Fundacion Accion Solidaria focused on assessing progress in implementing the drug abuse prevention activities of the Colombian Initiative for Private Sector Expansion Program by the three NAPA partnerships. This assessment of NAPA included conversations with staff at NAPA headquarters in Washington, D.C., a review of partnership files in the regional office in Bogota, and interviews with representatives from the three Colombian partnerships. Unfortunately, our review of the partnership programs was limited due to: (1) time constraints imposed on the evaluation team in country; and (2) inability to travel outside of Bogota for security reasons as a result of the Government of Colombia's increased action against the drug mafias in the country.

The Development Associates team concentrated on obtaining the following types of data:

- organizational development data to include review of the NAPA partnership statutes and by-laws, composition and operation of the partnership committees, board of directors, and staff;
- data regarding operations of the three NAPA partnerships; and
- data regarding the impact of partnership grants on local programs.

Data gathering techniques included a complete review of internal files and documents, both at the USAID office and the NAPA regional office; and interviews with the regional head of NAPA in Latin America, NAPA staff in the Washington, D.C. office, and representatives of the three Colombian partnerships. Appendix 2 contains a list of organizations and individuals contacted during this evaluation.

The narcotics awareness program evaluation was greatly facilitated by the high degree of cooperation extended to the Development Associates team by all the individuals involved. In particular, special thanks are extended to the NAPA Regional Director and to the Colombia Partners of the Americas partnership representatives for giving so generously of their time and traveling to Bogota during a particularly dangerous period. Finally, the authors would like to acknowledge the technical guidance provided by USAID/Bogota, above all Ms. Laraine Mansfield, and the cooperation of the NAPA headquarters staff in Washington, D.C., whose inputs were important in properly structuring and focusing the evaluation.

II. FINDINGS

A. Institutional Mission and Governance

Partners of the Americas is the largest private voluntary organization promoting economic and social development in the Western Hemisphere. The organization pairs individual U.S. states with sections of Latin America and the Caribbean in 60 partnerships. The National Association of the Partners of the Americas (NAPA), headquartered in Washington, D.C., serves as the umbrella organization providing professional support, training and technical assistance to partnerships in the field and raising funds and other in-kind resources to support partnership activities. The organization has regional offices serving Brazil, Central America, the Caribbean and Spanish-speaking South America. NAPA relies on the active alliance and participation of both components of the partnership -- north and south -- to carry out development projects at the grassroots level. North and south partnerships are individually managed by "partner volunteers" that include business executives, health professionals, farmers, teachers, students, homemakers, scientists, journalists and others willing to donate their time and talents to help communities meet locally determined needs. Each partnership is responsible for financial accountability and for providing audited financial statements.

Funding of activities conducted by Partners of the Americas in Colombia was launched through a USAID grant in September 1985 which focused on a broad-based list of national priorities that included drug awareness and prevention, income generation, institutional linkages, emergency preparedness, natural resource development and maternal/child health.

The specific objectives of the Partners of the Americas Colombian Initiative include:

1. Strengthen existing "technical bridges" to Colombia by utilizing the educational, economic and human resources of the U.S. counterpart Partner states.

2. To promote a greater private citizen involvement within the U.S. in the economic and social development of Colombia through expanded institutional and organizational linkages.
3. To further build strong Partner Committees in Colombia that will nurture and stimulate other private sector groups at local, regional and national levels.
4. To bring to the people of the United States and of Colombia a greater understanding of the history, culture, traditions, systems, customs, music, dance and educational aspirations of their neighbors.

Colombian partnerships implement their activities by providing: travel grants to skilled professionals who volunteer their time and services; small grants of \$5,000 for community-based projects; training grants for Colombian professionals at an institution (university or hospital) in the counterpart state; and developing publications to provide information and education regarding conditions in Colombia and the work carried out by the local partnerships. Since 1987, under the Colombian Initiative for Private Sector Expansion Program, activities funded by AID and conducted by the three partnerships have been refocused on the specific program areas of drug abuse education and prevention and child survival. The specific objectives of the Colombian Initiative Program remained the same. The activities to be carried out as part of the drug awareness education and prevention program, which will take place in either Colombia or the U.S Partner state, are:

- training of professionals and community volunteers to exchange research information;
- development of a "hands-on" approach in prevention and rehabilitation programs;
- visits by experts in areas such as materials development, media campaigns, school programs, therapeutic communities and related critical items;
- offer "seed grants" for community-based projects;
- support of regional information resource centers to make related materials accessible (i.e., publications, films, slides, etc.)

- conduct one National seminar that would highlight successful prevention and early intervention programs featuring films, media success stories and special awards. Support for the seminar will include meeting in-country travel, advertisement and related expenses;
- development and strengthening of ties among recognized organizations and institutions.

The Program grant is managed by NAPA headquarters in Washington, D.C. and implemented by the Colombians-U.S. partnerships.

1. Membership

Each Colombian partner is legally incorporated as a private non-profit organization in Colombia. Membership is composed of: 1) founders; 2) those that apply for membership after the act of foundation is signed; and 3) others, as specified in the statutes. In general membership is open to any organization or individual that can contribute to the objectives of the organization.

2. Board of Directors

Each organization has a board of directors, president, vice-president, secretary, treasurer, program coordinator, executive director, and committees for each of the programmatic areas the organization addresses. Committees are generally specified in the statutes with the proviso that the board can establish additional committees, as the need arises. A model organizational structure is presented as Appendix 3.

In the case of all three organizations, the statutes are very clear as to responsibilities and duties of board members and the staff.

According to the statutes, while the General Assembly constitutes the maximum authority, the board of directors is empowered as the executive and administrative authority. The board appoints the executive director and/or the program coordinator as the case may be and approves the establishment of the various program or work committees. The executive director acts as the legal representative of the organization and carries out the resolutions of the General Assembly and all directives of the board.

All major decisions within each partnership are made by the board with inputs from the executive director and the Revisor Fiscal (Financial Auditor) in the case of financial statements and expenditures.

Collectively, all major decisions involve inputs from: 1) NAPA headquarters because of funding considerations; and 2) the North and South partnerships that must coordinate and agree on the areas of interest and priorities, including which partnership is going to provide what support and assistance.

