

- PD-ABM-325

AT RISK YOUTH PROJECT

USAID/BRAZIL

February, 1994

TABLE OF CONTENTS

I.	EXECUTIVE SUMMARY	1
II.	PROJECT BACKGROUND AND RATIONALE	3
	A. The Target Population - At Risk Youth in Urban Northeast Brazil	3
	B. Threats to At Risk Youth	5
	C. The Needs of At Risk Youth in Northeast Brazil	6
	1. Need for Prevention Services	6
	2. Special Needs of Girls and Young Women	8
	3. Need for a More Experienced Cadre of Social Service Professionals Capable of Better Resolving the Problems of At Risk Youth	8
	4. Need for Improving the Juvenile Justice System	9
	D. Policy Responses to the Needs of At Risk Youth	9
	E. Institutional Responses to the Needs of At Risk Youth in the Northeast	10
	F. USAID and Other Donor Support	11
III.	PROJECT DESCRIPTION	12
	A. Strategic Fit With Agency and Bureau Goals	12
	B. Consistency With Mission Strategy	12
	C. Project Goal and Purpose	13
	D. Three Areas of Project Support	13
	E. Four Modes of Delivering Project Assistance	13
	F. Project Innovations	13
	G. Illustrative Description of the Deliverance of Project Assistance	14

IV.	PROJECT IMPLEMENTATION	17
A.	USAID/Brazil	17
B.	Umbrella PVO	18
C.	NGO and Governmental Organizations	19
D.	Technical Advisory Group (TAG)	20
V.	PROJECT MONITORING AND EVALUATION	20
VI.	FINANCIAL PLAN	22

ANNEXES

- 1. Illustrative Logical Framework**
- 2. Some of the NGOs and governmental organizations surveyed for the development of this project, and the areas in which they work**
- 3. Illustrative list of possible subproject grants**

I. EXECUTIVE SUMMARY

USAID/Brazil's three year, \$3 million At Risk Youth Project will provide support to non governmental (NGO) and governmental organizations assisting at risk youth ages 8 to 17, in the three major Northeast Brazilian cities of Salvador, Recife and Fortaleza. This Project Document reflects the views of NGOs, donors, and governmental organizations working on issues related to street children in Brazil's Northeast. Funding for the project is requested from the Orphan's and Displaced Children's earmark managed by the R&D Health Bureau.

The problems of street children in Brazil have been both widely reported in the mainstream press and extensively analyzed by social scientists. Although the problems are many and the issues complex, several points are clear. First, defining who the "street children" are is a difficult task as they appear to constitute a highly transient population. Second, although the number of children living full time in the street in Brazil is relatively low, this group represents only the "tip of the iceberg"; the number of youth at risk of living part or full time on the streets is remarkably higher. Third, this at risk population is subject to a variety of social ills, exploitation and abuse such as disease, drug abuse, delinquency, prostitution, and human rights violations including summary executions by police, drug gangs and/or vigilante groups. Fourth, although a landmark and progressive law was recently passed to defend the rights of these children and to introduce rehabilitative rather than punitive treatment models, the institutions charged with enforcing the law are not yet capable of doing this job effectively. Finally, because at risk youth have some connections to their families and/or communities, they can often be reached through a tenuous network of state, municipal, and non governmental service providers. Each of these points is particularly true in the urban areas of Northeast Brazil, the country's poorest region, with socio-economic indicators among the world's worst.

While a relatively large number of donors are currently financing activities to assist street children in Brazil, the lion's share of their funding is directed toward the Rio de Janeiro and Sao Paulo areas. With regard to the three cities targeted under this project, only a small portion of donor funding finances prevention activities. In addition, most donor funding assists that population of youth living full time on the street, a very small group when compared with the number of youth at risk of living on the street. Discussions with over thirty NGO and governmental organizations in Salvador, Recife, and Fortaleza revealed that programs which prevent at risk youth from living on the street represent the single most important and necessary intervention in assisting this population. Through the At Risk Youth project, USAID/Brazil will utilize its comparative advantages of in-country programming and project management as well as NGO linkages to help prevent this much larger, at risk population from falling into deteriorating circumstances. While prevention is the primary focus of this project, some activities will also result in the provision of services to youth who have already passed the at risk stage. This is particularly true in the case of girls and adolescent women involved in prostitution.

The project supports the USAID/W strategic objective of "stabilizing world population growth

and protecting human health"¹ and the LAC Bureau objective of "promoting smaller and healthier families"², especially by funding limited service provision to special subgroups under these strategic objectives, e.g. adolescents and young adults, and girls and women. Through activities designed to strengthen systems for defending youth's rights, the project also supports the USAID/W "building democracy"³ and the LAC Bureau "strengthening democratic institutions"⁴ strategic objectives. Although the project does not directly support any single USAID/Brazil strategic objective, it will work directly with a target group at high risk of falling victim to AIDS and adolescent parenthood, and is therefore consistent with two of the Mission's strategic objectives. The project will address some of the key root causes or risk factors that leave youth vulnerable to these two family health issues.

The goal of the At Risk Youth Project is to assist youth in Salvador, Recife, and Fortaleza at risk of or already involved in delinquency, drug abuse, prostitution, and human rights violations. The purpose of the project is to expand NGO and governmental organizations' capacity in the three target cities to deliver services to and defend the legal rights of at risk youth.

Project funds will be provided to strengthen NGO and governmental organizations' capacity to: (1) provide preventive services to at risk youth, especially in the areas of vocational training and community based family therapy; (2) provide preventive and support services to girls and adolescent women at risk of sexual exploitation; and (3) protect youth's rights and improve the administration of juvenile justice. To strengthen NGO and governmental organizations' capacity to accomplish these tasks, project assistance will be provided through: (1) subproject grants; (2) research, travel and scholarship grants; (3) staff training; and (4) networking and information dissemination.

Besides providing direct assistance to poor youth, the project will also support the following innovative approaches in assisting at risk youth : (1) promote coordination and better working relations among and between NGO and governmental organizations, thereby addressing a problem currently obstructing more efficient service delivery to poor youth; (2) strengthen NGOs, thereby creating more opportunities for citizens to participate in the resolution of problems which put youth at risk; and (3) experiment with new models for family therapies aimed at preventing at risk youth from falling into deteriorating circumstances.

The project will be implemented through a contract or cooperative agreement with a U.S.

¹USAID/W, Strategies for Sustainable Development, January 1994, pages 31-38.

²USAID/W, LAC Bureau, The Strategic Role of U.S. Assistance in the Americas - Draft, January, 1994 pages 16-23.

³USAID/W, Strategies for Sustainable Development, January, 1994, pages 21-29.

⁴USAID/W, LAC Bureau, The Strategic Role of U.S. Assistance in the Americas - Draft, pages 13-16.

Private Voluntary Organization (PVO), acting as an "umbrella" under which assistance to Brazilian NGOs will be delivered and managed. The major responsibilities of the umbrella PVO will be to: assist in the selection of subproject, research, travel and scholarship grantees; ensure proper management of USAID/Brazil-approved subproject and research grants; administer travel and scholarship grants; provide or contract the services of a Brazilian entity to provide basic institutional and targeted technical training to NGOs and governmental organizations; implement activities designed to strengthen networking and information exchange between and among NGOs and governmental organizations; and periodically collect data and report on the status of project performance indicators. In monitoring project performance both USAID/Brazil and the umbrella PVO will rely on periodic input from a Technical Analysis Group consisting of six representatives from Brazilian NGO and governmental organizations and international donor organizations working on issues similar to those which this project will address. The project will be managed by a USAID/Brazil FSN PSC who will be supervised by the USAID/Brazil USDH Health and Population Officer.

