

**LESOTHO PVO/NGO ASSESSMENT:  
THE POTENTIAL FOR AN INCREASED ROLE  
IN USAID/LESOTHO'S TRANSITION STRATEGY**

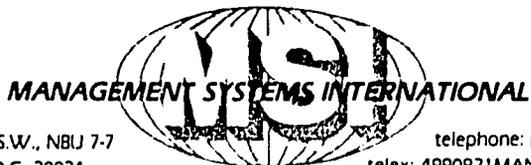
April 1993

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## **Preface**

This report was prepared by Messrs Leslie Fox and Weston Fisher of MSI under IQC # HNE-0000-1-000-2097-00. The team wishes to thank all of those who were contacted for this survey. We also would like to thank the USAID Mission staff in Lesotho for the support provided to the team while in-country.

The views expressed in this report are those of the team members, and not necessarily those of the Mission or of the other various organizations contacted for the study.

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## ACRONYMS

ADO	Agricultural Development Officer
ADRA	Adventists Development Relief Agency
AIDS	Acquired Immune Deficiency Syndrome
A.I.D.	Agency for International Development
BAPS	Business Advisory Promotion Service
BMLC	Basotho Mineworkers Labour Cooperatives Society
CA	Cooperative Agreement
CCL	Christian Council of Lesotho
CDIE	Center for Development Information and Evaluation
CIDA	Canadian International Development Agency
CNRMP	Community National Resource Management Project
COP	Chief of Party
CPSP	Country Program Strategic Plan
DFA	Development Fund for Africa
DPE	Development for Peace Education
EEC	European Economic Community
EOPS	End of Project Status
FIDA	Federation of Women Lawyers
FSN	Foreign Service National
GAA	German Agro Action
GOL	Government of Lesotho
IQC	Indefinite Quantity Contract
LCCI	Lesotho Chamber of Commerce and Industry
LCN	Lesotho Council of NGOs
LCS	The Lesotho Catholic Secretariat
LEFA	The Lesotho Football Association
LENASO	Lesotho Network of AIDS Service Organizations
LNCW	Lesotho National Council of Women
LOIC	Lesotho Opportunities Industrialization Centre
LPPA	Lesotho Planned Parenthood Association
LRCS	Lesotho Red Cross Society
LSC	Lesotho Save the Children
LWA	Lesotho Workcamps Association
M	Maloti
MCC	Mennonite Committee
MCH	Maternal and Child Health
MOU	Memorandum of Understanding
MU	Management Unit
NEF	Near East Foundation
NGO	Non-government Organization
NORAD	Norwegian International Development Agency
NRM	Natural Resource Management
ODA	Overseas Development Administration
O/E	Operating Expenses

OPG	Operational Program Grant
ORT	Organization for Rehabilitation and Training
PACD	Project Agreement Completion Date
PHAL	Private Health Association of Lesotho
PID	Project Identification Document
PIO/T	Project Implementation Order/Technical Services
PDO	Project Development Officer
PP	Project Paper
PSC	Personal Services Contractor
PVO	Private Voluntary Organization
RFA	Request for Applications
RFP	Request for Proposals
RLA	Regional Legal Advisor
RSA	Republic of South Africa
SCF	Save the Children Federation
SEAD	Small Enterprise Activity Development
SHARED	Services for Health, Agriculture and Rural Enterprise Development
SIDA	Swedish International Development Agency
SSA	Skillshare Africa
SSE	Small-scale enterprise
SSIAP	Small Scale Intensive Agriculture Production Project
STDs	Sexually Transmitted Diseases
TA	Technical Assistance
TRC	Transformation Resource Centre
UMU	Umbrella Management Unit
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children Fund
USAID	U.S. Agency for International Development
USCC	Unitarian Service Commission of Canada
USDH	U.S. Direct Hire
USG	United States Government
VDC	Village Development Council
WIB	Women in Business
WID	Women in Development
WVI	World Vision International

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## EXECUTIVE SUMMARY

### A. PVO/NGO Programs

The Study Team interviewed nearly 40 PVOs during the U.S. portion of this assignment. This included some 31 with no programs in Lesotho and seven with on-going country programs. In Lesotho, 25 formal interviews and numerous informal discussions were conducted with Lesotho NGOs, as well as follow-up interviews with the U.S. PVOs based in the country. In addition, all the major multi-lateral and bi-lateral donors resident in Lesotho were interviewed, as were most of the international volunteer organizations. Finally, several consulting firms and training institutes were visited in order to get their perspective on NGO training needs and available training capacity. In short, the breadth and depth of interviews was sufficient to provide a balanced assessment of PVOs and NGOs, and particularly their capacity and interest to establish and/or expand a Lesotho program.

#### 1. Findings

The nature and structure of the PVO/NGO community in Lesotho is in many ways similar to those in neighboring countries, as well as PVO/NGO communities in other parts of Africa. Its origins date back to the colonial era and strikingly are tied to both English and South African historical precedents. The strong role that the churches play in the Lesotho PVO/NGO community, as in social, economic and political life, is both consistent with the evolution of PVO/NGO movements elsewhere, and yet, something more as well. It is almost as if not having to deal with the divisive nature of ethnicity experienced in many other African countries, and having no other real differences as a people, the religious preference has had a divisive influence on Basotho society. An interesting finding in this regard is that many of the Church organizations interviewed do not consider themselves as NGOs, but rather a separate category of institution with their own status. To some degree they have resisted becoming identified with the fledgling NGO movement, and collaborated only indirectly with the Lesotho Council of NGOs (LCN), an acknowledged representative of the Lesotho PVOs/NGOs.

There has emerged in the past decade, however, a counter-balance to the dominance exercised by the traditional churches within the Lesotho development community. This has been embodied in the rise of a significant number of smaller but quite influential NGOs, both secular and religiously affiliated, with South African origins and some international NGO influence. They have taken a "liberation theology" view of the Church's role in the material world, and have strongly promoted ecumenism as part of their development philosophy and practice. These NGOs have tended to undertake development activities in the less traditional sectors associated with the older, more established NGOs. Rather than continuing in the well-worn pattern of social welfare oriented activities, including school and health facilities' management, as have the churches, the newer breed of NGOs have embarked on programs with a decidedly economic focus, and in areas of more global concern, such as AIDS education and natural resources management. The hardiest among them have strong links with international NGOs that have provided them with both funding and technical assistance. This international link is an historical pattern demonstrated in most countries where "second generation" NGOs begin to emerge as a critical force in national development.

The majority of Lesotho NGOs however, including those just noted, fit the classic profile of indigenous NGOs in most developing countries, i.e., new and inexperienced organizations, functioning largely with the volunteer labor of their members, and working in development areas with which they have great interest but limited experience. Institutional strength as embodied in management, technical, and hence absorptive capacity, is understandably low. While the volunteer spirit is strong among them, the lack of full-time and qualified staff, permanent offices and basic equipment -- a functioning secretariat in short -- has obviously limited their potential outreach and overall developmental impact. There are thus numerous strengths and weaknesses evident among Lesotho NGOs. They do not, however, operate in a vacuum and the institutional forces with whom they interact offer them both support and examples of how to build on their strengths and address their problems. The following presents a very brief summary of the institutional environment within which Lesotho NGOs interact.

#### **a) The Government of Lesotho**

Government has been characterized by NGOs and donors alike as being supportive of NGO and PVO programs. Considering the degree to which NGOs are involved in the provision of education, the management of health care and the delivery of social services, it is no wonder that Government and NGOs have found a way to work together. There are certainly none of the obstructionist tendencies that have been the hall-mark of government-NGO relations in other countries in their recent pasts. Registration for NGOs is a fairly straight forward matter, normally requiring fulfilling documentational requirements. Surprisingly, many Lesotho NGOs (although by no means all) have been able to obtain tax exempt status, a major problem for NGOs in most other countries. For international NGOs, including U.S. PVOs, setting up a program in Lesotho is generally welcomed, and made fairly uncomplicated as such endeavors go. This is not to say that all is sweetness and light between some Government agencies and a number of the more "progressive" NGOs, especially those with agendas of "social transformation and change." While there has been past friction between these parties, what is unique, is the fact that such NGOs have been permitted to operate at all. It appears that there is a well understood point beyond which certain actions will not be tolerated. However, this point seems not to be static, and has slowly but steadily moved in the direction of greater openness and tolerance. The recently held democratic elections, appear to be an indication of this trend.