3. Professional Staff

Besides the permanent staff located at NAPA headquarters in Washington, D.C., the only other professional staff member permanently employed in coordination and management operations is the Regional Representative for Spanish-speaking South America. This individual plays a major role in partnership operations in Colombia. Professional staff within the individual partnerships, president, vice-president, executive director, program coordinator, and sub-committee coordinator, with one or two exceptions, all serve ad honorem as volunteers. Their normal occupation or professions are such that time available for partnership activities is limited, leaving little time for effective planning, implementing, supervising, monitoring, and evaluation of partnership activities. Thus, it is significant that the partnerships are able to accomplish so much with so little.

4. Office Administration (Regional)

The Colombian Center, an office located in Bogota and staffed by the Regional Representative for Spanish-speaking South America, serves a dual purpose. It plays an important role in coordinating and providing support to the three Colombian partnerships. Seventy-five percent of the resources of this office are assigned to, and funded through, the Colombian Expansion Program Grant, while the remaining 25% make up the South American Regional office, which coordinates the efforts of 14 partnerships in eight Spanish-speaking countries in South America. The responsibilities of the Colombian Center include: coordination of programs and projects; coordination of the Information Bulletin; production of brochures to

complement specific programs; development of discussion papers and audio visual material; coordination of seminars; liaison with USAID and the U.S. Embassy in Bogota; and serving as a link between the Colombian committees and the NAPA staff and between Colombian participants. Additionally, the Center serves as an archive for the network, maintaining records and reports of past activities which help in planning new ones.

5. Financial Administration

Depending on the particular partnership, either the treasurer or the executive director is responsible for the financial administration of the organization. By Colombian law, each organization is required to elect or appoint a "Revisor Fiscal" or fiscal agent, who reviews all budgets, expenditures, and the annual financial statement. An outside accountant does the bookkeeping for those funds that actually pass through the organization. Examples of these types of funds are funds allocated by NAPA for costs such as telephone and office supplies associated with the administration and management of each north and south partnership and local non-USAID contributions to the organization. Program funds are administered and managed by NAPA headquarters which issues checks or airline tickets to cover specific program activities.

6. Strategic and Operational Planning

In reviewing the statutes of the three Colombian partnerships it was noted that the statutes call for the board of directors to review the annual plan of activities and submit it to the general assembly with appropriate recommendations. According to the partnership representatives, the planning process starts with the specific program committees that make up a particular partnership. Depending on the committee's perceptions of local requirements, plans are developed and submitted to the president of the partnership for review and approval of the board. The plan is then coordinated with the U.S. partner and with the Regional Representative. When all parties are in agreement the plan is submitted to NAPA for funding. Additionally, from time to time, either for special activities or

on a periodic basis, partnership representatives, the Regional Office, and NAPA staff meet, either in Colombia or the U.S. to plan for those special activities or other upcoming events. Thus, planning, on an ad hoc basis does take place, but it is a type of coordination rather than planning as the team understands the process. What is missing is the development and utilization of strategic (long-term) plans for Colombia as a whole and operational or annual action plans (short-term) for the individual partnerships, as called for in their statutes. The evaluation team found no evidence that this type of planning occurs. To further reinforce this finding, USAID mission staff indicated that they would like to see this type of planning, although the program grant does not explicitly require it. Both NAPA, in submitting proposals to AID for annual funding, and the individual partnerships merely state the type of activities they propose to implement without stating specific measurable objectives, schedules or time frames, responsibilities for implementation, and means of measuring performance and accomplishments. It is interesting to note that the various partnerships, in their workshops with community groups, do provide training and technical assistance to those groups in the development of action plans.

The responsibility of the Colombian center, coupled with the fact that it has a full time staff to handle program activities, in effect introduces a fourth entity or player in the Colombian Expansion Program. For example, the Center not only maintains all records and reports of the partnership, it produces publications and brochures and coordinates all national seminars. However, while excellent lines of communication and coordination exist between the center and the three partnerships there appears to be little or no effort to coordinate a collective implementation strategy for the program among the three different groups. The overall role the regional office plays in helping the partnerships to coordinate actions in the community appears passive at best. Indeed, the fact that the individual partnerships are autonomous entities makes it difficult for the regional office to be effective. This leads to other problems. For example, the members of the three partnerships expressed a desire to be more involved with USAID/Bogota in planning, determination of priorities, and development of strategies for implementation of projects and the programs. However, given the limited staff at USAID, it appears more feasible for the regional office to assume

responsibility for that interface after having come to an agreement among the three partnerships relative to their individual plans. This means, of course that the partnerships together with the regional office must effectively determine a collective strategy for their work, and plan accordingly.

B. Operational Activities

As originally designed and funded in September 1985, the Colombian Expansion Program called for activities to be implemented through a number of specific program areas: health, income generation, drug awareness and prevention, emergency preparedness, natural resource development, institutional linkages and program development. In August 1987, at USAID's request the Expansion Program was refocused to concentrate its activities in the program areas of child survival and drug abuse education and prevention. Efforts in the other areas continue with funds from non-USAID sources. Subsequent amendments (a total of six, to date) to the Colombian Expansion Program grant have extended the period of the grant to June 30, 1990, and increased the total grant amount to \$1,270,120 for the five-year period.

As specified in the revised program description, the purpose of the modified grant request is to provide resources within the framework and mechanism of the three U.S.-Colombian Partnerships of the Partners of the Americas to carry out and support activities related to the Drug Awareness, Education and Prevention project. As indicated earlier, activities to support this project include:

- training of professionals and community volunteers to exchange research information;
- development of a "hands-on" approach in prevention and rehabilitation programs;
- visits by experts in areas such as materials development, media campaigns, school programs, therapeutic communities and related critical items;
- "seed grants" for community-based projects;
- support of regional information resource centers to make related materials accessible (i.e., publications, films, slides, etc.)

- conduct one National Seminar that would highlight successful prevention and early intervention programs featuring films, media, success stories and special awards; and
- development and strengthening of ties among recognized organizations and institutions.

The evaluation team did not have an opportunity to visit or talk with Colombia, beneficiaries of this grant. Therefore, the brief summary of activities covered here is based on a review of reports submitted by NAPA to USAID. Furthermore, the examples indicated in the following paragraphs are limited to those related to drug awareness, education and prevention.