Depending on project performance and local needs, USAID/Brazil may decide to request funding for a second project phase. This will be decided near the end of year two of the project.

II. PROJECT BACKGROUND AND RATIONALE

A. The Target Population - At Risk Youth in Urban Northeast Brazil

The target population of the At Risk Youth Project includes those youth at risk of becoming children on the street or children in the street in Brazil's three principal Northeast cities of Salvador, Recife, and Fortaleza⁵. Youth at risk of living on the street include the large numbers of poor children in these three cities; youth at risk of living in the street are those youth already living on the street. And although data describing these populations in the Northeast is somewhat intermittent, some fairly sound conclusions about their makeup and problems can be drawn by extrapolating from national data.

The situation of children and youth in Brazil is precarious. There is a strong association

⁵For the purpose of this Project Document, the population of youth living on the street is made up of those children between the ages of 8 and 17 who spend at least part of their lives working and/or living on the streets. This population is characterized by its poverty and tenuous but existing ties to family, school, and other community organizations. The population of youth living in the street includes those youth living, working and sleeping full time in the street. This much smaller group has virtually no ties to family and/or community organizations. Although these definitions may not be strictly in accordance with other organizations' definitions of street kids and related groups (such as UNICEF's definition of "children in especially difficult circumstances"), they help differentiate USAID's intervention from those of other donors by demonstrating that USAID funded activities will reach a much larger population than the population currently being reached by most donors, e.g. those children living in the street.

between youth living in and on the street and poverty. The InterAmerican Development Bank (IDB) calculates that over 45 million Brazilians (about one third of the population) live below the poverty line⁶. Of these, 30 million are children under the age of 18⁷. This poverty is increasingly concentrated in urban slum areas (*favelas*) and in female-headed families

In Brazil's Northeast region, the poor living conditions faced by children and youth are even more acute. Two-thirds of the country's malnourished children live in the Northeast region. The Northeast also has the country's highest rate of infant mortality with 106 deaths per 1000 births.

Rural-to-urban migration fueled by long-term drought has led to increasing rates of urban poverty in the Northeast. As of 1987, about two-thirds of Recife's approximately 1.3 million residents lived in poverty in more than 500 favelas in the city. Similarly, in Fortaleza, 1991 data indicates that about 25% of the city's roughly 1.7 million residents live in the city's 313 favelas. If the IDB and Ministry of Health Brazil-wide data cited above were to be applied to the cities of Salvador, Recife, and Fortaleza, it could be estimated that in Salvador, approximately 500,000 youth below the age of 18 live in poverty; while the estimates for Recife and Fortaleza are 570,000 and 285,000 respectively.

In this situation of urban poverty, large numbers of children and youth drop out of school to support themselves and their families⁸. As ties to traditional community institutions loosen, these youth are at risk of becoming involved in or falling victim to a series of social ills, exploitation and abuse including illiteracy, disease, delinquency, drug abuse, prostitution, and human rights violations. This at risk group is the primary population targeted by the At Risk Youth Project.

Within this larger group of poor urban youth in the three target cities, there is a smaller but visible number that lives either part or full time on and in the streets. A 1992 study by the Brazilian Institute for Socio-Economic Analysis found 3,500 and 2,400 youth living on the streets by day, and 1,172 and 1,502 living in the streets at night in Fortaleza and Salvador, respectively⁹. Although some activities under this project will result in the provision of services

⁶InterAmerican Development Bank, Brazil, Socio-Economic Report, July, 1992.

⁷Perfil Nacional dos Meninos y Meninas de Rua. Centro Latino Americano de Estudos de Violencia e Saude. Brazilian Ministry of Health, January, 1992.

⁸According to UNICEF, 33 percent of youth in the Northeast, ages 10-14, are illiterate. In addition, recent UNICEF data indicates that 16% of all youth in Fortaleza are working and 22% of youth and children ages 5 to 14 are not in school.

⁹Although these numbers appear somewhat less than popular estimates of the size of the population of youth living in and on the streets, they do not account for the ebb and flow of different children on or in the street during the course of a year, nor do they account for those

to this group, the main focus of the project is to prevent the broader at risk group from becoming part of the much smaller group of youth already living on or in the streets.

In sum, although the different permutations and definitions of "street kids" and the transient state in which they live makes this a very difficult population to accurately measure, it is apparent that a large population of at risk youth exists in the three target cities and is in need of assistance to prevent it from falling into deteriorating situations.

B. Threats to At Risk Youth

Reports from government officials, local NGOs and the media highlight the risks and urgency of addressing the needs of at-risk urban youth. Drug abuse, prostitution, disease (especially sexually transmitted diseases), delinquency, and human rights violations are several threats to youth at risk of living in or on the streets.

Brazil has the fastest growing rate of drug consumption in Latin America. The problem is even more acute with street children. One study found that in Sao Paulo, 80% of street children have used drugs in their lifetime, and 52% had used them during the month in which the study was conducted. The percentages for similar drug consumption patterns in Fortaleza were 49% and 32% respectively. Studies done in Fortaleza show the most frequently used drugs among street children are solvents/inhalants and alcohol.

A problem related to drug use is the sharp increase in the use of street children as drug runners. Drug barons prefer to use street children in this capacity as youth under 18 cannot be charged and tried under drug crimes. The use of street children in this capacity promotes both drug use and extra judicial, violent forms of punishment for dealing with this behavior.

Another risk for low income urban youth in Brazil, particularly young women, is sexual exploitation through involvement in prostitution. This is especially true in the three target cities where "sexual tourism" has become a serious and growing social problem. AIDS and sexually transmitted diseases are strongly associated with prostitution. A 1991 study carried out by *Casa de Passagem* in Recife found 1200 young women involved in prostitution. Only 16 percent of the young women were still in school and less than a third said they received any assistance from a local social service agency. In Fortaleza, governmental and non-governmental sources estimate that between 2,000 and 4,000 adolescent and young women are involved in prostitution. Most young women are forced into prostitution out of economic necessity and use earnings as a supplement to family income. There were 621 reported cases of sexual abuse in Fortaleza between January 1991 and August 1992.

At risk youth are subject to becoming involved in some form of delinquency. Petty theft and

youth staying in one of the many temporary homeless shelters, which would increase the numbers.

more serious forms of robbery are fairly common ways of confronting the abject poverty associated with life on and in the streets. In Recife for example, youth gangs recently carried out a mass robbery of clients in a shopping center. Just by the mere fact of living on or in the streets, youth are considered to be delinquents and are therefore subject to an arbitrary, extrajudicial and often violent administration of justice.

Between 1988 and 1990, federal police statistics for several major cities in Brazil show that 4,611 extrajudicial executions of children and adolescents were carried out, usually by police, vigilante groups, or drug traffickers, and often with the tacit acceptance or support of businessmen who see street children as a threat to their enterprises. In Salvador, Recife and Fortaleza, youth are routinely victims of violence and abuse. In Fortaleza, for example, between January 1991 and August 1992, 95 children were violently killed. This violence occurs with appalling impunity: according to Brazil Network, no person in Brazil has ever been convicted for the murder of a street person.