#### **b) The Donor Community**

If one considers Lesotho's there should be much wonder as to why so many donors are present and why so much financial, as well as technical assistance, has flowed into the country over the past twenty years or so. This effect and its impact, regardless of the reasons, has not been lost on or unfelt by, the PVO/NGO community here. While a number of the leading NGOs, including the churches and local affiliates of international organizations (e.g. the Red Cross and Lesotho Planned Parenthood Federation), have long depended on the good will of their parent or sister organizations abroad, the donor organizations based in Lesotho have also permitted a significant expansion of NGO activities. This again is part of a worldwide trend, in which for a number of reasons, positive and negative, NGOs have become an object of donor support as the realization dawned that their potential contribution and role as partners in national development could be a significant one. More surprising has been the finding that the leadership

among the "other" donors in this support to PVOs/NGOs is coming, to a large degree, from the multi-laterals agencies and not the bi-laterals. The justification underlying this assistance has been in the failure of traditional (mainly through government) means and channels of reaching the grassroots level with donor support. Enter NGOs.

Two other important findings are noted. First, the tendency of donors has been to fund a sure thing, i.e., an NGO with a track record. Thus in many instances, the phenomenon of too many donors chasing too few capable NGOs has been all too evident, and not necessarily to the benefit of the concerned NGO(s) (the absorptive problem). Secondly, as most donors like to see tangible results from their granting or lending (as the case may be), little funding has been made available for the kinds of institutional support NGOs need to build up their program capacity. The net result of such practices has been a marked expansion in NGO development activities, but not in NGOs with the capacity to manage and sustain their own programs.

### c) U.S. PVOs

As a subset of, and in comparison to, international NGOs, the U.S. PVOs with on-going Lesotho programs are relatively few in number. Strictly speaking, there are only five U.S. PVOs operating in Lesotho, all of them local affiliates of an American parent organization. Four of these five PVOs (CARE, OICI, World Vision and ADRA) are best described within the lexicon of the PVO community as traditional voluntary organizations (VolAg). They represent some of the oldest and largest of the U.S. PVOs, and have significant sources of private funding. They have traditionally developed and implemented their own country programs, characterized by an approach of grassroots integrated community development. Their perspective is long-term and primarily inward looking, i.e., not necessarily concerned with, or in need of, other donor funding, or in collaborating with other members of the greater development communities in the countries where they work. This generalization obviously masks different needs and approaches among them, including excellent and innovative development work. This brief profile describes in a limited way the Lesotho-based U.S. PVOs interviewed for this study. It should be noted that they were genuinely interested in the objectives of this study and felt that with additional funding they could expand **their** development programs, although these do not necessarily correspond to USAID/Lesotho's development priorities.

In contrast to the Lesotho-based PVOs, those interviewed in the U.S. with no programs in Lesotho are for the most part a newer breed, specialized providers of management and technical assistance to public and private sector institutions, and in an increasing number of cases, to their counterparts throughout the developing world. As discussed in II.B., the U.S. PVOs interviewed for this study, indicated both an interest and capacity to establish project activities in Lesotho. They have significant experience in Southern Africa, extensive experience in working with A.I.D. in collaborative development efforts in the sectors which are of interest to USAID/Lesotho, and a sincere interest, if limited financial capability, to participate in Lesotho development. Most importantly, these PVOs see their role as one of supporting Lesotho NGO programs, rather than establishing and implementing their own.

## 2. Conclusions

A number of factors have converged at this particular juncture in Lesotho's evolution to warrant serious consideration being given to an expanded role for PVOs and NGOs in both national development efforts and as a strategy central to USAID/Lesotho's country program. Although there is not a huge pool of capable Lesotho NGOs and U.S. PVOs working in the Mission's focus areas, there is certainly the nucleus or "critical mass" around which a PVO/NGO strategy can be fashioned. There has been a real need to broaden and diversify the base of the Lesotho NGO community in order to dilute what has been a community dominated to a large extent by the churches. This has in fact taken place over the last three to five years, and thus provides a group of NGOs with the sectoral scope and geographical coverage which can be immediately supported while actions are taken to build institutional capability in a "second tier" of NGOs which lack the management, technical and, hence, absorptive capacity to effectively utilize USAID funding.

The conclusion of this assessment concerning the role of U.S. PVOs in USAID's country program is that partnerships between those PVOs without Lesotho programs and Lesotho NGOs would have the greatest long-term developmental impact. While there are a few PVOs that merit support in either establishing or expanding current program activities in Lesotho, the most effective, as well as proper role for U.S. PVOs in the country's development, is a supportive one vis-a-vis Lesotho NGOs. As such, each of the partners brings needed skills and experience to the relationship that will hopefully increase the likelihood for overall sustainability through building long-term institutional capacity among the local partners. This is a critical issue for a future Lesotho project, and one that has been grappled with in all preceding PVO/NGO Support Projects financed by A.I.D.

Although the justification, i.e., the situation in South Africa, for the unusually high level of donor funding to Lesotho is rapidly fading away, there still seems to be a medium term commitment by both bi-lateral and multi-lateral agencies to maintain previous aid flows. What has changed, and what donors report will continue to be their aid policy, is the shift in assistance from Government to NGOs. Government will still be a direct recipient of donor funding, especially from the multi-laterals, but the ultimate recipients will increasingly be NGOs, both international and local. Thus, funding to NGOs will increase over the next three to five years as it has during the latter years of the 1980s and early 1990s. What is of interest in terms of this assessment, is that the majority of this funding is going to (a) fund NGOs and PVOs which have proven track records, and (b) to fund discrete project activities. The areas in which other donors are not providing assistance to NGOs are (a) to improve the overall institutional capacity of the numerous, emerging (second tier) NGOs, and (b) towards building a longer term programming approach and capacity, including sustainability, among the more developed NGOs. One could add a third category, and this includes funding to sectoral activities of particular interest to USAID/Lesotho. This is the niche, and a large one, which is open to a USAID/Lesotho strategy of assistance to NGOs.

### 3. Recommendations

The following recommendations highlight those issues which are considered the most important in terms of fashioning a PVO/NGO strategy for incorporation in USAID/Lesotho's country program:

- ▶ It is important that strengthening indigenous NGO capacity be considered a central purpose of any new project. Such capacity strengthening is a gradual and evolutionary process, with the emphasis on process. It has taken decades for the religious and health NGOs in Lesotho to establish wide-reaching programs in education, health and social services. The process in new areas of NGO sectoral focus, i.e., agricultural and natural resource management, AIDS and family planning, democratization/governance and enterprise development, can be expected to be similar, except in those cases where long-established institutions have the interest, institutional capacity and outreach to implement them. Donors, including USAID, must be prepared to invest in a long-term program of NGO support, before expecting nascent NGOs to develop sufficient institutional capacity to make measurable contributions in these areas.
- ▶ Building institutional capacity does not mean simply providing technical assistance and training. To establish initiatives in new sectoral focus areas such as agricultural/natural resource management, AIDS and family planning, enterprise development and democratization/governance may require modest funding to support the staffing of secretariats and related organizational infrastructure. USAID/Lesotho should not preclude this form of support where necessary.
- ▶ Political and social divisions, and resulting tensions based on religious affiliation, are a reality in Lesotho, and must be taken into account when considering grant support to religious development institutions.
- ▶ Caution is in order when thinking of funding the current programs of several of the U.S. PVOs currently operating programs in Lesotho. As discussed, programs such as WVI and ADRA, are carry overs from earlier days in PVO program development. Preferring to implement their own programs rather than supporting those of Lesotho NGOs, may not necessarily be the most effective means of advancing USAID's country program objectives. In short, consideration of future funding under a new project of PVOs already based in Lesotho should be approached with a clear understanding of the extent to which they may or may not support USAID development objectives.
- ▶ Most PVOs and NGOs supported the creation of the Lesotho Council of NGOs as a means of fostering communication and information exchange within the NGO/PVO community, and as a vehicle for joint initiatives in management training and technical assistance. However, significant concern was expressed that the LCN is trying to do too much too soon and it should avoid becoming involved in program implementation. Further consideration should be given to supporting the: 1) strengthening of the Council's sectoral focus commissions; 2) coordination and perhaps development of NGO training programs (e.g. financial management and accounting, proposal development, etc. as

outlined in LCN's "Management and Technical Assessment Study of Non-governmental Organizations," November 1992); and, 3) undertaking of information exchange through case studies, informal seminars and newsletters.