The Colombian Expansion Program is implemented through five general types of activities:

- Travel grants that cover the travel expenses of skilled professionals who volunteer their time and services. Under this activity volunteers are able to offer or receive training in their field of expertise, provide consultant services to community-based development projects, or develop linkages between parallel organizations in the U.S. and Colombia. These travel grants have enabled Colombian professionals to travel to the U.S. to participate in planning meetings, seminars, workshops, and receive additional short-term training. A recent notable example was the travel of the Executive Director, South Carolina Commission on Alcohol and Drug Abuse, to Colombia to participate in the national seminar held in Bogota in October 1988 on Strategies in Drug Abuse Prevention. This visit led to a proposal for joint support of a Teen Institute in Colombia based on a highly successful concept used for drug prevention with teens in South Carolina. Subsequently, in early summer 1989 a group from Cali traveled to South Carolina to attend the Teen Institute there. Following that visit a group from South Carolina traveled to Cali in August 1989 to participate in the establishment of the first Teen Institute in Colombia. Although the group had to cut their stay short due to the tense situation in Colombia, their efforts were judged a success. Other travel grants, (a total of 35 since October 1987) north to south and south to north have yielded similar results. Based on the amount of funds programmed for this category through June 1990, an additional 60 exchanges will have to be done between June 1989 and June 1990.
- Small grants of up to \$5,000 to help small community-based development projects to grow. A total of 16 (out of 27 programmed through June 1989) small grants have been used to train community leaders and young people from marginal neighborhoods to promote youth development activities, recreation and sports as positive and attractive alternatives to drug abuse; develop, produce and distribute drug abuse prevention materials; and development of the Teen Institute for Drug Abuse Prevention in Southwestern Colombia (Cali), among others.

- Training grants to pay for the cost of training Colombian professionals in their respective fields, at an institution in the counterpart's state, such as a university or a hospital. There is no indication in the reports that training grants were used during the period October 1987 to June 30, 1989.
- Seminars to bring together U.S. and Colombian professionals in the same area of expertise (for example, drug abuse prevention), so they can pool their experiences, gain an understanding of the problems and possibilities facing Colombia in that area, and integrate their new understanding and collective experience into the development of appropriate programs which respond to Colombia's needs. Under this activity seven regional and national seminars on drug abuse prevention have been held, which have brought together experts from the six partner's committees as well as other interested professionals. Additionally, three planning meetings were held during the first six months of 1989.
- Publications, in both video and written form, to educate individuals on drug awareness and prevention methodologies and provide information on activities appropriate to conditions in Colombia. These publications are also used to complement other types of programs such as seminars and workshops. In addition to the Information Bulletin that is published and distributed every three months, three booklets on "Education and Prevention," "Prevention in the Family," and "Factors of Risk and the Use of Psychoactive Drugs," were edited and adapted for mass distribution. Based on the demand for these three publications, plans are under way to print an additional 10,000 copies for distribution to the Instituto Colombiano de Bienestar Familiar, the National Police, and the Office of the Mayor of Bogota.

A listing of all the accomplishments over the past four years would only duplicate the reports submitted by NAPA to USAID. Suffice it to say that the partnerships and their respective drug abuse prevention subcommittees have been quite active in promoting drug education and awareness in their communities. Further, the interest and involvement of agencies such as the South Carolina Commission on Alcohol and Drug Abuse, PRIDE, and the respective state agencies in Florida and Massachusetts have increased NAPA's influence on drug abuse activities in Colombia.

C. Financial Operations and Accounting

From the original grant that was signed on September 30, 1985, which was to be funded through March 31, 1986, a total of six amendments have been incorporated in the grant. These amendments called for extensions in the completion dates, substantial increases in funds or both, and in some cases, significant changes in the focus of activities and/or the scope of work (see Table No. 1).

The first two amendments increased total funding to \$470,120 and extended the grant to March 31, 1988.

Amendment No. 3 increased funding by \$300,000, extended the completion date to January 31, 1989, and incorporated two significant changes in the program description. With this amendment, USAID focused its funding priorities on drug awareness, education and prevention and maternal/child health-child survival.

Amendment No. 4 through 6 increased the total funding to \$1,270,120, which is slightly more than four times the amount originally assigned for program startup in September 1985. Modifications to the scope of work were also included in these amendments and the completion date extended to June 30, 1990.

A cursory review of this final budget (see Table 2) shows that of the \$778,959 budgeted for program costs, \$153,000 are for local partnership committee management and administrative costs. These amounts are primarily for telephone, telex, and office supplies and materials for the six partnership offices. This works out to approximately \$5,100 per year for each partnership, which is not a large sum. In fact, partnership representatives indicated that the amount was insufficient to cover their actual costs. On the other hand, management costs and indirect support costs allocated to NAPA headquarters and the Bogota Regional Office in support of program activities amount to 38.7 percent of the total budget.

Table 2 also shows expenditures, by line item, covering the period July 1985 through June 30, 1989. Looking only at totals, it can be seen that only 46% of the program costs budgeted have been spent, indicating that the partnerships proposed to carry out more activities than they were able to do. However, local partnership committee costs for program management amounted to 78% of the amount budgeted, which makes sense, since the partnership offices continued to operate during the entire period. In effect these tend to be fixed costs. The same holds true for overall management and indirect costs where 97% and 64% respectively, of the budgeted amount has been spent. This, however, is cause for concern. The grant has one year to go (June 89 - June 90) and the management funds have been expended.

D. NAPA's Role and Image

NAPA has a long history of association with USAID in Latin America. Originally started and operated by USAID, there is a certain affinity and close relationship between the two. The first partnership, (North Central Colombia - Florida) formed in 1963, was incorporated into the USAID structure in 1964. Additional partnerships were established under USAID auspices until 1970 when the National Association of the Partners of the Americas, a private non-profit organization, assumed responsibility for the partnerships. Thus, Colombians have been involved with NAPA from its creation. The success of NAPA in having achieved the formation of sixty partnerships throughout Latin America attests to its credibility and positive image in those countries. In the same manner, the collaboration and participation of U.S. states in the partnership is also indicative of the role and image of NAPA. Although the team did not have the opportunity to visit or talk with local groups and professionals that have benefited from partnership activities, it is clear from their involvement that they believe NAPA is playing an important role in Colombian activities, particularly in the area of drug awareness and education.