In sum, in all three target cities -- Salvador, Fortaleza and Recife -- a large number of youth live in situations of extreme urban poverty, have tenuous ties to school and are at risk of a series of social ills. Generally these youth continue to have at least some links to their families and the community and thus can be reached through preventive, community-based services.

C. The Needs of At Risk Youth in Northeast Brazil

In the development of this Project Document and in analyzing the needs of at risk youth in Northeast Brazil, USAID/Brazil consulted various donors, NGOs and governmental organizations working with the target population. Discussions with over thirty of these organizations revealed that programs which prevent at risk youth from living on the streets represent the single most important and necessary intervention in assisting at risk youth. Other areas identified in which assistance is needed are: the development of programs addressing the specific needs of girls living on the street, young women in prostitution, and/or adolescent mothers; the development of a more experienced cadre of social service professionals capable of better resolving the problems of at risk youth; and, activities to protect youth's rights and improve the juvenile justice system.

1. Need for Prevention Services

The two prevention activities most commonly cited by the Brazilian institutions consulted for the development of this Project Document were (1) market driven vocational training, and (2) community based family support.

Regarding vocational training, the vast majority of the institutions consulted say that this is the single most needed service for at-risk youth. The fact that Brazil lacks a strong national vocational training policy has not helped create the conditions for the development of these programs in the target cities of this project. Although government vocational training efforts exist, they are limited to those youth who have finished secondary school, and therefore leave

out the vast majority of at-risk urban youth. The Brazilian public school system is similarly criticized for not providing a more practical education which imparts work skills.

In addition, many vocational programs in Brazil train youth in skills for which there is an excess supply, in gender-stereotyped roles, or without consideration for the demand of the marketplace. Programs must move beyond traditional vocational training and support programs which also seek to link youth with "real world" long-term employment once the training is completed. In Salvador, for example, the *Liceu de Artes e Ofícios da Bahia* trains youth within for-profit workshops and factories. In Recife, FUNDAC (the state child welfare organization) seeks to place youth in apprenticeship positions in office administration and data processing with the goal of providing long-term employment. In both examples, the skills imparted to youth are based on the demands of the marketplace.

In sum, although the area of market driven vocational training in the three target cities is weak, it offers great potential for preventing at risk youth from living on the streets. And although donor support for street kids exists in the Northeast, it is less focussed on at risk youth, and only supports preventative, vocational programs in a very limited fashion. Therefore, through the At Risk Youth Project, USAID/Brazil has the opportunity to substantially impact on an area with strong potential for preventing at risk youth from falling victim to a series of ills associated with life on and in the street.

Community based family support is seen as a relatively new area which could provide benefits in preventing at risk youth from living on the street. Although little research exists on the factors resulting in at risk youth living on the street, it seems that stronger community links could slow this process¹⁰. Both USAID/Brazil and the organizations interviewed recognize the therapeutic potential in involving key religious, educational, base group and other community leaders/actors in developing a network of educational, recreational and cultural activities for at risk youth.

Although traditional U.S. and European family support programs are often cited as a potential treatment model for at risk youth, a "Brazilianized" version of this model would be more appropriate. Such a model would incorporate interventions specifically designed to meet the particular needs of urban, Northeast Brazilian families, e.g. matriarchal, extended families often with African roots, and would build upon family ties with typical urban Northeast community

¹⁰An informal study on youth gangs by the *Centro Luis Freire* in Recife concluded that youth need opportunities for meaningful cultural and recreational activities, which they themselves design. This informal study also highlights the need for vocational training. In Salvador, the strength of local African based culture was cited by many institutions as one of the reasons why Salvador has fewer youth involved in delinquency than in Recife and Fortaleza.

leaders including the *Maes and Paes do Santo*¹¹

Although community-based family support is a fairly new intervention for the target population, the At Risk Youth Project will support activities which lead to the development of systems in this area. This may necessitate the funding of research activities in year one of the project and actual systems implementation activities in the remaining years.

2. The Special Needs of Girls and Adolescent Women

The majority of programs working with girls in at-risk situations in the target cities are fairly new and are in the process of developing models which consider the special self-esteem and psychological needs of girls who have been sexually abused, exploited or abandoned by their families. Many of the organizations interviewed pointed to the difficulty in identifying and providing economic alternatives for girls, a problem further exacerbated by the relatively high income associated with prostitution. Similarly, only a handful of programs are working in preventing young women from becoming involved in prostitution. These "preventive" programs include: (1) *Casa de Passagem*, which has an outreach program in several favelas in Recife; (2) *Coletivo Mulher Vida* in Olinda (Recife), which works with girls to prevent sexual abuse (often a precursor to becoming involved in prostitution); and (3) *Conselho Estadual dos Direitos da Mulher* (Fortaleza), which carries out sex education courses with youth in low income areas of Fortaleza with the goal of raising awareness about sexual abuse, exploitation and prostitution.

The At Risk Youth Project will support those organizations which help meet the needs of young women at risk of sexual exploitation.

3. Need for a More Experienced Cadre of Social Service Professionals Capable of Better Resolving the Problems of At Risk Youth

Within the three target cities of this project, there is a wide range of NGO and governmental organizations providing services to youth living in the street and, to a lesser extent, to youth at risk of living on or in the street. These organizations deal with different aspects of the problem, some focussing on research, others on service delivery, and still others on the particular needs of very specific populations.

Like their missions, the institutional strength of these organizations varies widely. Some organizations, such as Salvador's *Projeto Axé*, or Recife's *Casa de Passagem*, are well managed, funded and staffed. Others however, lack the funding and staff necessary to better meet the needs of their clients. Staff training for institutions serving at risk youth is a key need identified during the development of this Project Document.

¹¹Spiritual leaders associated with African based pagan and animist religions who often hold positions of status in Northeast Brazil's urban communities.

Many of the institutions interviewed by the consultant pointed to the difficulty of finding trained and qualified staff to work with youth and their families. Those organizations that can afford staff training have proven to be more effective than those that cannot. For example, *Projeto Axé* in Salvador is widely praised for giving considerable attention to training its staff.

Given this need, the At Risk Youth Project will fund activities that help strengthen the human resource base of organizations serving at risk youth in Salvador, Recife and Fortaleza. The umbrella PVO will carry out an assessment of staff training needs early in year one of the project and, if necessary, may contract with a competent Brazilian training organization to implement high priority training courses.

4. Improving the Juvenile Justice System

The principal need in this area is to transform the juvenile justice system from a punitive system to a rehabilitative one. As the needs of youth subject to the juvenile justice system are directly related to government of Brazil policy responses to the street children problem, this issue and the corresponding needs of at risk youth are discussed in more detail in Section D, below.

D. Policy Responses to the Needs of At Risk Youth

The policy environment in which programs for at risk youth operate in Brazil is in transition. In 1990, Brazil's Congress passed the Statute on Adolescents and Children, a landmark piece of child welfare and children's rights legislation. The Statute attempts to guarantee youth special protective status, and shifts juvenile delinquent treatment models from a punitive to a rehabilitative nature. On paper the Statute embodies an encouraging step toward a more modern administration of juvenile justice. In practice however, the implementation and enforcement of the law, especially in Brazil's Northeast, has been slow.