- ▶ Certain focus sectors of interest to USAID/Lesotho are not receiving sufficient attention from the GOL or the PVO/NGO community. Thus an umbrella project might well wish to attract international technical assistance NGOs (PVOs) in AIDS, family planning, democratic governance, enterprise development and natural resource management through the provision of grants.
- ▶ Whatever decision the Mission finally makes concerning the future of a PVO/NGO Umbrella project, it is suggested that U.S. PVOs interviewed for this study be kept informed accordingly. They evidenced a genuine interest in Lesotho and this study's objectives, and gave generously of their time in responding to study questions. Many of them indicated a desire for a copy of the final study report or, at a minimum, a debriefing following the completion of the study. Many of them as well, were willing to provide input into the design process, should the situation evolve to that extent. The study team agrees with these requests and encourages the Mission to consult with PVOs and keep them abreast of relevant decisions. Such a collaborative and consultative process with potentially important actors in an Umbrella project is consistent with the DFA legislation, and the principal recommendations coming out of the Desk Study on Umbrella Projects completed under the PVO/NGO Initiatives Project. Finally, it is suggested that InterAction be used as the forum for informing PVOs of evolving events. It could also serve as the proper venue for a discussion with interested PVOs concerning Lesotho, including the suggested debriefing at some point following this assignment.
- ▶ Except in limited cases, it is recommended that U.S. PVOs participate in project activities as partners to Lesotho NGOs providing a range of technical and management assistance interventions. Where there are either few indigenous NGOs, or little or no indigenous experience in a USAID focus sector or subsector, (e.g., enterprise development and AIDS), then this could justify the funding of start-up costs of a full-fledged PVO (VolAg) country program. Otherwise, promoting the concept of partnerships between a U.S. PVO, and one or more Lesotho NGOs, makes the most sense in terms of cost effectiveness and the expertise PVOs have to offer. Such a role as defined here, is consistent with recommendations of the Desk Study and readily demonstrable as a model in USAID/Malawi's SHARED Project, which has a similar set of local conditions to that of Lesotho.
- ▶ As a corollary to the above recommendation, it is suggested that a major purpose of a Lesotho PVO/NGO umbrella project be to strengthen the institutional capacity of indigenous NGOs to provide services in key USAID focus sectors. U.S. PVOs would be a primary resource to provide relevant technical and management assistance for Lesotho NGO capacity building. Having this as one of the projects purposes would in no way detract from the PVOs and NGOs becoming the primary implementors of future projects in the Mission's portfolio. It argues for a two track approach to future programming in Lesotho, and as well, offers the greatest opportunity for sustainability in individual

projects, and an overall program that aims at achieving impact at the "people" or grassroots level.

- ▶ Given the significant funding that other donors are already providing to NGOs working in Lesotho, USAID is encouraged to consult closely with them during the design of a possible PVO/NGO support project. Particular attention should be paid to the GRISP and Micro-Projects Programs of UNDP and EEC respectively, which are employing different intermediary models (NGOs versus Village Development Committees) for reaching grassroots communities. In addition, each of the two donor financed programs have already developed selection criteria and a system for the selection and approval of grantees and projects. In short, there is valuable information to be gained from these on-going activities.
- ▶ In line with the above recommendation, it might be politic to provide the concerned donors with a summary of this report and an indication of the next step, if any.

## **B. Management Options**

Lessons learned from other PVO/NGO Support Projects support the contention that, in most cases, an umbrella intermediary mechanism has been a more appropriate model for the management of project activities than the available alternatives, i.e., direct Mission management or a for-profit contractor. Section B.1.a of Chapter III notes those instances where internal mission management may be more appropriate than the umbrella intermediary. In Section B.1.b a review of different umbrella intermediary modalities is undertaken with the conclusion that a U.S. PVO or Non-Profit Organization has been, by far, the model of choice selected by project designers in both first and second generation umbrella projects. In fact, the last five PVO/NGO support projects designed, have all employed a U.S. PVO intermediary. There is every reason to believe as more experience is gained with the umbrella intermediary mechanism, that it will continue to evolve to meet the needs of missions, PVO/NGO communities and the umbrella managers themselves.

Undertaking a PVO/NGO Support Project with a U.S. PVO intermediary working under a Cooperative Agreement with A.I.D. is both a medium term and long-term solution to current and anticipated management requirements for the Lesotho program. The major difference between this proposed undertaking and previous A.I.D.-financed Umbrella projects is in the magnitude of the endeavor and its centrality to the overall Lesotho Program. It is certainly "doable," and as pointed out in the preceding discussions, sufficient "safeguards" can be built into the Cooperative Agreement to provide the level of oversight necessary to ensure A.I.D.'s mandated responsibility for project outcome.

## I. INTRODUCTION

### A. Methodology

#### 1. Study Objectives

The objectives of this assessment were two fold: (1) to determine the capacity and capability of U.S. registered Private Voluntary Organizations (PVOs) and Lesotho Non-Governmental (NGOs) to expand activity in selected sectors which match USAID/Lesotho areas of focus; and (2) to assess options for more direct PVO involvement in supporting the Mission's management and program given USAID/Lesotho's transition strategy that will result in fewer U.S. Direct Hire (USDH) available to manage the Lesotho program.<sup>1</sup>

#### 2. Study Methodology

The assessment was carried out from February 27 - March 31, 1993, using a two person team under an IQC contract through Management Systems International. The team consisted of Mr. Leslie Fox and Mr. Weston Fisher. The analysis began with Washington, D.C. based interviews of U.S. PVOs by Mr. Fox and Lesotho PVO/NGO interviews by Mr. Fisher. The Washington-based assessment, conducted primarily by telephone, focused on U.S. PVOs operating in Lesotho to determine their interest in expanding programs in USAID/Lesotho sectors of concentration and of PVO's not currently operating in Lesotho, but with significant Africa programs, to determine their interest in establishing programs in Lesotho if funding were available, and the level of contribution anticipated (25 percent minimum contribution from non U.S. government sources). The results of the U.S. interviews are summarized in both Section II.A.3. "Lesotho-Based PVO Profiles and Assessments" and Section II.B. "U.S.-Based PVOs Not Operating in Lesotho."

In addition, several of the more experienced NGO managers were asked to identify the most effective NGOs operating in Lesotho (both large and small), and this subjective survey was used as a cross reference by the assessment team in considering issues of institutional capacity and individual NGO potential for future USAID strengthening.

Mr. Fox arrived in Maseru on March 8, and joined Mr. Fisher in completing the Lesotho interviews and assessing other donor involvement in support of PVO/NGOs operating in Lesotho. Both consultants then worked with the Mission in examining program and management options. In addition to their past experience with PVO umbrella project management, the consultants drew on materials sent to the Mission by the Center for Development Information (CDIE) in Washington, D.C. and by USAID/Senegal and USAID/Malawi describing their experience with second generation PVO umbrella projects. Conclusions take into account recent Mission family planning and AIDS/HIV strategy assessments.

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<sup>1</sup> PVO refers to agencies registered as Private Voluntary Organizations with A.I.D./Washington. Most of these are headquartered in the U.S., although organizations based in other countries can register with A.I.D. as PVOs. In this study, NGO refers to Lesotho NGOs which are registered and recognized as charitable, non-profit organizations by the Government of Lesotho under the Societies Act. A distinction is made here between NGOs and less formalized community-based organizations.