The team did talk with members of the South Carolina partnership who are actively working with their Cali partner in promoting and establishing a unique concept for drug abuse prevention among teens. The concept called the Teen Institute is working well in South Carolina and the Colombians in Cali are in the process of establishing a similar program. The South Carolina partners had nothing but praise for the work of the National Association of the Partners of the Americas and the work it is doing through the individual partnerships.

Significantly, while the overall institutional image and credibility of the Partners of the Americas is excellent, the local partnerships expressed concern with the current drug-related and political turmoil which has intensified as a result of the recent assassination of a presidential candidate and GOC willingness to extradite to the U.S. Colombians involved in drug trafficking. Collectively, the three partnerships felt it might be convenient to reduce the Partners' profile with USAID and local visibility because the organization and/or projects might be targeted for reprisals. These are legitimate concerns

and both NAPA and the partnerships -- North and South -- will have to address how best to conduct future activities to avoid major consequences which may result from working in an area which ultimately poses a potential threat to those involved in the marketing of drugs.

TABLE NO. 1

AMENDMENTS TO GRANT NO.: LAC-0616-G-SS-5121-00

<u>DESCRIPTION</u>	<u>PURPOSE</u>	<u>PERIOD</u>	<u>OBSERVATIONS</u>
Original Grant (9/30/85)	Provide funding for \$ 241,000	9/85 to 3/86	Principal focus: Income generations; Youth Development; Drug awareness and prevention; Institutional Linkages; Emergency Preparedness; Natural Resource Development; Maternal Child Health
Amendment No. 1 (4/1/86)	Increase funds for \$ 229,120	4/86 to 3/87	New total of \$470,120
Amendment No. 2 (4/23/87)	Extension, no additional funding	to 3/88	
Amendment No. 3 (9/29/87)	Increase funds for \$ 300,000 New total of: \$ 770,120	to 1/89	Program Descriptions: Phase III - August 1987-January 1989, Drug Awareness, Education and Prevention; Phase III - August 1987 - January 1989, Maternal/Child Health-Child Survival
Amendment No. 4 (9/22/88)	Increase funds for \$ 300,000 New total of \$1,070,120	to 6/90	Scope of Work: Hotline; Exchange Professionals, Training
Amendment No. 5 (date unk)	Increase funds for \$ 50,000 New total of \$1,120,120	no change	Child Survival
Amendment No. 6 (6/13/89)	Increase funds for \$ 150,000 New total of \$1,270,120	no change	Scope of Work: Exchange Professionals; Seven Community-based projects; Conduct 4 seminars; Strengthen Partnerships; Prepare/Distribute Publications

DEVELOPMENT ASSOCIATES, INC.

TABLE NO. 2
COMPARISON OF FINANCIAL PLANS

<u>Budget Categories</u>	<u>Total Amount^{3/} Programmed Through June 1990</u>	<u>Expenditures^{1/} Through June 30, 1989</u>	<u>Percent %</u>
<u>Program Costs</u>			
Volunteer Technician Travel	\$ 170,459	\$ 60,284	35%
Small Grants for Projects	238,000	89,924	38
Training Grants	140,500	57,772	41
Program Develop. Workshops	65,000	32,000	49
National Drug Seminar	12,000	1,050	9
Local Partnership Committee Costs:			
Program Management	117,480	119,795 ^{4/}	78
Telephone, Supplies	<u>35,520</u>	<u> </u>	<u> </u>
Sub-total, Program Costs	\$ 778,959	\$ 360,825	46
<u>Management Costs</u>			
Personnel Costs:			
U.S. Coordinator	\$ 98,184	\$ 103,320 ^{2/}	N/C
Colombia Coordinator	81,108	72,027 ^{2/}	N/C
Secretarial	29,741		
Fringe Benefits	28,521		
Staff Travel	23,208	19,699	85
Communications, Supplies	25,096	79,063	315
Publications	<u>11,414</u>	<u>13,790</u>	<u>121</u>
Sub-total, Management Costs	\$ 297,272	\$ 287,899	97
Sub-total Direct Costs	\$1,076,231	\$ 648,724	60
Indirect Costs	<u>193,889</u>	<u>\$ 124,047</u>	64
GRAND TOTAL, ALL COSTS	\$1,270,120 ^{3/}	\$ 772,771	63 ^{5/}

^{1/} Does not include expenditures related to \$50,000 programmed for child survival.

^{2/} Includes fringe benefits.

^{3/} Grand total includes \$50,000 for child survival.

^{4/} Includes telephone and supplies.

^{5/} Based on grand total of \$1,220,120 (\$1,270,120-\$50,000) for drug abuse prevention

N/C Not able to calculate

III. CONCLUSIONS

Based on the evaluation team's brief review of the activities of the three partnerships in Colombia it is clear that they are complying with the requirements of the Colombian Private Sector Expansion Program, insofar as drug awareness and prevention activities are concerned. Working under less than ideal circumstances, their ability to mobilize and maintain a large number of volunteers interested in drug abuse-related matters is admirable.

The statutes of the partnerships, although they differ somewhat, are clear and adequately define responsibilities and lines of authority and communications. Although all the positions to include that of the executive director are staffed by volunteers, the structure of each organization is designed to ensure regular and normal operations associated with any formal organization.

Probably the greatest strength of the partnerships, and NAPA itself, lies with the quality and professionalism of the volunteers that make up the entire membership. The concept of designating committees or subcommittees composed of interested individuals from the community for each topic area ensures that the voices of the community are heard and their needs addressed in an adequate manner. The reputation of NAPA and its member partnerships is well-known throughout the region. After 25 years of operation the organization is seen as an excellent cost-effective resource for training, exchange of ideas and technology transfer. As their approach to development relies on the premise that the basis for implementing actions at the grassroots level should respond to priorities that have been identified by the local partnerships as a function of community needs, the organization enjoys an enviable reputation that has not been tainted by the common perception among Latin Americans that "gringos" (i.e., the U.S. government) are trying to impose their will. This, together with the active involvement of persons from all walks of life in the partnerships--North and South--has established the credibility of the organization.