The Statute calls for the dismantling of the closed state-run residential centers for abandoned children and youth (similar to U.S. reform schools but without the rehabilitative aspects) replacing these with non-institutional alternatives, including group homes and more "open" systems designed to facilitate a youth's return to his/her family. However, most children's rights advocates in Brazil point out that while the old system is being dismantled in many places, the new, non-institutional alternatives are not widely available.

To assist in this transformation, the Statute stipulates the formation of: (1) Municipal and State Councils for the Defense of Children's Rights to promote collaboration and coordination among NGOs and governmental organizations; and (2) Children's Guardianship Councils, comprised of governmental and NGO officials charged with assessing youth needs and making decisions regarding the removal of children from their home and placement of children and youth in more rehabilitative institutional settings. While Municipal and State Councils for the Defense of Children's Rights have been established in many cities and in nearly every state in Brazil, the Guardianship Councils are functioning only in a few cities in Southern Brazil. Decisions on the placement of youth and juvenile delinquents continue to take place through the cumbersome

juvenile court system. In Northeast Brazil, Recife continues to have the most traditional juvenile court system, with frequent placement of children in closed, institutional settings, and with punitive treatment of juvenile offenders. In Salvador and Fortaleza, some improvements have been made in the juvenile justice system, but as in the case of Recife, there is still a need for additional alternatives to institutional care settings and for a more rehabilitative approach for juvenile offenders.

In sum, although the policy environment is ideal in Brazil for supporting community-based and rehabilitative models to assist at-risk youth and their families, assistance is required in creating the institutions necessary for such a transition. Given the constraints in this key area of juvenile justice, one of the principle objectives of the At Risk Youth Project is to fund interventions in the Northeast which will help to better implement and enforce the provisions of the Statute for Children and Adolescents. A more detailed description of these interventions is described in subsequent sections of this Project Document.

E. Institutional Responses to the Needs of At Risk Youth in the Northeast

There is a vast array of governmental and non-governmental programs working on behalf of at risk and street youth in Brazil. Widespread publicity around children living on the streets over the past 10 years has led to rapid growth in the number of governmental and non-governmental programs serving this population. However, most of these programs are concentrated in Rio de Janeiro and Sao Paulo. In Rio de Janeiro alone, for example, hundreds of NGOs provide a variety of services to street children.

Three key points regarding this rapid growth in the number of institutions dealing with street children are: (1) in the places where this growth has occurred, it has resulted in little coordination between organizations, and an aggressive competition for resources¹²; (2) similar growth in institutions in the Northeast has not occurred; (3) growth in the number of institutions has not necessarily meant a corresponding improvement in the quality or effectiveness of programs.

Institutions working on street children issues in the target cities include NGO and governmental entities. Their functions include the provision of health, education, vocational and legal services; research and policy development; staff training; consciousness raising and promotion; providing services for young women at risk of sexual exploitation; and even sustainable income generation. As part of the project development exercise conducted for this Project Document, USAID/Brazil interviewed over thirty of these institutions, identifying possible areas for USAID

¹²Street kids sometimes become pawns in this competition for donor resources. For example, in an interview during the design phase of this project, USAID/Brazil was informed by an official of a major donor organization funding street children activities in Rio de Janeiro, that some service organizations actually argue over which has "ownership" over a particular street child.

funding. One of the major findings of this exercise was that in terms of preventive programs or programs for youth in *favelas* or youth working on the streets, the number of programs continues to be small when compared with the needs. USAID/Brazil also learned that although several of these institutions are well managed and well funded entities providing excellent services, the majority are smaller and weaker ones which could absorb and benefit from additional donor funding. For a list of these institutions and the general areas in which they work, see Annex 2.

F. USAID and Other Donor Support

The severity of Brazil's problem with growing numbers of street children and at-risk youth has prompted USAID/Brazil and other donors to provide assistance in this area for the past several years. To date, USAID/Brazil has provided limited assistance through its ongoing programs in STD/AIDS prevention, drug awareness and training. In each of these areas, street children and at-risk youth have been a target group for specialized activities within the context of an overall program focus.

With respect to AIDS, USAID/Brazil has and continues to fund activities aimed at street children in Rio de Janeiro, Belo Horizonte, and Fortaleza. In Rio, USAID-funded activities provide education, counselling, condoms, and promotional materials to street children and prostitutes. Other activities supported by USAID have included the production of a video and curriculum for teaching street children about AIDS with the *Clinica Amor* in Belo Horizonte, and the use of peer educators with prostitutes on AIDS prevention in Fortaleza.

Through its DRUGCOM project, USAID/Brazil has worked through state governments in Sao Paulo and Ceara to train teachers, community educators and "peer educators" working with adolescents on drug awareness and abuse. The project has involved multiple divisions of the state government, and has worked to ensure an inter-departmental framework to respond to the needs of various adolescent groups and to ensure that training and other awareness activities will continue in the future.

In addition, USAID/Brazil has supported training, broadly defined, in the area of juvenile justice in Rio de Janeiro. This training program included a workshop in Rio de Janeiro and a study tour to the U.S. for professionals working in the area of services for at-risk youth. These training activities provided an opportunity for professionals within the juvenile justice system to discuss alternatives to the current services, which all agree lack the ability to adequately deal with the needs of at risk youth. The group that was sent to the U.S. has continued to work informally on proposals for improvement in youth and family services, through expanded training of the relevant professionals.

At present there are a number of other donors which are supporting activities related to the area of youth living in and on the street and at-risk youth. The United Nation's Children's Fund (UNICEF) is currently the principal international organization providing technical and financial assistance to these target groups. UNICEF's support is concentrated mainly on public or

public/private sector initiatives at the national level, as well as in the Northeast region. UNICEF played a key role in supporting the development of the new Statute on Adolescents and Children and in facilitating its implementation at the national, state and local levels.

The InterAmerican Development Bank (IDB) is another major donor funding activities supporting street children. The IDB is currently financing the implementation of a four year, US\$13 million project for street children in Rio de Janeiro and plans to fund a similar \$10-12 million project in the Northeast. If the sequencing of the USAID and IDB projects is properly timed, USAID interventions would help strengthen local NGOs, thereby improving their capacity to absorb IDB funding. USAID/Brazil has and will continue to coordinate the At Risk Youth Project with the IDB project to ensure that each donor's respective activities are complementary rather than duplicative.

Several international PVOs working on at risk youth and street children issues in the Northeast include Save the Children U.K., OXFAM, and to a lesser extent, Catholic Relief Services. The U.S. PVO Child Hope is active in the Rio de Janeiro area.

III. PROJECT DESCRIPTION

A. Strategic Fit With Agency and Bureau Goals

By funding certain service provision activities to meet the specific needs of a special target group recognized by the Agency, the project indirectly supports the USAID/W "stabilizing world population growth and protecting human health" and the LAC Bureau "promoting smaller and healthier families" strategic objectives. To a lesser degree and through activities designed to strengthen judicial systems for defending youth's rights, the project supports the USAID/W "building democracy" and LAC Bureau "strengthening democratic institutions" strategic objectives.