## B. Background

### 1. Country Setting and Context<sup>2</sup>

Lesotho is a landlocked mountainous country of approximately 30,300 square kilometers, only 10 percent of which is cultivatable. It is surrounded on all sides by the Republic of South Africa. It originated in the early 19th century when King Moshoeshe I consolidated Basotho groups scattered across Southern Africa. In 1868 he persuaded the British to establish the Basutoland Protectorate, after most of the kingdom's prime agricultural land had been lost to the Orange Free State. Subsequently, the Basotho struggled to maintain their status as a separate colony, a request which was granted by the British when the Union of South Africa was created in 1910. Independence from the British came in 1966 as constitutional monarchy under King Moshoeshe II. After unsuccessful attempts at establishing a parliamentary democracy, the military took control of the government in 1986 and has governed the country since then under a Military Council, with the professed intent of moving the nation toward civilian rule. Democratic elections took place in March 1993.

### 2. Economic, Demographic, Health and Social Situation<sup>3</sup>

#### a) Economy

Estimates of key economic indicators, as of 1991, are presented in Table 1.

**Table 1. Key Economic Indicators**

GDP	527.75 million US\$
Real GDP growth	5.2%
Per capita GDP	303
GNP	932.98 million
Per capita GNP	495
Consumer price inflation (CPI) per annum	16%
CPI for cereals	circa 30%
Unemployment rate	35% to 40%
Economically active Population	636,000
Migrant labor	120,000 (98,000 in mining)

<sup>2</sup> Note: Parts of this review were taken with only slight modification from strategy papers already prepared for USAID/Lesotho in AIDS (Wilson and Field, January 1993) and Population (Lewis and St. Clair, March 1993).

<sup>3</sup> Caution should be used when considering the information in the section. Lesotho is notable for its lack of data, and therefore many of the following indicators are based on estimates with varying degrees of empirical support.

Lesotho's economy is very dependent on miners' remittances and income from the Southern African Customs Union. Miners' remittances comprise 50-60% of GNP and equal 73% of GDP. Income from the Southern African Customs Union accounts for 55% of government revenue. Economic growth slowed in the early 1980s because of drought and the closure of Letseng Diamond Mine. A revival began in 1989, led by construction activity and customs receipts from the Lesotho Highlands Water Project. The continuing decline in the number of Basotho miners in South Africa has adversely affected efforts to expand the economy, and increased social stress associated with unemployed returnees. Because of rapid population growth, the increases in GNP have not led to improved living standards.

While per capita has been growing rapidly (5.2 percent between 1965 and 1988), agriculture-related activities and migrant work remain the largest sources of employment and income. As summarized above, remittances from migrant workers constituted about \$416 million or 43.7 % of GDP in 1990 and 77.4 % of GDP. Unemployment in 1991 stood at 25 %. Yet opportunities for absorbing even a portion of the roughly 20,000 new entrants into the Basotho labor force in South Africa's mines are declining. Migration of Lesotho labor to South African mines is projected to continue declining precipitously; for example, recruitment by the two largest sources for mine employment are expected to decline from 107,000 in 1990 to less than 85,000 in 1993. At the same time real social recurrent expenditure has virtually stagnated under structural adjustment. The education recurrent budget increased in real terms, but mainly to pay for increases in teachers salaries, while expenditure on other social services has barely risen since 1988.

## b) Population

Estimates of key demographic indicators are presented in Table 2.

**Table 2. Key Demographic Indicators**

Population 1991 estimate	1.88 million
Urban population	338,400 (18%)
Percentage under 20 years	51%
Percentage under 5 years	16%
Annual growth rate	2.9%
Annual growth rate (official estimate)	2.6%
Estimated doubling time	2018
Average household size	5.6
Number of households	321,000
Population density	62/sq. km.
Population density on arable land	725/sq. km.
Maseru population	150,000

The rapid population growth, experienced by all of sub-saharan Africa, has led to a high proportion of children in Lesotho. Labor migration has resulted in a high number of women in residence and an increased economic role for women. Lesotho's primarily rural population is experiencing rapid urbanization (from 7% to 18% in 16 years).

### c) Education

Estimates of key educational indicators are presented in Table 3.

**Table 3. Key Educational Indicators**

Children in primary school	348,818
Male-female primary school ratio	82:100
Number of primary schools	1,181
Primary school teacher-pupil ratio	54:1
Children in secondary school	45,064
Male-female secondary school ratio	94:100
Number of secondary schools	171
Tertiary institutions	11

An estimated 85% of children of eligible age actually attend primary school. Only about 25% of the appropriate age group attend secondary school. Roughly 4% of the eligible cohort attend one of the 11 tertiary institutions in Lesotho. Until tertiary levels, more females than males attend educational institutions. Boys are less represented in the school system because of involvement in herding and other economic activities, especially in the rural areas. An estimated 62% (50% of males and 70% of females) of Lesotho's population have basic literacy skills.

Although the proportion of untrained primary school teachers has declined from 36% in 1980 to 18% in 1990, the teacher-pupil ratio over this period declined from 1:48 to 1:55.6. Mountain schools are much more poorly equipped than lowland schools. Ninety percent of schools in Lesotho are administered by churches, primarily Catholic churches.

The Ministry of Education's recurrent budget has remained steady at around 18 percent throughout the eighties. The proportion increased considerably in 1991/92, however, to around 25 percent, primarily to increase teacher salaries. Nevertheless, the fact that the overall education budget increased by only 57.5 percent while teacher salaries increased by almost 90 percent on average for both primary and secondary teachers indicates that funds for other essential activities were severely curtailed. In 1991, teacher salaries constituted 75 percent of the education recurrent budget. The salaries of Ministry staff took up another six percent, leaving only 19 percent for other operating costs. Almost all of this money is required for essential services such as transport, utilities and communications. There is clearly an urgent need for considerable increases in recurrent funding for professional educational activities, such as the provision of support to schools and teachers in the form of in-service training and inspectorial visits, the

development and supply of instructional materials, the improvement of teacher training , and the upgrading and expansion of technical and vocational training.

#### d) Family Planning and Health

Estimates of key health and family planning indicators are presented in Table 4.

**Table 4. Key Health and Family Planning Indicators**

Infant mortality rate	85/1000 live births
Reported maternal mortality	220/100,000 births
Percentage women under 25 married	80%
Mean age at first marriage	18
Fertility rate	5.4
Contraceptive prevalence rate	17%
Life expectancy at birth	57.3 (1990)
Low birth weight	12%
Doctors per capita	1:14,279
Nurses per capita	1:820
Health centers per capita	1:10,356
Infant immunization coverage	circa 65%
MOH share of budget	circa 5%

Lesotho's climate is not conducive to tropical diseases. However, poor sanitation contributes to water-borne diseases and drought has increased the extent of malnutrition. Health status is poorer in the mountain regions.

STDs are a major health issue in Lesotho; treatment takes a considerable amount of the limited health resources, even with AIDS only beginning to make itself felt at the service delivery level. In a study conducted in Maseru's Queen Elizabeth II Hospital STD clinic, 57.6% of men and 70% of women reported a previous history of STDs and 72.2% of men and 30.6% of women reported having multiple sexual partners. Only 3.4% of men had used condoms and only 8% of men were circumcised. An estimated 10% of tuberculosis patients in Lesotho are HIV-positive. The Lesotho Blood Transfusion Service reports that the percentage of HIV-positive blood donation rose from 0.02% in 1987 to 1.46% in 1991. These figures are biased in different ways, but show that HIV infection is increasing in Lesotho.

#### e) Situation of Women

Women's legal status is influenced by Lesotho's dual legal system. Marriage, divorce, maintenance, property and inheritance are all affected by whether Roman-Dutch or traditional law

is applied. Under traditional law, a woman is a perpetual minor, under the authority of her father until marriage, her husband upon marriage and her husband's heir, usually his eldest son, if widowed. Women in Lesotho have very limited or no property and inheritance rights. Although efforts are in progress to improve the legal status of Basotho women, change is slow and traditional values still deny equal treatment to women.