These strengths have been amply developed and nurtured through a wide range of program areas which not only have contributed to enhancing the role of the

partnerships within the communities they serve, but also establishes the necessary linkages needed to foster viable exchanges of human and financial resources, skills, technology and information to third-world countries.

As with any organization, NAPA and its collective partnerships are not perfect. The various partnerships, in assessing their accomplishments, recognize that in some cases specific operations or activities have not been accomplished in the best manner possible. Some of these have been recognized and are listed as lessons learned in their periodic reports.

Accomplishment of programmed activities are considerably behind schedule considering the amounts programmed and the time remaining until the end date of the grant. For example, of the \$238,000 programmed for small project grants, only \$89,924 have been awarded. It is unlikely that the remaining \$148,076 can be granted in a cost effective manner. The same is true for volunteer exchanges and training grants. Of the \$310,959 programmed for these two areas only \$118,056 have been expended. It is recognized that the current situation between the GOC and the drug traffickers has had some impact on program activities and this may explain some of the under expenditures. However, this overprogramming or under utilization, as the case may be, is more likely the lack of proper action planning of activities, and monitoring by a control or regional agency. Since the funds obligated and programmed under the Colombian Initiative for Private Sector Expansion Program are utilized or implemented by three "autonomous partnerships", there is also a need for monitorship and control by the Regional Office and/or NAPA headquarters to ensure that the rate of expenditures is in accordance with amounts programmed or reprogram the funds as necessary.

The most significant finding that the team uncovered is the apparent lack of formal planning at all levels. Although the statutes call for development and approval of operational plans, the team found no evidence that this is being done.

Program-specific support that NAPA provides in their planning process is limited to preparation of proposals for grant amendments and serving as facilitators to ensure there is no duplication of efforts. Other than budgeting financial support for the partnerships, headquarters does not have an overall strategic plan that encompasses institutional priorities for the country. Historically, grant proposals are always

the same with minor variations and are statements of proposed work rather than detailed activities which should indicate how, when, why and by whom the proposed activities will be implemented.

Without effective planning at all levels, program-related activities run the risk of being implemented because they appear to be good ideas rather than actions designed to respond to actual community needs. Strategic and operational planning would allow for measurements and evaluations which are useful and necessary for the orientation of future activities and projects.

The Regional Office, an important coordination link in the activities conducted by Partners of the Americas and the partnerships, has developed and maintained excellent coordination linkages with the NAPA headquarters, partnerships and other public and private organizations that work in the same areas of interest. It provides institutional orientation internally and by effectively being involved in implementation activities and sharing information externally, it has served as a constant source of support to the partnerships. Also, it has complied with its mandate of promoting the objectives of Partners of the Americas throughout the country and has contributed to establishing the credibility of the partnerships within the community. However, the office does not fully function as a regional resource should to provide maximum support to the partnerships by responding to basic needs such as providing training and technical assistance on planning, implementing and evaluation of activities for community projects.

It is evident that while professionals are involved in the partnerships they need technical assistance and training in planning and program implementation to improve the quality and impact of their activities. Each partnership can conceptualize what they propose to do, but they do not explain how they propose to do it. They outline broad objectives, but do not logically develop plans and strategies to meet the proposed goals. This frequently leads to taking on more than they can do under their current organization and structure, which clearly appears to be the case in this situation.

The partnerships do not have a system for evaluating the impact of their activities, nor do they have procedures for conducting needs assessments within the

community they serve. This is particularly disturbing because the partnerships themselves are responsible for determining community needs and designing and implementing future activities to respond to those needs.

Since the principal role of the Regional Office is to "coordinate" activities among the Colombian partnerships, it would be appropriate for that office to have a greater monitoring role including approval authority in assisting the partnerships determine priorities and areas of interest for implementation of future activities. Without direct responsibility for approval of partnership activities the regional office is limited to a "public relations" role, as opposed to providing the type of local leadership that is needed to assist the partnerships address community needs. Currently, the Regional Office mainly provides a forum for discussion among the partnerships of activities they propose to undertake. While it is healthy and appropriate to share information, the greater value would lie in going one step further and helping the partnerships develop appropriate plans.

IV. RECOMMENDATIONS

The major recommendations resulting from the Development Associates' evaluation of the Colombian partnerships of the National Association of the Partners of the Americas (NAPA) are presented in the following pages. They relate to the main findings of the evaluation and each is followed by a discussion of the rationale for the recommendation. The Colombian partnerships are clearly operating within the NAPA guidelines and are complying, to a certain extent with the requirements of the USAID grant. Nonetheless, there are areas for improvement. Development Associates believes that these recommendations will improve the partnerships' effectiveness at minimum cost with a little added effort by all parties.

As noted earlier, it is Development Associates' general conclusion that NAPA and its partnerships need to focus more on the planning process, from needs assessment to evaluation of activities. It is recognized that NAPA's philosophy is to work from the bottom up, i.e., rather than try to impose its will on the partnerships, NAPA relies on the partnerships to relay the communities' needs and desires so that NAPA can focus on obtaining the necessary resources to meet those needs. It is in this light that the following recommendations are presented.

Recommendation One:

That the Agency for International Development amend the Colombian Initiative for Private Sector Expansion Program grant agreement to require that NAPA submit to USAID/Bogota, copies of the individual Colombian partnership annual action plans for each of the three Colombian partnerships. Copies of the proposed action plans should be submitted, for information only, to USAID at the same time the plans are submitted to NAPA for review and approval. NAPA approved partnership plans should be submitted to USAID no later than 30 days after the start of the partnerships' fiscal year.

Rationale

There is no requirement at present for provision of action plans to USAID. USAID staff indicated that they would like to have copies of such plans to better monitor the various drug awareness and education activities. This would also ensure that the individual partnerships will develop much needed action plans.

Recommendation Two:

That NAPA Headquarters play a more active role by providing leadership in the coordination of strategic planning activities in Colombia.