B. Consistency With Mission Strategy

By funding certain health and family planning related interventions designed to assist youth at risk of living on the street, the At Risk Youth Project is consistent with, although does not directly support, the following two Mission strategic objectives: (1) increased access to contraceptive methods and integrated family planning services in order to improve women's reproductive health; and (2) reduced rates of sexually transmitted HIV infections in targeted populations.

The At Risk Youth project grows out of activities previously supported by other Mission Projects such as AIDSCAP, Drug Awareness, and juvenile justice. Assisting at risk youth through this project will serve to integrate these activities and will allow for a more specific focus on a special population particularly vulnerable to adolescent parenthood and AIDS.

In addition, the overall concern of the USG Mission in Brazil for protection of children's rights

is translated into appropriate and timely action by the initiation of this project. Activities that increase public awareness and enhance the resources devoted to child advocacy and service agencies fit into the USG's commitment to improve human rights generally and children's rights specifically.

C. Project Goal and Purpose

The goal of the At Risk Youth Project is to assist youth in Salvador, Recife, and Fortaleza at risk of or already involved in delinquency, drug abuse, prostitution, and human rights violations. It is assumed that by assisting this population, a smaller number of at risk youth will end up living on or in the streets.

The purpose of the project is to expand NGO and governmental organizations' capacity in the three target cities to deliver services to and defend the legal rights of at risk youth.

D. Three Areas of Project Support

Given the needs of the target population, the At Risk Youth Project will fund activities which: (1) help prevent youth at risk of living on or in the street from worsening their situation; (2) assist girls and adolescent women at risk of sexual exploitation; and (3) improve the protection of youth's rights and the administration of juvenile justice.

E. Four Modes of Delivering Project Assistance

Assistance will be delivered to NGO and governmental organizations working in these three areas of project support through the following four mechanisms: (1) subproject grants; (2) research, travel and scholarship grants; (3) staff training and human resource development; and (4) networking and information dissemination.

F. Project Innovations

Besides funding service provision to poor youth, the At Risk Youth Project will also attempt to introduce several innovative mechanisms for improving coordination between and among NGO and governmental organizations, for enhancing participation in identifying and resolving community needs, and for dealing with the needs of families of at risk youth.

During the development of this project, USAID/Brazil found that better coordination among and between NGOs and governmental organizations working on issues related to at risk youth is necessary for improving service delivery to the target population. It is for this reason that the At Risk Youth Project includes a networking and information dissemination component. USAID/Brazil expects that a quarterly newsletter including information generated by NGOs and governmental organizations working in the Northeast as well as conferences on issues related to the three areas of project support will help better coordinate and make more effective those activities designed to assist at risk youth.

USAID/Brazil also expects that by assisting NGOs through its staff training component, a key institutional mechanism for facilitating local participation in identifying and resolving community problems related to at risk youth will be strengthened. USAID/Brazil believes that enhanced local participation through a strengthened NGO sector is an essential prerequisite for developing relevant and sustainable solutions to the problems of at risk youth. In addition, USAID/Brazil expects that strengthened NGOs will be able to better attract funds from other donors such as the IDB, which is currently planning a project to assist at risk youth in the Northeast.

Finally and through subproject and research grants for prevention, USAID/Brazil will fund the creation of community based, family support mechanisms for preventing at risk youth from falling into deteriorating circumstances. Although community based, family support models represent an innovation for dealing with the problems of at risk youth in Northeast Brazil, USAID/Brazil has found a high level of interest among NGOs in the three target cities in developing and implementing these kinds of therapeutic models. A more detailed description of these models and the project strategy for funding them is included in the next section.

G. Illustrative Description of the Deliverance of Project Assistance

To a large degree, assistance provided through this project will be determined by the demands of the NGO and governmental organizations serving the target population. This is especially true for the first and second modes of delivery, e.g. subproject grants and research grants. Based on interviews conducted with NGO and governmental organizations during the development of this project, USAID/Brazil developed a general idea of the kinds, numbers, and dollar amounts of activities it could fund in achieving the project purpose. Although not definitive, the interviews were very helpful in defining the general parameters within which USAID dollars can have measurable impact on the lives of at risk youth in urban Northeast Brazil. The following is a breakdown, by areas of project support, of what USAID/Brazil expects as an acceptable and probable mix of project activities. For specific examples of possible subproject grants and grantees, see Annex 3.

1. In the area of prevention, the At Risk Youth Project will support activities related to vocational training and community based family support.

USAID/Brazil has identified approximately fifteen organizations capable of or already providing vocational training and related services. USAID/Brazil envisions approving approximately seven, three year subproject grants averaging about \$100,000 each to allow at least some of these NGO and governmental organizations to strengthen and/or establish vocational workshops, vocational training programs, and/or work insertion programs. Two main criteria for approving subproject grants in this area will be the relevance of a particular vocational training program to the demands of the labor market,

and the extent to which a vocational training program also incorporates life skills¹³ training. In addition, USAID/Brazil may approve one, approximately \$25,000 research grant to evaluate the effectiveness of vocational training and/or work insertion programs.

Although community based family support programs like those found in Europe and North America are almost non-existent in urban Northeast Brazil, USAID/Brazil found interest among NGO and governmental organizations in developing culturally appropriate versions of such programs. Brazilian adaptations of such programs might train typical Northeast community leaders such as the *Maes and Paes de Santo*, church leaders, educators and others, in providing prevention therapy to at risk youth being reared in low income, matriarchal, extended families commonly found in Brazil's urban Northeast. In year one of the project, USAID/Brazil envisions approving one to two research grants averaging \$25,000 aimed at developing appropriate models of community based family support. Given successful research efforts, one to two subproject grants of approximately \$100,000 each may be approved in years two and three of the project to fund actual interventions in this area.

In addition to support for vocational training and community based family support through research and subproject grants, specialized staff training in related areas will be provided to at least some of those NGO and governmental organizations seeking assistance. Such specialized staff training could be focussed in the areas of job training and placement, as well as community based family therapy. Finally, a limited number of small travel and scholarship grants will provide support to NGO and governmental organization staff with creative ideas, special needs and/or the potential for acting as change agents in the area of prevention for at risk youth.

2. With respect to girls and adolescent women at risk of sexual exploitation, the At Risk Youth Project will support service delivery to this special target subgroup.

USAID/Brazil has identified approximately ten organizations capable of or already providing services to girls and adolescent women at risk of sexual exploitation. USAID/Brazil envisions approving approximately four to five three year subproject grants averaging about \$100,000 each to allow at least some of these organizations to undertake or continue service provision to this group. Subproject grants may support the establishment and/or strengthening of shelters; group homes; health programs including AIDS prevention and family planning services; vocational training; legal assistance and promotion of women's rights; counseling; etc.

¹³Life skills training includes cultural and educational activities which promote values of citizenship and community as well as heightened self esteem and personal pride. The most successful vocational training programs identified during the development of this project (such as *Projeto Axé* in Salvador), were those programs complementing vocational training with life skills training.

Subproject grants will be complemented through specialized staff training in related areas. In addition to those organizations receiving subproject grants and requesting training, this training will also be provided to other organizations where appropriate. Such specialized staff training may be focussed in the areas of counseling for girls and adolescent women, reproductive health, and AIDS prevention. Finally, a limited number of small travel and scholarship grants may provide support to NGO and governmental organization staff with creative ideas, special needs and/or the potential for acting as change agents in assisting girls and adolescent women at risk of sexual exploitation.