Because up to 60% of the male working population are migrant laborers, many women in Lesotho run households and make day-to-day family decisions for most of the year. Women who do not have a spouse in the migrant economy clearly need an income. Even women with husbands in the cash economy frequently receive irregular and inadequate remittances and continually fear abandonment by their spouses.

Women dominate agriculture labor. However, their agricultural productivity is hindered by several factors. Their legal status limits access to credit. They are burdened with other household responsibilities, including collecting fuel and water and raising children. The domestic responsibilities of a single parent home, common in migrant labor economies, makes it difficult for Basotho women to improve their quality of life even if the resources or skills are made available.

Because of male labor migration, 51% of public and 52% of private sector jobs are held by women, a remarkable figure in Africa. As might be expected they predominate in lower level jobs. Self-employed women face legal, social, financial, familial, and experience obstacles. Basotho women can be considered advantaged in comparison to their counterparts in much of Africa, but the legal and social constraints are still inappropriate considering their real and potential contribution to the society and the economy.

#### f) The Social Environment

At any given time, over 120,000 Basotho men, up to 60% of the male working population, are working in South Africa, 75% as miners. Approximately half of Lesotho couples are separated by the migrant labor system. A typical migrant laborer might spend 15 years outside Lesotho, and about a third are out even as long as 20 years. Historically, miners signed two year contracts and were away from Lesotho for periods averaging 16 months. The effect of this prolonged separation on marital relations and the quality of family life has been well documented. It contributed to a culture of extramarital sexual relations and destroyed channels of communication between partners. As a result STDs are a significant problem, family planning has been slow to be accepted, and the social problems associated with unstable family life are on the increase in Lesotho.

### 3. USAID/Lesotho Program and Strategy

USAID/Lesotho's current funding levels are on the order of US \$7 million annually and nearly half this amount is programmed for existing projects. USAID/Lesotho is implementing a program management transition strategy that will result in fewer U.S. Direct Hire (USDH) staff located in Lesotho to manage the program. As part of this strategy development the Mission is assessing options to assist in program implementation, including the increased use of PVO/NGOs.

A.I.D. frequently uses PVOs for program management and project implementation in countries that require a lower level of A.I.D. on-site management.

USAID/Lesotho's program focus is on agriculture, natural resource management and basic education with special targeted opportunities in AIDS and family planning. However, the Mission also wishes to determine whether a broader set of development activities might be supported in Lesotho using PVOs/NGOs as managers and implementors. Areas of interest to the Mission are AIDS/HIV and family planning, small scale enterprise development and possibly the role PVO/NGOs might play in democratization especially given their comparative advantage in helping strengthening governance and accountability at both the community and national level. Expanding the roles and scale of PVO/NGO involvement in development processes is consistent with the A.I.D. Policy Paper on Private and Voluntary Organizations. More specifically the Development Fund for Africa devotes a special section to PVOs stressing that A.I.D. "shall take into account the local-level perspectives of the rural and urban poor in sub-Saharan Africa, including women, during the planning process for project and program assistance under this section." In the DFA legislation, Congress has defined PVOs broadly to include not only those "entities traditionally considered to be private and voluntary organizations," but also "cooperatives, credit unions, trade unions, women's groups, non-profit development research institutions, and indigenous local organizations which are private and non-profit." Congress also sets percentage targets for overall levels of funding for PVO/NGO activities as well as for specific sectors. The DFA in its present form details certain types of activities under these sector headings which Congress would like to see increased, and many of these fall within the expertise of PVO/NGOs. The DFA legislation is therefore encouraging A.I.D. Missions in Africa to seek more PVO/NGO partners.

This assessment considers several options for long term management of A.I.D.-funded activities in Lesotho with PVO/NGO involvement. In assessing these options, consideration has been given to the planned reduction of USDH staff in the Mission, staff sharing with neighboring missions, and the possibility of no USDH presence in Lesotho.

## **II. PVO/NGO PROGRAMS**

This chapter addresses itself to issues detailed in Section A of the Terms of Reference, namely: 1) assessing the effectiveness and impact of the country development programs of U.S. PVOs and Lesotho NGOs, as well as the capacity to manage and sustain them; and 2) determining the interest of U.S. PVOs with no current country program in Lesotho in establishing one here. In addition, a review and analysis of donor interest and GOL policy towards the Lesotho NGO community are undertaken with a view towards evaluating the future pattern and direction of their support.

### **A. Lesotho NGO and U.S. PVO Country Programs**

#### **I. Introduction and Overview**

The following two sections look closely at U.S. PVOs and a selected sample of Lesotho NGOs currently administering programs in those sectoral focus areas supported under USAID/Lesotho's

current CPSP, i.e., basic education, agriculture and natural resource management, and family planning and AIDS. In addition, PVOs and NGOs with programs in the areas of rural enterprise development, including both on-farm and off-farm activities, and democratization were interviewed. Specifically, the following requirements, as detailed in the study Terms of Reference, were addressed:

- ▶ A survey conducted by the Lesotho Council of NGOs of U.S. PVOs and selected NGOs currently operating in Lesotho were to be reviewed by the study team. The findings were to be summarized to present an overview of PVO/NGO operations and program focus. The study team was to comment on the management of and implementation capability of organizations surveyed and indicate the potential for program expansion. The Team was to assess the potential for developing a broad base of donor support by individual PVOs/NGOs that would lead to long-term sustainability (A.1).<sup>4</sup>
- ▶ The Team interviewed established NGOs operating in USAID/Lesotho's focus areas to determine their interest in seeking funding from AID should a funding mechanism be established; assessed the potential for these NGOs to utilize additional funding and whether they possess adequate program and financial management capability (A.4),
- ▶ The Team interviewed U.S. PVOs or their affiliates currently operating in Lesotho to determine if there is an interest in expanding programs in USAID/Lesotho focus sectors if there were a funding mechanism were made available. The following PVOs were to be included: CARE, OIC, Near East Foundation, World Vision, ADRA, and Winrock. The contractor solicited additional information from home offices when deemed necessary (A.5).
- ▶ The Team reviewed and incorporated into the report, as appropriate, findings from strategy assessments on family planning and AIDS conducted in February 1993. It was anticipated that the family planning and AIDS strategy assessments would examine the current roles and potential of PVOs/NGOs in Family planning activities in Lesotho. If it were determined that the family planning and AIDS strategy assessments adequately addressed issues relative to potential roles of PVOs/NGOs in these two sectors, this information was to be summarized and incorporated into the study. Any further follow up required with these PVOs and NGOs was considered to be part of the Contractor's Scope of Work (A.7).

A total of seven PVOs and twenty-five NGOs were interviewed (Annex B contains the questionnaires utilized) between February 27 and March 19, 1993.<sup>5</sup> For each of these organizations a profile was prepared (Annexes C and D) which served as the basis for the findings, conclusions and recommendations contained in the following sections. In addition to interviews conducted with local representatives of the seven U.S. PVOs with on-going Lesotho programs, discussions were conducted by phone in the U.S. with headquarters staff (normally regional directors for Southern African programs) to gain home office perspective on the long-

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<sup>4</sup> The I/CN survey was still being conducted at the time of this writing. A number of preliminary interview results were reviewed and used in tabulating findings presented in this study.

term direction of their respective African programs. Finally, the survey undertaken by the Lesotho Council of NGOs, which was to have served as a major source of information about the PVO/NGO community in Lesotho was, unfortunately, not completed at the time of this writing. It is thus suggested that USAID review and compare the findings of this report with that of the Council's once it has completed its work.