Rationale

Without strategic planning at the highest level NAPA headquarters limits its inputs and participation in Colombia to serving only as a source of funding to the partnerships. Consequently, proposals prepared for new funding or amendments to the original grant including extensions, changes or modifications to the scope of work and increases in funds may not necessarily respond to actual community needs and/or the ability of the partnerships and the community to adequately carry out proposed activities. Regardless of the fact that the local partnerships determine implementation activities which are supposed to be based on their perceived needs in the community, NAPA headquarters should require, first, Colombian inputs in the form of strategic plans before proposals for new funding or changes are prepared for delivery to the donor agency. Secondly, each partnership should prepare an action plan that not only forms part of an overall implementation plan for the country, but also serves as the guide for implementation of activities by the partnerships. In both instances the regional office should serve as coordinator for unification of criteria both in terms of areas of interest and specific work for which each partnership will be responsible.

Recommendation Three:

That NAPA and the Colombian partnerships rethink their approach to implementation of drug abuse prevention activities in light of the current situation and local concerns over possible exposure to retaliatory actions by Colombian drug traffickers.

Rationale:

Although there has not been any action by drug traffickers against individuals or organizations involved in drug awareness, education, and prevention activities, the relationship of the local partnerships to USAID and their involvement in a USG-funded program could lead to some type of retaliation. Local partnership representatives have become increasingly aware of this possibility and have expressed concern. It behooves them and the NAPA leadership, to explore

alternative program approaches that would reduce exposure to such actions. A simplistic possibility is to increase exchanges to the U.S. while decreasing exchanges to Colombia. This is not the definitive answer, and others need to be explored.

Recommendation Four:

That the individual partnerships, in coordination with the Regional Office, develop and submit to NAPA, on an annual basis, work or action plans covering their projected activities for the following year. The plan should be sufficiently detailed to include objectives, tasks to be performed, significant milestones, resources required, and evaluation criteria.

Rationale:

To the best of the evaluation teams's knowledge, planning is at best an informal ad hoc process resulting in a general description of what is to be done.

Institutionalization of a formal planning process will benefit both the partnership and its clientele. A carefully thought out and structured plan should ensure also that the partnerships do not undertake more than they can adequately do. The level of expenditures to date indicates that the partnerships cannot adequately implement what they thought they could.

Recommendation Five:

That NAPA institute a policy where direct technical assistance is provided to volunteers of the Colombian partnerships.

Rationale

Documentary evidence suggests that volunteers in the three Colombian partnerships lack the skills needed to develop and prepare strategic and operational plans for implementation of activities. Local volunteer staff, through work in the different subcommittees, are responsible for the initial identification of priorities and programmatic areas of interest according to needs they have detected within the community. After an internal review within the partnership including changes or modifications and approval by the board of directors and general assembly, information is ultimately shared with the northern counterpart and NAPA who assigns the level of financial support to be provided for implementation of proposed activities. These plans lack technical merit as they only identify what the

partnership proposes to do in any given area (objectives) without showing: a) how the work is to be accomplished (strategies); b) who will implement the activities and be responsible (administration); c) what material and financial resources and personnel will be needed to complete the activity in a predetermined time-frame (operations); and d) how project activities will be evaluated. The evaluation team believes technical assistance is needed and could be provided by NAPA through short-term training courses which include at a minimum elements associated with:

- how to conduct a needs assessment;
- how to conceptualize and prepare strategic and operational plans;
- how to prepare operational budgets to reflect what is needed to implement what has philosophically been identified as a priority or area of interest and what can be accomplished during a specific period of time; and
- how to conduct an evaluation of activities to determine performance and accomplishments and provide orientation for future activities.

Recommendation Six:

That NAPA institute procedures to review expenditures by the Colombian partnership on a periodic basis to ensure that the rate of expenditures is appropriate to the funds programmed for each category. Based on that review NAPA should take necessary action to increase the rate of expenditures or reduce the number of activities (and related funds).

Rationale

A cursory review of NAPA reports indicates that the rate of expenditures of programmed funds, by category, is insufficient to expend those funds by the current end date of the project agreement. This results in an increase in fixed costs (management and indirect) and a waste of valuable resources.

Recommendation Seven:

That USAID, or AID/W, request from NAPA a justification for over expenditure of management support funds and a detailed plan for spending the remaining funds programmed through June 1990, to include a completely revised budget. The plan should be submitted no later than 60 days after approval of this report.

Rationale:

The partnerships have spent less than half of the program funds budgeted for the period July 1985 through June 30, 1990. Concurrently, virtually all of the management support funds have been spent, with a year still remaining. Since it is virtually impossible to effectively expend the remaining program funds in the year remaining, NAPA needs to not only revise its program plan and budget, but also explain the over expenditure of management support funds.

1830y/10.89

APPENDIX 1: Project Scope of Work

UNITED STATES OF AMERICA
AGENCY FOR INTERNATIONAL DEVELOPMENT

Consulting Services: YES() NO(X)

1. Country of Performance: Colombia
2. Indefinite Quantity Contract: PDC-5315-I-00-8127-00, Del. Order No. 13

NEGOTIATED PURSUANT TO THE FOREIGN ASSISTANCE ACT
OF 1961, AS AMENDED, AND EXECUTIVE ORDER 11223

3. CONTRACTOR (Name and Address):
Development Associates, Inc.
2924 Columbia Pike
Arlington, Virginia 22204
- 4a. ISSUING OFFICE:
Agency for International Development
AID/M/SER/OP/OS/LAC
Washington, D.C. 20523
- 4b. ADMINISTRATION OFFICE:
Agency for International Development
AID/M/SER/OP/OS/LAC
Washington, D.C. 20523
- DUNS NO. 07-485-2252

5. PROJECT OFFICE
USAID/Colombia
6. SUBMIT VOUCHERS TO:
FM/PAFD
Agency for International
Development
7. EFFECTIVE DATE
August 8, 1989
8. ESTIMATED COMPLETION DATE
November 8, 1989

9. ACCOUNTING AND APPROPRIATION DATA
- | | | | |
|-------------------|-------------|-------------------|--------------------|
| Amount Obligated: | \$36,825.00 | PIO/T No. | 598-0616-514-05-01 |
| Ceiling Price: | \$36,825.00 | Budget Plan Code. | LDEA-89-25514-KG12 |
| Appropriation No. | 72-1191021 | | |

10. The United States of America, represented by the Contracting Officer signing this Order, and the Contractor agree that: (a) this Order is issued pursuant to the Contract or Agreement specified in Block 2 above and (b) the entire Contract between the parties hereto consist of this Work Order and the Contract or Agreement specified in Block 2 above.