3. In the area of youth rights and juvenile justice, the At Risk Youth Project will fund activities which improve the capacity of NGO and governmental organizations to protect the rights of youth and to enforce the provisions of the Statute on Adolescents and Children.

Specialized staff training will be the principal mode of assistance for providing support to this project area. This training will be delivered to: staff of the State and Municipal Child Guardianship Councils (*Conselhos Tutelares*) and Children's Rights Councils (*Conselhos Para Direito da Crianca*); staff of the juvenile courts¹⁴ including judges, prosecutors, and public defenders; and staff of the state run "holding" institutions which presently house juvenile delinquents.

Specialized staff training may be focussed in the areas of youth counseling; rehabilitative modes for reforming offenders; dissemination of the provisions of the Statute on Adolescents and Children; and/or techniques for assessing the needs of juvenile delinquents.

In addition to specialized staff training, USAID/Brazil envisions approving approximately two to three, three year grants of about \$100,000 each to allow certain NGO and governmental organizations to strengthen and/or establish children's rights promotion and/or protection programs. These may include promotional campaigns, direct legal assistance, hot lines, and even the establishment of an NGO-managed, children's rights training program for public officials. Also, like areas 1 and 2 above, a limited number of small travel and scholarship grants will provide support to NGO and governmental organization staff with creative ideas, special needs and/or the potential for acting as change agents in improving the protection of youth's rights and the administration of juvenile justice.

Finally, two principal networking and information dissemination activities will be implemented through or in coordination with the At Risk Youth Project. First, a quarterly newsletter will be

¹⁴Specialized training for the judiciary (as well as other assistance in the area of juvenile justice,) will be closely coordinated with UNICEF as it is already funding some training in this area in Rio de Janeiro.

produced and distributed to organizations working with the target population. Second, three conferences will be held during the life of the project dealing with key issues related to prevention programs for at risk youth, assistance to girls and adolescent women at risk of sexual exploitation, and improvement of the juvenile justice system. Although these conferences will directly support the achievement of the At Risk Youth Project purpose, they will be funded through the USAID/Brazil grant to Partners for the Americas which has successfully implemented similar conferences for several years.

Lessons learned and transmitted to USAID/Brazil through other donors working on similar projects in the Rio de Janeiro and Sao Paulo areas underscore the crucial importance of networking and dissemination in coordinating the activities of NGO and governmental organizations.

IV. PROJECT IMPLEMENTATION

USAID Brazil is responsible for overall project management. USAID/Brazil will contract or enter into a Cooperative Agreement with a U.S. PVO to: assist in the selection of subproject, research, travel, and scholarship grants; provide guidance to subproject and research grantees in the management of USAID funds; administer travel and scholarship grants; ensure the delivery of basic institutional and specific technical training; produce a quarterly newsletter; coordinate with Partners of the Americas for the delivery of one conference on each of the project areas (three conferences in total); and ensure that project performance data is gathered and reported on at least every six months. NGO and governmental organizations will implement activities funded by subproject, research, travel and scholarship grants. Finally and as a complement to USAID/Brazil's project monitoring efforts, a technical analysis group (TAG) will conduct periodic assessment of project effectiveness. This TAG will be made up of experts on issues related to at risk youth.

A. USAID/Brazil

USAID/Brazil is responsible for overall project implementation. To oversee implementation of this management intensive project, USAID/Brazil will hire an FSN PSC¹⁵. The FSN PSC will ensure that the umbrella PVO fulfills the conditions, carries out the tasks, and produces the deliverables and reports required by the contract or cooperative agreement. Where appropriate, the FSN PSC will assist the umbrella PVO in fulfilling its obligations to USAID. The FSN PSC will work with the umbrella PVO in recommending grants for approval to the USAID Representative in Brasilia. The FSN PSC will also coordinate with the appropriate USAID/Brazil Project Manager and Brazil's Partners of The Americas Representative in delivering the three training conferences under the project element related to networking and information dissemination, in recommending candidates for training under the USAID/Brazil

¹⁵If other USAID/Brazil programs are eliminated due to FY 94 budget reductions, an FSN PSC presently on staff might assume these responsibilities.

training contract (SUNY), and in recommending candidates for USIS grants. The FSN PSC will also work with the TAG in coordinating its project monitoring activities and in ensuring that TAG recommendations get properly fed back into project implementation, when appropriate. Finally the FSN PSC will assist in developing scopes of work and managing contracts for consultants hired to conduct project evaluations and/or audits.

B. Umbrella PVO

An umbrella U.S. PVO will be selected through a competitive process carried out by USAID/Brazil and the Regional Contracts Office in La Paz. The umbrella PVO will enter into a contract or cooperative agreement with USAID/Brazil to ensure that all project related grants (subproject, research, travel and scholarship grants), training, and a quarterly newsletter are delivered in such a way as to best ensure achievement of the project purpose.

With respect to subproject and research grants, the umbrella PVO will: assist USAID/Brazil in the development of appropriate criteria for awarding grants; solicit, collect and review grant proposals; where necessary, conduct appropriate analyses of those eligible for grants to establish their institutional capability for managing and achieving results with USAID funds; in conjunction with the USAID/Brazil FSN PSC, select and recommend grant recipients to the USAID/Brazil Representative for his/her final approval; provide guidance to grantees in the administration of funds; ensure that grantees establish and utilize systems for collecting project performance data; collect and report project performance data; and ensure that financial reviews, audits, and evaluations of grantees are conducted as appropriate. The umbrella PVO will assist in the selection of and administer travel and scholarship grants.

In the area of training, the umbrella PVO will be responsible for ensuring the delivery in Brazil of basic institutional training to grant recipients as well as specialized technical training for the staff of organizations implementing activities related to the three project areas described above. An illustrative list of basic institutional training areas may include: the development of proposals; project design, implementation and evaluation; management of funds; measuring project performance; preparing project reports; etc. Final decisions about the technical training areas will be made by the USAID/Brazil Representative, in conjunction with the umbrella PVO, the grant recipients, and perhaps even other organizations interested in receiving training and implementing activities in accordance with the project purpose.

Basic institutional training may be provided directly by the umbrella PVO or contracted to an entity capable of providing such training (during the project development phase of this project, the design team learned that several NGOs in Brazil can provide this kind of training). Specialized technical training may be contracted out to appropriate experts.

With regard to the quarterly newsletter, the umbrella PVO will solicit information for the newsletter from appropriate NGO and governmental organizations working on issues related to at risk youth. The umbrella PVO will then assemble, produce and disseminate the newsletter to those organizations interested in receiving it and working on issues related to at risk youth.

In addition, the umbrella PVO will assist Partners for the Americas in the design and implementation of the three conferences related to the three project areas described in section III D above.

A suggested staffing pattern for the umbrella PVO includes: (1) an in country Chief of Party; (2) a Financial Manager; (3) a Training Specialist; (4) a Financial Assistant/Accountant; (5) a Secretary; and (6) a Driver/Messenger.