The twenty-five NGOs interviewed included:

Basotho Mineworkers Labour Cooperatives Society (BMLC)	Lesotho Planned Parenthood Association (LPPA)
Christian Council of Lesotho (CCL)	Lesotho Red Cross Society (LRCS)
Development for Peace Education (DPE)	Lesotho Save the Children (LSC)
Federation of Women's Lawyers (FIDA)	Lesotho Teachers' Trade Union (LTTU)
The Lesotho Catholic Bishops' Conference (LCBC)	Lesotho Workcamps Association (LWA)
The Lesotho Catholic Bishops' Conference - Caritas	Machobane Agricultural Development Foundation
Lesotho Chamber of Commerce and Industry (LCCI)	Mennonite Central Committee (MCC)
Lesotho Council of NGOs (LCN)	Private Health Association of Lesotho (PHAL)
Lesotho Export Association (LEA)	Rural Self Help Development Association
Lesotho Manufacturers' Association (LMA)	Transformation Resource Centre (TRC)
Lesotho Mine Labour Workers Union (LMLLW)	Unitarian Service Commission of Canada (USCC)
Lesotho National Council of Women (LNCW)	Women in Business (WIB)

## 2. Lesotho NGOs: Profile and Assessment

### *OVERVIEW AND FINDINGS*

The NGO community in Lesotho is characterized by two main groups, those which have a long history of involvement in the country that pre-dated independence, and a large, newer and more diverse group. The latter group's formation has been encouraged by a political environment in which the Government of Lesotho continues to reduce its role in managing the economy or in providing public services. As in many other African countries this trend is the result of economic crisis, donor requirements, and internal demands on human and financial resources. GOL recurrent budgets to support health, education and social services are currently stagnant or declining for a variety of reasons, including the effects of miner retrenchment and drought on the economy, and higher central government and military expenditures. These conditions make it difficult for the GOL to expand and extend programs. The GOL has responded by giving Lesotho NGOs (and international PVOs) strong government support. Registration of NGOs is not difficult and NGOs operate with relative freedom and GOL encouragement. In fact, the GOL depends heavily on NGO/government partnerships in health, education and social services, including subventions to the major NGOs working in these sectors. However even these subventions are being markedly reduced. A summary of NGOs in Lesotho is presented in Table 5.







**Pre-independence NGOs:** Many of the original NGOs working in Africa were churches and missionary societies, and the focus of their development support has been historically in health, education and food relief. Lesotho is no different in this regard. Among this group are organizations like the Catholic Church (representing 70 percent of the Lesotho population) and the affiliates of the Lesotho Christian Council. Also dating from pre-independence are health institutions like the Red Cross and members of the Private Health Association of Lesotho. Thus in Lesotho there are well-established institutions working in the traditional areas of health (Red Cross, PHAL, Catholic Bishops' Conference), education (Catholic Bishops' Conference) and food relief (Red Cross, Christian Council, Catholic Bishop's Conference -Caritas). Most of these institutions tend to have long-standing and firmly established programs in these sectors as well as strong ties to international parent or sister organizations who serve as important funding sources. Organizations of this kind are often able to manage large new donor supported programs in education and health or other related areas such as AIDS/HIV or family planning. However, in Lesotho, current economic constraints, staff retrenchments, and management problems have meant that even these traditional institutions would require institutional support and strengthening before being in a position to expand their programs.

It should be noted that the close traditional partnership between church and state and the heavy involvement of the churches with the GOL in operating national health, education and social services, has created unusual political tension among Lesotho's religious groups.

**Post-1970 NGOs:** Representing perhaps 90 percent of the NGO community, this group includes organizations as diverse as the Lesotho Business Taxi Association, the Girl Guides and the Lesotho Homemakers Association. Many of these organizations do not have programs with a direct relationship to USAID/Lesotho's areas of sectoral focus. Most tend to be small, either lacking entirely in paid secretariats and relying on volunteers for their management, or having few paid staff (under 15). A total of 15 of the Lesotho NGOs interviewed by the study team fell in this category. Like the pre-independence organizations, many of the most effective of these newer NGOs have strong ties to other international organizations (e.g. USCC to its Canadian parent, DPE to the Catholic Church in Belgium and Holland, BMLC to the National Union of Mine Workers in South Africa).

Also, as is true in other countries in Africa, the evolution of Lesotho NGO involvement in the sectors outside health and education has been gradual, first in agriculture, then in family planning and natural resource management and democratization/human rights, and still more recently, in enterprise development and AIDS. As one would expect, it is in the latter areas that NGOs are most in need of both institutional support and technical assistance.

Given this background and the setting described in Section I.B above, there are several other key findings that have bearing on USAID/Lesotho's assessment of Lesotho NGO programs and capabilities:

- ▶ Unlike many African nations there is a shared language and little division along ethnic lines, but there are strong divisions based on religious affiliation which create significant social and political tensions within Lesotho society.

- ▶ Lesotho's heavy dependence on the Republic of South Africa has had a marked effect on NGO operations. Both the GOL and the NGO community suffer from rapid turnovers in personnel because of the employment opportunities and higher salaries available to professionals working in the RSA. Both the GOL and NGOs have responded by increasing staff salaries, but at the expense of funds to meet other recurrent costs.
- ▶ Among many NGOs, professional training of staff is constrained by the fear that if the staff receive such training they will leave for the RSA.
- ▶ Several of the largest NGOs in Lesotho are suffering from decreases in available resources to meet recurrent costs and, like the GOL, have responded by providing non-competitive salaries. This is a sign of reduced donor support as well as reduced subventions from the GOL. Raising NGO salaries may not solve the problem, since with the GOL/NGO/PVO partnerships, high salaries may draw GOL professional staff away from government service.
- ▶ At the same time, large organizations like the Catholic Bishops' Conference, the Christian Council of Lesotho, PHAL and LPPA have responded to the recurrent cost problem through retrenchments and reductions in training opportunities. These conditions, combined with low salaries, contribute to low motivation and low morale among many staff).
- ▶ GOL bureaucratic systems are in need of reform, a process which can be expected to take several years. For the foreseeable future GOL outreach and extension programs will continue to be ineffective, so that the GOL (and donors) have recognized that support to NGO programs is the primary alternative to providing services in health, education and agricultural development.

**a) Sectoral Programme Scope:**

Of the 25 NGOs interviewed several are working in and administering programs in more than one sectoral area of interest to USAID roughly grouped as follows:

- AIDS and Family Planning - five (CCL, LCBC, LPPA, Red Cross, and PHAL)
- Integrated rural development in Agriculture/Natural Resource Management and Rural Enterprise - six (USCC, BMLC, DPE, RSDA, CCL, LCBC)
- Education - one (the Lesotho Catholic Bishops Conference)
- Vocational-Technical Education - three (LNCW, LCBC, LSC)
- Democratization/Local Governance - six (CCL, FIDA, LTTU, TRC, LCBC, LCN),
- Women in Development related areas - five (WIB, FIDA, LNCW, CCL, LCBC)

■ Private Sector and Enterprise Development - four (LCCI, LMA, LEA, WIB)

There are also four organizations which emphasize self-analysis and transformation in the development process (TRC, Anglican Training Center, DPE, LCBC).

Lesotho NGOs, while well-established in education and health, relief and rural infrastructure (water systems, roads, etc.) have only recently begun to develop programs to address long-term economic sustainability, e.g. small-scale rural enterprise and access to credit, natural resource management, family planning and local governance. Also private sector and enterprise development programs (training and technical assistance) are presently under represented by effective NGO programs because of management problems associated with the Lesotho Chamber of Commerce and other private sector oriented NGOs.

**b) Geographic Coverage**

As expected, the religious and health NGOs in Lesotho have by far the greatest geographic coverage (LCBC, LCBC - Caritas, CCL, Red Cross, PHAL, LPPA). Three of these have been involved in the 1991-1993 drought/food relief effort (Red Cross, LCBC - Caritas, and CCL). Those six NGOs working in Agriculture/Natural Resource Management and Rural Enterprise have village specific projects, several of which are in mountainous areas. All other NGOs are oriented to urban populations, primarily in Maseru, but in the case of LCCI and WIB also extending out to other urban centers like Leribe and Quthing.

Much PVO/NGO activity has been Maseru or town-based, partly because of Lesotho's mountainous terrain, poor roads and transportation constraints, but also because Basotho professionals with families and connections to the urban centers are reluctant to take up posts in remote rural areas, where transportation, communication and living conditions are difficult.