- 11a. NAME OF CONTRACTOR
Development Associates, Inc.
- 11b. UNITED STATES OF AMERICA
AGENCY FOR INTERNATIONAL DEVELOPMENT

BY: (Signature of authorized official)  BY: (Signature of Contracting Officer)

TYPED OR PRINTED NAME: TYPED OR PRINTED NAME:

TITLE: PETER D. DAVIS, PRESIDENT TITLE: Peter J. Howley (BP)
Contracting Officer

DATE: AUG 08 1989 DATE:

ARTICLE I - TITLE

Evaluation of Drugs Project 598-0616-14

ARTICLE II - OBJECTIVE

To provide short-term technical services in the area of institutional development and development management by analyzing and evaluating each of AID/Bogota's two drug-awareness programs. In particular the Contractor will analyze the institutional management and organizational factors and recommend courses of action to improve both programs in light of A.I.D. objectives for the programs

Background Information:

Reducing drug trafficking is the Embassy's top priority in Colombia. A.I.D. is assisting in this effort through support to two institutions which attempt to mobilize the community toward drug prevention, demand reduction, and increased awareness. They are:

1. Accion Solidaria Julio Alberto Diaz, President
 Yamel Perez Diaz, Director

Accion Solidaria, a private foundation, is the only private sector organization dedicated exclusively to drug awareness and prevention activities. Accion Solidaria coordinates and in turn helps support activities such as research on drug production, public awareness campaigns and training of personnel engaged in anti-drug programs. The foundation was established approximately two years ago, in part through stimulation from a dynamic young embassy officer. A.I.D. supplied an initial grant, which is being used for the type of activity described, although Accion Solidaria also is promoting private sector support.

Estimated Total Funding (LOP) through FY-1991: U.S. \$700,000
(Actual Funding: FY 88 \$100,000; FY 89 \$170,000)

2. Partners of the Americas Martha Cecilia Villada,
 Regional Director

The local (Colombian) offices of the Partners of the Americas are engaged in similar but complementary activities. (Coordination is assured by the fact that the regional representative of the Partners is a very active member of the board of Accion Solidaria). Partners is using A.I.D. funding to support grass-roots action, such as development of clinics and workshops on prevention of drug abuse,

and counseling for parents and teachers. In this effort Partners use its three-pronged technique of exchanges with U.S. partnerships (in Florida, Massachusetts and South Carolina) travel and technical assistantships, and small grants for specific sub-activities. We anticipate supplying additional funds to Partners for expansion of their efforts.

ARTICLE III - STATEMENT OF WORK

The following steps should be used as the basis for the evaluation plan. They are not considered at all inclusive or restrictive in nature and do not constitute relief from exercising due professional care and judgement.

- A. Review the literature on both organizations provided by AID/Colombia.
- B. Interview members of the Accion Board and random members of its assembly, to assist institutional management and organizational factors, which currently may be hindering its ideal functioning.
- C. On a selective basis, perform interviews with recipients benefitting from the project to determine the nature of the benefits received and if those beneficiaries were in accord with A.I.D. guidelines.
- D. Interview the regional representative of Partners and the Colombian volunteer leaders of the three sister cities (who will travel to Bogota for the interviews).

-27d-

- E. Attend a board meeting of Accion Solidaria to observe the interaction and functioning of its board.
- F. Evaluate, in general terms, the effectiveness of the groups in terms of USAID/objectives.

ARTICLE IV - REPORTS

A separate evaluative report on Accion Solidaria and Partners of the Americas Drug Awareness Programs and an additional report assessing the programs together in view of meeting AID/Bogota's goals. All reports to be in English.

ARTICLE V - RELATIONSHIPS AND RESPONSIBILITIES

The team will work under the technical direction of the A.I.D. Representative, USAID/Colombia or his designate.

ARTICLE VI - PERFORMANCE PERIOD

- A. The period of performance is August 8, 1989 through November 8, 1989.
- B. Subject to the ceiling price established in this delivery order and with prior written approval of the Project Manager, the contractor is authorized to extend the estimated completion date, provided that such extension does not cause the elapsed time for completion of work, including furnishing of all deliverables to extend beyond 30 calendar days from the original estimated completion date. The Contractor shall attach a copy of the Project Manager's approval for any extension of the term of this delivery order to the final voucher submitted for payment.
- C. It is the contractor's responsibility to ensure that the Project Manager approved adjustments to the original estimated completion date to not result in costs to the Government which exceed the ceiling price of this delivery order. Under no circumstances shall such adjustments authorize the contractor to be paid any sum in excess of the total amount obligated in this order for the performance of the work.
- D. Adjustments which will cause the elapsed time for completion of the work to exceed the original estimated completion date by more than 30 calendar days must be approved in advance by the contracting officer.

ARTICLE VII - WORK DAYS ORDERED

A. <u>Position</u>	<u>Fixed Daily Rate</u>	<u>Number of Days</u>	<u>Total</u>
Sr. Dev. Mgt. Spec.	\$499*	30	\$14,957
Inst. Dev. Mgt. Spec.	\$381*	29	\$11,039
Typist	\$159*	4	<u>637</u>
Total			\$26,633

*Based on a Multiplier of 2.18

B. Subject to the prior written approval of the project manager, the contractor is authorized to adjust the number of days actually employed in the performance of the work by each position specified in this order. The contractor shall attach a copy of the project manager's approval to the final voucher submitted for payment.

C. It is the contractor's responsibility to ensure that the project manager approved adjustments to the work days ordered for each position do not result in costs incurred which exceed the ceiling price of the Delivery Order. Under no circumstances shall such adjustments authorize the contractor to be paid any sum in excess of the ceiling price.

ARTICLE VIII - CEILING PRICE

A. Total Obligated Amount:

The total amount obligated for the performance of this order is \$36,825.00. The contractor shall not be paid any sum in excess of the total amount obligated.

B. Budget:

For Total Work Days Ordered	\$26,633
For Other Direct Costs	<u>\$10,193.</u>
Total	\$36,825

ARTICLE IX - USE OF GOVERNMENT FACILITIES AND PERSONNEL

A. The Contractor and any employee or consultant of the Contractor is prohibited from using U.S. Government facilities (such as office space or equipment) or U.S. Government clerical or technical personnel in the performance of the services specified in the Contract, unless the use of Government facilities or personnel is specifically authorized in the Contract, or is authorized in advance, in writing, by the Contracting Officer.