Suggested criteria for the umbrella PVO include: (1) an organization which already has an infrastructure, staff and/or consultants present in Northeast Brazil; (2) an organization which has relevant experience working with projects related to at-risk children and youth; (3) an organization which has experience managing USAID grants and making grants; (4) an organization which has experience managing training programs and human resource development in the social services area; and (5) an organization whose professional field staff for this project is at least 75 percent Brazilian.

The PVO selected as the umbrella organization may on its own meet these criteria or may partner with a local NGO (or NGOs) to meet the criteria.

C. NGO and Governmental Organizations

These organizations will: receive USAID subproject, research, travel and scholarship grants; utilize these grant funds to achieve goals mutually agreed to by the umbrella PVO and the grantees; properly account for funds; and submit periodic progress reports to the umbrella PVO. To facilitate the carrying out of these tasks, the staff of these organizations will be trained in those areas of basic institutional strengthening listed above.

Although some of these organizations will benefit from specialized technical training related to the three areas in which the project will work, other organizations may in fact utilize subproject grants to implement training activities in areas in which they are specialists. This mode of training delivery appears to be especially attractive in the area of juvenile justice as some organizations are interested in training public sector legal officials in provisions of the Statute on Adolescents and Children as well as rehabilitative modes of treating juvenile delinquents¹⁶.

The following are the suggested criteria for NGO and governmental organizations receiving subproject, research, travel or scholarship grants: (1) the organization is a legally registered; (2) at least 50 percent of the upper level staff of the organization are Brazilian; (3) the organization demonstrates sound financial management; (4) the organization's annual budget is at least twice

¹⁶An example of this type of training delivery may occur through a subproject grant to the *Centro Luis Freire* in the Recife area. The consultant's report commissioned for the development of this project cites the Centro's interest in providing this kind of training to public officials.

as much as the annual amount of the grant solicited; (5) the organization demonstrates appropriate collaboration with other groups working in the same area; (6) the organization has relevant experience working in the area for which it is seeking funding; (7) the organization promotes youth participation in decision-making and in project development.

D. Technical Advisory Group (TAG)

The function of the TAG is to provide USAID/Brazil with periodic expert project monitoring feedback. The TAG will convene once a year to assess project effectiveness. TAG members will review appropriate project documentation, visit NGO and governmental organizations working with project funds, interview representatives and at risk youth, and produce a project monitoring report with recommendations for improving project activities and implementation. Once this report is complete, the TAG will meet with USAID/Brazil and the umbrella PVO to formally present results and recommendations, and provide input on directions for the project, including recommendations on grant proposals being considered for funding by the project.

The TAG will consist of six members. TAG members will include Brazilian experts on at risk youth issues as well as representatives from international donor organizations funding at risk youth interventions. In the event that some TAG members are NGO representatives from the Northeast, these members will not be called on to visit fellow NGOs funded by the project as this may produce institutional tensions. Nor will they be called upon to present their opinions regarding the approval of grant proposals. The project will fund those TAG activities related to the production and presentation of the project monitoring report.

Besides providing USAID/Brazil with periodic expert advice on project implementation, the TAG also offers the benefits of increased donor coordination and integration on issues related to at risk youth in the Northeast.

V. PROJECT MONITORING AND EVALUATION

To indicate positive performance at the goal level, the number of at risk youth receiving services from project funded NGO and governmental organizations will be measured before and during the project, and at the time of the PACD. Baseline data for service provision will be gathered and targets for service provision set each time a subproject grant is approved. In developing this Project Document, USAID/Brazil found that such data is systematically gathered by NGO and governmental organizations.

The umbrella PVO will be responsible for ensuring that reliable and accurate data is collected and reported in a timely fashion.

To indicate positive performance at the purpose level, the project will measure: an increase in the number of preventative services offered by NGOs and governmental organizations funded by the project; (2) an increase in the number of services for girls and adolescent women at risk of sexual exploitation offered by NGO and governmental organizations funded by the project;

and (3) an increase in the number of rehabilitative services for juvenile offenders offered by NGO and governmental organizations funded by the project. With respect to the third purpose level indicator, USAID/Brazil assumes that training for NGO and governmental officials working in the juvenile justice sector will lead to an increase in the creation of rehabilitative programs.

Major project outputs in the area of prevention include: four vocational programs strengthened and/or established; three work insertion programs strengthened and/or established; two community based family support programs established; one research study on community based family support models for Northeast Brazil; and a specific number of staff trained in providing prevention services to at risk youth. The actual numbers presented here are approximations and may change once USAID/Brazil has a more specific idea of what the demand for subproject grants is. With respect to the last output, a specific number will be determined only after training needs are more systematically assessed by the umbrella PVO.

Project outputs in the area of girls and adolescent women at risk of sexual exploitation include: two shelters and/or group homes strengthened and/or established; two health/counseling programs strengthened and/or established; two educational workshops delivered to girls and adolescent women at risk of sexual exploitation; and a specific number of NGO and governmental organization personnel trained in service provision for girls and adolescent women at risk of sexual exploitation. Like those outputs in the area of prevention listed above, the actual numbers presented here are approximations and may change once USAID/Brazil has a more specific idea of what the demand for subproject grants is. With respect to the last output, a specific number will be determined only after training needs are more systematically assessed by the umbrella PVO.

Project outputs in the area of juvenile justice include: two programs for the promotion and protection of youth's rights strengthened and/or established; one model juvenile delinquent rehabilitative program strengthened or established; and a specific number of NGO and governmental organization staff trained in improved juvenile justice.

In addition to these outputs, the number of travel and scholarship grants awarded will also be counted as will the annual conferences related to each of the three areas of project support. The conferences however, will be funded through the Partners of the Americas Training Agreement.

As stated in the section IV "Project Implementation", the umbrella PVO will be responsible for ensuring that monitoring data is collected and reported on in a timely fashion. Purpose level and output level data will be reported semi annually through the Mission's SAR process. Goal level information will be reported on annually through the Mission's Action Plan.

A final project evaluation will be conducted early in year three of the project. Depending on the results of this evaluation, funding for a second project phase may be requested.

VI. Financial Plan

Funding for the At Risk Youth Project is provided through the Global Bureau's Orphaned and Displaced Children's earmark. Subproject grants to NGO and governmental organizations will be matched by contributions of at least 25%.

ILLUSTRATIVE BUDGET

ITEM	YEAR 1		YEAR 2		YEAR 3	
	USAID (\$000s)	LOCAL	USAID (\$000s)	LOCAL	USAID (\$000s)	LOCAL
1. US PVO						
a. Salaries:						
C.O.P. ¹⁷	45		45		45	
Fin Mgr	35		35		35	
Trainer	25		25		25	
Accountant	15		15		15	
Secty	10		10		10	
Driver/Msgr	10		10		10	
b. Home Office Support ¹⁸	23		23		23	
c. Training Subcontracts	100		100		100	
d. In Country Travel ¹⁹	5		5		5	
e. Per Diem ²⁰	12		12		12	

¹⁷Assumes Brazilian Chief of Party

¹⁸Includes salaries of 1 Project Mgr and 1 assistant devoting 25% of their time to this project. Includes 2 international trips per year plus in country travel.

¹⁹Includes 2 trips per month: Recife-Salvador, Recife-Fortaleza.

²⁰Includes 4 days per diem per month in Salvador; 4 days per diem per month in Fortaleza; and 5 days per diem in Brasilia per year.