**c) Institutional Capacity**

**(i) Management Capacity**

Of the 25 NGOs interviewed, only six had more than 15 paid staff. These were: Christian Council of Lesotho (89); Lesotho Catholic Bishop's Conference (Secretariat-34); Lesotho Planned Parenthood (70); Lesotho Save the Children (38); and, Unitarian Services Committee of Canada (25). These figures are only crude indicators of management capacity since they include support staff (secretaries, cleaners, drivers, general laborers).

The majority of NGOs interviewed have annual general meetings, executive boards and regular records of meetings. They also have in-house accountants and audits by external auditing services (the exceptions were the Lesotho Catholic Bishop's Conference and the Lesotho Council of NGOs, and smaller organizations like the Lesotho Mine Workers' Union and Machobane Agricultural Development Foundation). While these are indicators of management capacity and are among the criteria for A.I.D. registration, almost every organization interviewed, both the older established institutions and the newer, smaller NGOs expressed interest in technical

assistance and training in organizational management and would also need significant management assistance to become registered with A.I.D.

Those organizations with the strongest management capacity were not the largest (USCC, Lesotho Red Cross, Development for Peace Education, Federation of Women Lawyers, Basotho Mineworker Labour Cooperatives). Secretariats were generally small, and while many had reasonably equipped offices, almost all were hampered by having to function with very limited funds to meet core office recurrent expenses, often because donors are reluctant to support salaries and operating expenses.

### (ii) Technical Competence

Technical competence within the Lesotho NGO community is moderately high in areas such as health, food relief, social services and vocational education. However, Lesotho NGOs generally have a continuing need for both management and technical training as a result of the high turnover rate in professional staff. As mentioned above, most NGOs cannot compete with economic opportunities available to professionals in South Africa, partly because of limited financial resources to meet recurrent operating expenses. Unfortunately, training resources are constrained for the same reason. In general, technical competence is stronger among those NGOs with effective management capacity: Red Cross in the health/family planning, HIV/AIDS sectoral areas; USCC and DPE in community-level integrated agriculture development, natural resource management and rural enterprise; FIDA and CCL in democratization/local governance; FIDA, LNCW, WIB in Women in Development related areas; and, WIB in private sector and enterprise development. Also there is a positive correlation between technical assistance needs and the age of programs; in other words, newer sectoral focus areas like AIDS, enterprise development, NRMS and democratization/local governance are more likely to require significant technical inputs than older, established programs in agricultural production, health and education.

Those with the strongest technical capacity in USAID/Lesotho's areas of interest include: Health/AIDS - Lesotho Red Cross; WID, Democratization/Local Governance - Federation of Women Lawyers; and, Agriculture/NRMs/Integrated Rural Development - USCC and DPE. Notably weak is NGO expertise in enterprise development.

### (iii) Absorptive Capacity

Most of the NGOs in the survey sample would not be able to expand their programs without incremental doses of institutional support. Individual NGO needs vary. Some require technical assistance to expand their activities into new sector focus areas: AIDS - Red Cross, Lesotho Christian Council, PHAL, LPPA; Enterprise Development - WIB, Lesotho Export Association, LCCI; and, NRMS - Lesotho Christian Council, Catholic Bishop's Conference. Many would benefit from technical assistance and training in organizational management (Catholic Bishops' Conference, Lesotho Christian Council, LCN, LNCW, WIB). Most, even when technically competent, lack the recurrent funds for their secretariats and the institutional infrastructure to expand their geographic coverage, beneficiary outreach or sectoral scope. (Several do not appear to be applying appropriate project overheads to support their core staff and secretariat operations).

Tailored incremental support is needed to: 1) allow the larger more established organizations to more effectively manage their traditional programs in health and education or expand into new focus areas; and, 2) help selected smaller NGOs gradually evolve into institutions with wide beneficiary outreach and the ability to manage large programs in the newer sectors of interest under USAID/Lesotho's Country Program Strategic Plan, e.g. AIDS, family planning, NRMS, enterprise development and democratization/local governance.

#### (iv) Outreach and Linkages

In addition to the health and religious institutions identified above, umbrella organizations such as the Lesotho Council of NGOs and the Lesotho National Council of Women have the capability to reach large audiences through their member organizations. Others, like the Lesotho Chamber of Commerce and Industry and the Lesotho Teachers Trade Union, also have this potential. In the health and education sectors, the larger NGOs have very strong links to the GOL, which trains health worker staff and teachers and then provides subventions to the NGOs to run schools, hospitals and health clinics. Some NGOs have also established informal links with each other. The Lesotho Council of NGOs has established five working commissions to encourage linkages between PVO/NGOs working in similar sectors. These are Human Resource Development; Agriculture and Natural Resource Management; Business and Commercial Development; Disaster Relief; and Social, Economic and Political Concerns. It remains to be seen how effective these commissions will be, given the LCN's limited capacity to organize and support commission meetings and activities, and the resulting spotty participation of LCN members at commission meetings.

The only formal partnership arrangements identified during the course of the survey were between: the Near East Foundation (a U.S. PVO with no office in Lesotho) and DPE on a community-based integrated rural development project in a village in the mountains of Mokhotlong District; continuing start-up support to LCN from the USCC; and, a proposed partnership between CARE and WIB to provide small scale credit to women entrepreneurs.

#### (v) Financial Sustainability

Older NGO organizations working in health and education often have access to the financial resources of international parent or affiliate organizations and a diversity of donor funding. While they are currently experiencing significant donor and GOL reductions in funding, most appear to have sufficient resources to continue, albeit with reduced program levels. Fees for health, education and social services meet only a small fraction of most institutions' recurrent budgets. A measure of sustainability is the length of time some Lesotho NGOs have been in existence. Of the 25 interviewed, 14 are over ten years old, and four date from the 1960s (LNCW, LSF, Lesotho Red Cross and LPPA).

Most of the newer organizations interviewed had a diversity of funds and adequate financial management, but a few are supported primarily by a single donor or are having management problems (LCCI,WIB) and are therefore more vulnerable than others to loss of support. Many of the NGOs charge registration and annual membership fees (e.g. Lesotho National Council of Women, the Federation of Women Lawyers LCCI, LTTU, WIB, etc.), but these revenues

generally cover only a small percentage of annual operating expenses. Surprisingly the annual registration fee for the Lesotho Council of NGOs of M 250 per year seems too high for the services currently provided.

NGOs working in agriculture/natural resource management and rural enterprise are attempting to incorporate sustainable income-generation and small-scale enterprise into their projects with some measure of success (intensive production of vegetables and fruit, poultry, pig raising, bread making, weaving, sewing, etc.).

Given the economic climate in Lesotho and elsewhere in Africa, NGO development organizations, international PVOs, external donors and African Governments are all being forced to streamline programs and reduce recurrent budgets. However, for Lesotho NGOs to undertake new initiatives in sectors such as AIDS, family planning, enterprise development or democratization/governance will require significant donor inputs.

### *CONCLUSIONS AND RECOMMENDATIONS*

This section first presents general recommendations emerging from an overall assessment of Lesotho NGO capabilities and needs against the background of the country's social, economic and political environment. Then a second set of specific recommendations are organized around the sectoral focus areas identified in USAID/Lesotho's Country Program Strategic Plan for FY 1992-1996: Agriculture/Natural Resource Management; Health/Family Planning and AIDS/HIV; Women In Development; Democratization/Local Governance; and Enterprise Development.