B. If at any time it is determined that the Contractor, or any of its employees or consultants have used U.S. Government facilities or personnel without authorization either in the Contract itself, or in advance, in writing, by the Contracting Officer, then the amount payable under the contract shall be reduced by an amount equal to the value of the U.S. Government facilities or personnel used by the Contractor, as determined by the Contracting Officer.

C. If the parties fail to agree on an adjustment made pursuant to this clause, it shall be considered a "dispute" and shall be dealt with under the terms of the "Disputes" clause of the Contract.

ARTICLE X - DUTY POST

The duty post is Colombia.

ARTICLE XI - ACCESS TO CLASSIFIED INFORMATION

Access to classified information is not required.

ARTICLE XII - LOGISTIC SUPPORT

The contractor is responsible for all logistic support.

APPENDIX 2: List of Contacts

APPENDIX 2

LIST OF CONTACTS

USAID/Colombia

James F. Smith
USAID Representative

Laraine N. Mansfield
USAID Staff

Paula Feeney
Chief, Health and Nutrition Division
Bureau for Latin American and the Caribbean
Agency for International Development
Washington, D.C.

Partners of The Americas/Washington, D.C.

James T. Cooney
Director of Program Development

Lewis F. Harwood
Director - Youth Programs

Partners of The Americas/Colombia

Regional Office

Martha Cecilia Villada
Regional Director for Spanish-speaking South America

Partnerships.

Florida/North and Central Colombia

Rene Hauzeur
President

Myriam Ochoa
Coordinator - Subcommittee on Drug Prevention

Renan Alfonso Rojas
National Security Council

South Carolina/Southwestern Colombia (Cali)

Alicia Ocampo de Patino
Coordinator - Subcommittee on Drug Prevention

Massachusetts/Antioquia

Socorro Rendon
Executive Secretary

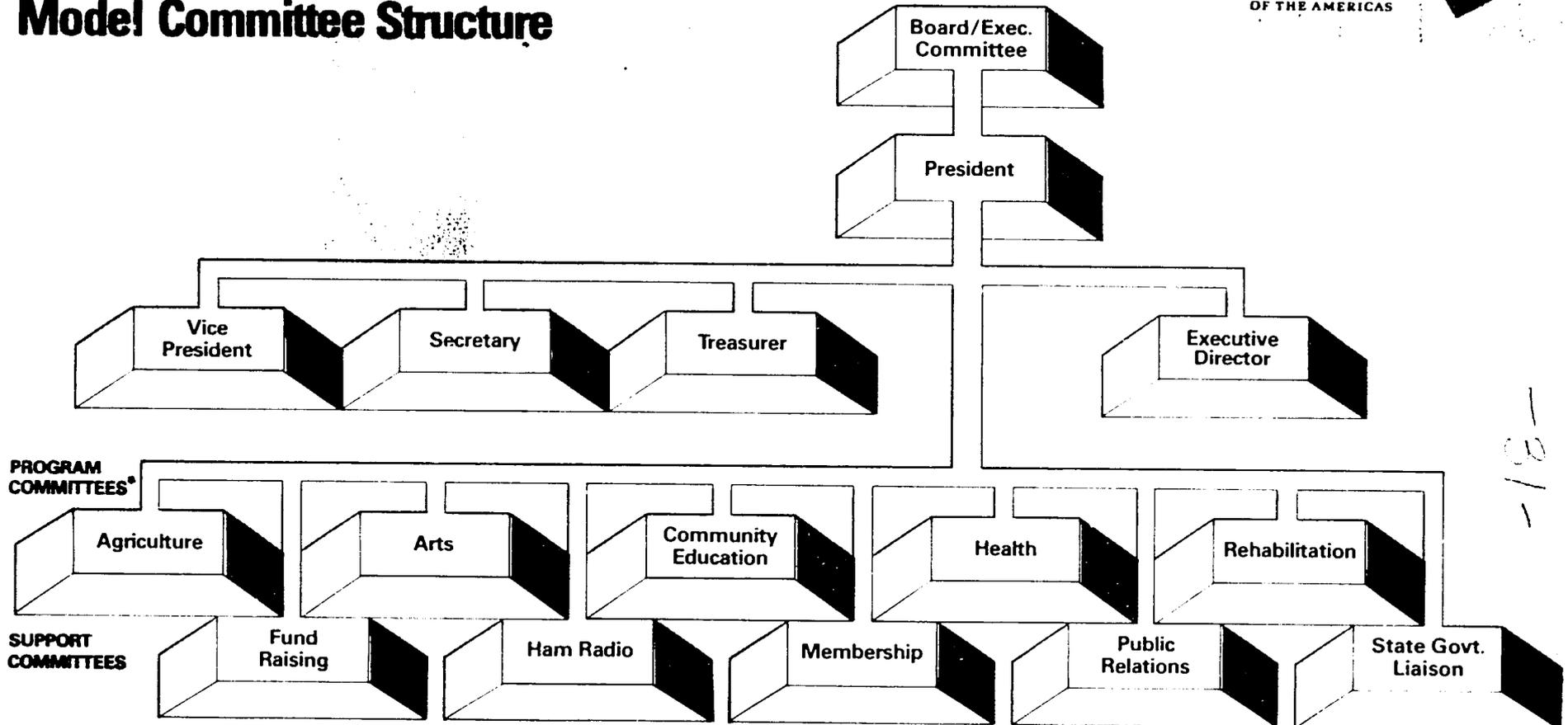
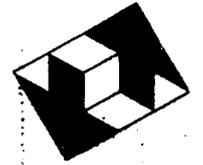
Nancy Echeverry
Coordinator - Special Programs/State Government of Antioquia
Coordinator - Subcommittee on Drug Prevention

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APPENDIX 3: Model Committee Structure

Model Committee Structure

PARTNERS
OF THE AMERICAS



BEST AVAILABLE DOCUMENT

*Other Program Committees include: Sports, Education, Journalism, Business and Trade, Women in Development, Student Exchange, Energy, Youth Development, etc.