ITEM	YEAR 1		YEAR 2		YEAR 3	
	USAID (\$000s)	LOCAL	USAID (\$000s)	LOCAL	USAID (\$000s)	LOCAL
f. Other Direct Costs ²¹	10		10		10	
g. Overhead (25% of direct costs)	73		73		73	
Total PVO	363		363		363	
2. Subproject Grants ²²	500	167	500	167	500	167
3. Research Grants	25	7	25	7	25	7
4. Travel Grants	1		1		1	
5. Scholar Grants	3	1	3	1	3	1
6. TAG Travel ²³	3		3			
7. TAG Per Diem ²⁴	11		11			
8. Proj Mgt ²⁵	75		75		75	
9. Audits/Eval			10		30	
ANNUAL TOTALS	981	175	991	175	997	175
USAID LOP Total	= \$2,969,000 or approximately \$3 million					
Local contribution LOP TOTAL	= \$525,000					

²¹Includes office supplies and the production of the quarterly newsletter. Newsletter requires paper, a xerox machine, and postage.

²²Includes approximately 15, \$100,000 grants over LOP, which averages about \$500,000/year.

²³Includes the following 5, 2 week trips per year, Brasilia-Salvador; Salvador-Recife; Recife-Fortaleza; Fortaleza-Brasilia.

²⁴Includes 5 days for 6 people in Brasilia; and 3 days each for 6 people in Salvador, Recife and Fortaleza.

²⁵Includes USAID/Brazil FSN PSC salary and in country travel.

ANNEX 1 - ILLUSTRATIVE LOGICAL FRAMEWORK

Narrative Summary	Measurable Indicator	Means of Verification	Assumptions
<p>Goal:</p> <p>1. To assist youth in the cities of Salvador, Recife, and Fortaleza at risk of or already involved in delinquency, drug abuse, prostitution, and human rights violations.</p>	<p>1. Number of at risk youth receiving services increases.</p>	<p>1. Periodic reports from:</p> <ul style="list-style-type: none"> a. Umbrella PVO; b. NGOs; c. Government Organizations; d. TAG 	<p>1. Increased services to at risk children will prevent them from living on the street.</p> <p>2. Number of at risk youth in the three target cities being served by providers other than those supported by the project remains constant.</p>
<p>Purpose:</p> <p>2. To expand NGO and governmental organizations' capacity in the three target cities to deliver services to and defend the legal rights of at risk youth.</p>	<p>1. Increase in the number of preventative services offered by NGOs and government organizations funded by this project.</p> <p>2. Increase in the number of services for girls and adolescent women at risk of or victims of sexual exploitation.</p> <p>3. Number of rehabilitative services for juvenile delinquents increases.</p>	<p>1.-3. Periodic reports from:</p> <ul style="list-style-type: none"> a. Umbrella PVO; b. NGOs; c. Government Organizations; d. TAG 	<p>3a. The training of judicial sector officials will lead to an increase in the creation of rehabilitative programs.</p> <p>3b. Public officials are willing to participate in NGO government organization collaborative programs, including training.</p>

ANNEX 2 – Sample of some organizations visited during project development exercise, and the areas in which they work

CITY	PVO/NGO/GO OTHER	VOCATIONAL TRAINING	COMMUNITY BASED FAMILY SUPPORT	ASSISTANCE TO GIRLS AND ADOLESCENTS WOMEN	JUVENILE JUSTICE	OTHER
- RECIFE						
1. Save the Children-UK	PVO				X	X
2. UNICEF	OTHER				X	X
3. Casa de Passagem	NGO			X		
4. Centro Luis Freire	NGO				X	
5. FUNDAC	GO			X	X	
6. CECOSNE	NGO	X				
7. CENDHEC	NGO	X				
8. Centro de Trabajo y Cultura	NGO	X				
9. Catholic Relief Services	PVO					
10. Coletivo Mulher Vida	NGO			X		X
- SALVADOR						
1. UNICEF/Salvador	OTHER			X	X	X
2. Cidade Mae	GO	X				
3. Project Axé	NGO	X	X			
4. Liceu de Artes e Ofícios de Bahia	NGO	X				X
5. Organizacao de Auxilio Fraternal	NGO	X		X		X
6. Centro de Solidaridad "Franco Gilbert"	PVO	X				
7. GAPA-Bahia	NGO					
8. Fundación Errillo Odebrecht	NGO	X		X		X
- FORTALEZA						
1. Christan Children's Fund	PVO					X
2. Terre des Hommes	PVO	X	X	X		X
3. Conselho Estadual dos Direitos da Mulher	GO			X		
4. Instituto de Conceitos Culturais	NGO					X
5. Interada/Aproce	NGO			X		X
6. Pastoral do Menor	NGO	X		X		X
7. Centro de Estudos da Família	NGO		X			X
8. UNICEF/Fortaleza	OTHER			X		X
9. Secretaria Estadual de Acao Social	GO	X		X	X	X

Please note that most NGOs listed here have small budgets and are not strong institutions. Only 4 or 5 of the NGOs listed here could be characterized as strong institutions.

PVOs and "OTHER" organizations listed here could serve as members of the Technical Advisory Group.

ANNEX 3

The following list highlights the kinds of projects which could be supported through this project²⁶:

(1) Prevention:

- Cidade Mae, a project of the mayor's office in Salvador, to develop and maintain community-based vocational training centers for youth in four low income communities.
- Projeto Axé (NGO) in Salvador to develop a "work insertion" program for youth and to start a training center in hotel services for youth.
- Terre des Hommes (NGO) in Fortaleza to start a vocational training in computer processing for at-risk youth.
- Centro de Estudos da Familia (NGO) in Fortaleza for an action-research project to develop a list of indicators for families in "crisis" (and at-risk of sending their children to the streets) and to develop a community support model to respond to these situations.

(2) Girls and Adolescent Women At Risk of Sexual Exploitation:

- FUNDAC (the state child welfare organization) in Recife to open a new shelter for street girls.
- Coletivo Mulher Vida (NGO) in Olinda (Recife) to open a shelter for sexually abused girls and girls in prostitution and to expand its workshops in self-esteem and sexuality education for girls in low income communities.
- Casa de Passagem (NGO) to expand its health agents program through which young women are trained to be peer promoters in health, rights and sexuality education for at-risk girls in favelas.
- Conselho Estadual dos Direitos da Mulher and the Secretaria de Ação Social in Fortaleza to open a shelter for girls involved in prostitution.
- Pastoral do Menor (NGO) in Fortaleza to expand its health services and counseling activities for girls involved in prostitution.

(3) Protection of Youth Rights and Improvement of Administration of Juvenile Justice:

- Centro Luis Freire (NGO) in Olinda (Recife) to promote awareness among youth and children in schools regarding their rights, to provide legal support in cases of violence against children, and to maintain a database on violence against children.
- CENDHEC (NGO) in Recife to support community promoters in low income communities to promote children's rights, to train law students in family and child law, and to maintain a telephone hotline system for responding to cases of child abuse.
- Centro Luis Freire to provide training on the Statute for Adolescents and Children to public officials.

²⁶ The inclusion of an organization in this list in no way guarantees that it will receive funding from USAID; the list merely illustrates the kind of project that USAID/Brasilia intends to support.