#### GENERAL RECOMMENDATIONS

- ▶ It is important for donors to recognize that strengthening indigenous NGO capacity is a gradual and evolutionary process, with the emphasis on process. It has taken decades for religious and health institutions to establish wide-reaching programs in education, health and social services. The process in new areas of NGO sectoral focus--agricultural and natural resource management, AIDS and family planning, democratization/governance and enterprise development--can be expected to be similar, except in those cases where long-established institutions have the interest, institutional capacity and outreach to implement them. Donors, including USAID, must be prepared to invest in programs for up to ten years, before expecting nascent NGOs to develop sufficient institutional capacity to make measurable contributions in these areas.
- ▶ Modest increments of institutional support tailored to the specific needs of the NGO are considered the primary vehicle for building NGO capacity (management, technical, absorptive). Funding mechanisms are needed which do not put undue demands on NGOs (elaborate proposals, accounting and reporting requirements), which provide for relatively rapid disbursement of support funds, and which, where necessary, involve the funding agent in assisting the NGO with proposal preparation. Such support is management intensive, but the long-term return from this approach may well be higher than providing large grants to institutions too weak or unprepared to be program and project implementors. (Like long-term participant training, this kind of institutional support does

not present the kind of immediate cost/beneficiary ratios to be expected from actual implementation of health service or agricultural projects.)

- ▶ Should the Mission choose to increase support to Lesotho NGOs, it is recommended that the creation of a donor-supported external management unit be considered which would review and assist in grant proposal preparation, disburse funds and monitor expenditures and project outputs. Such an approach would shift the burden of management and fiscal oversight away from USAID/Lesotho to a unit able to ensure that incremental support is provided appropriately. The same management unit could also be responsible for overseeing much larger sub-grants to those NGOs (or PVOs) prepared to manage them.
- ▶ Incremental institutional support does not mean simply technical assistance and training. To establish initiatives in new sectoral focus areas such as agricultural/natural resource management, AIDS and family planning, enterprise development and democratization/governance, may require modest funding of staff secretariats and organizational infrastructure. USAID/Lesotho should not preclude this form of support where necessary.
- ▶ Partnering among Lesotho NGOs and among NGOs and PVOs working in similar sectoral areas should be strongly encouraged, especially where one organization has technical, management or financial resources that can be shared to help strengthen the other. Examples are the Near East Foundation's support of the DPE GROW Project, CARE's proposed partnership with Women in Business on a small credit program, and USCC support to several NGOs (including start-up management and financial assistance to the Lesotho Council of NGOs).
- ▶ Because the process of reforming GOL bureaucratic systems can be expected to take several years, during which time GOL outreach and extension programs are likely to remain less effective (and because the cost/beneficiary ratios and outreach potential of NGO programs are often quite favorable), PVO and primarily NGO outreach may offer one of the only effective means of implementing some critical services and programs.
- ▶ Given Lesotho's current move toward democratic government and the new habits and attitudes that will have to be learned, and the possible reversal of policy and program initiatives agreed upon with USAID and other donors, Mission support for PVO/NGO activities offers a reasonably dependable means of providing development assistance during transition.
- ▶ Political and social divisions and resulting tensions based on religious affiliation are a reality in Lesotho and must be taken into account explicitly in considering grant support to religious development institutions.

## SECTOR-SPECIFIC RECOMMENDATIONS

This section looks at each of the Mission's focus sectors, the experience that the study group of NGOs has had to date and the potential which it may have in an expanded involvement in a future USAID/Lesotho Country Program.

### **Agriculture & Natural Resource Management**

The NGO profiles reveal a cluster of 5 or 6 small NGOs (staff size under 15) working in community agricultural development, natural resource management and rural enterprise (integrated with health and family planning), and similar departmental efforts within CCL and the LCBC. The majority of the smaller organizations are performing effectively but would benefit from receiving technical and management training and strengthening of secretariat operations. Not surprisingly, there are successes among the smaller organizations (USCC, DPE, BMLC) that could be shared with the wider NGO/PVO community and over the next decade replicated widely throughout rural Lesotho. Also, since the PVO CARE is working in this area as well through its Rural Enterprise Promotion program, there may be future opportunities for NGO/PVO partnering and the development of a network among Lesotho PVO/NGOs in these sectors.

A key to rural enterprise development is the extension of credit to qualified small-scale entrepreneurs (especially women). Such programs are underdeveloped in Lesotho, perhaps because past experiments with credit programs have been unsuccessful (donor grants interfere with local perceptions of credit, fostering poor repayment rates and defaults on loans). However, small-scale rural credit programs in other countries in Africa have been successful, especially when tied to initial savings requirements and peer group management. (See the Kenya REP model, and small credit promotion under the Senegal PVO/NGO umbrella project.) It is therefore important to strengthen NGO efforts to extend rural credit, when warranted despite past difficulties.

Integrated community agricultural/natural resource management programs may also be an effective means of delivering health/family planning and AIDS education services. For example, the USAID/Lesotho AIDS Assessment emphasizes that program effectiveness is higher through small group interactions as compared to mass media campaigns.

### **AIDS and Family Planning**

Within this sample there were five NGOs with substantial countrywide programs and outreach (the Christian Council, Catholics Bishops' Conference, the Lesotho Planned Parenthood Association, the Lesotho Red Cross, and the Private Health Association of Lesotho). The USAID/Lesotho AIDS and Family Planning Assessments (February, 1993) examined whether these organizations presently have the capacity to administer new programs in family planning and AIDS/HIV. All except the Lesotho Red Cross are in a period of retrenchment serious enough to affect absorptive capacity. CCL will go from a staff of 89 to 20 by the year 2000; PHAL has had their secretariat reduced by more than half; and LPPA has suffered from a major reduction in donor support in the past 2-3 years, as well as from management problems. Thus

to expand AIDS education and family planning services through Lesotho NGOs, USAID should initially rely on the Red Cross while providing parallel technical assistance and incremental institutional support from AIDSCAP and FHI to the other interested institutions. See Section II.A.3 below on Lesotho-based U.S. PVOs for a discussion of CARE, World Vision and Save the Children, U.K. capacity to administer AIDS and family planning programs.

### **Democratization/Local Governance**

Six of the NGOs interviewed are involved in programs which promote decentralization, local governance and accountability in support of democratization (CCL, FIDA, LTTU, TRC, LCBC, LCN). USAID/Lesotho is currently supporting FIDA, and this group appears to have considerable potential for further program expansion. Within the next year USAID may have a clearer picture of the direction democratization will take in Lesotho, and the Mission may then wish to consider whether local NGOs working in this area might be supported to further the development of democratic processes at the national and local level. Of the NGOs working in these sectors, all would benefit from external technical assistance and management training as well as small strengthening grants for secretariat operations. Of the six NGOs listed above, only the Federation of Women Lawyers has the institutional capacity to expand its program over the near term.

### **Women in Development Activities**

Of the five organizations in this sector (WIB, FIDA, LNCW, CCL, LCBC), The Federation of Women Lawyers and the Lesotho National Council of Women appear to have the greatest potential for influence and outreach. LNCW, however, will require the formation of a paid secretariat before it can assume a greater role than simply fostering communication among its affiliates (which include some 20,000 women members). All of the above NGOs in this sector would benefit from technical assistance, management training, and institutional strengthening grants.

### **Enterprise Development: Micro- and Small-Scale**

As mentioned in Section II.A.2.a., "Sectoral Programme Scope," NGO involvement in this sector is weak because of management problems associated with the Lesotho Chamber of Commerce and other private sector oriented NGOs (LMA, LEA, WIB). It is still possible that the LCCI could assume a leadership role in the business community. However, the positions of Executive Director and Executive Officer are unfilled and two previous Executive Directors left after less than a year in that position.

An October 1992 evaluation of the organization (funded by UNDP) concluded that the Chamber appears to be "nothing but a 'club' of Basotho businessmen, the majority of whom are small traders." The organization has been losing membership and is unattractive to large, non-Basotho and foreign businesses. As a result, a number of business associations have emerged to fill the vacuum left by the Chamber. At the moment there are no other effective vehicles for promoting private sector development other than a German Agro Action Manufacturer's Assistance Project and its unstaffed NGO arm known as the Lesotho Manufacturer's Association. Women in

Business could potentially be an important contributor to women's business development, but it is currently operating with the support of a single donor, Catholic Relief Service, and trying to recruit a new executive director, so that its program sustainability is uncertain. The Lesotho Export Association exists under the donated services of the chairperson of Lesotho Save the Children, whose primary interest is the promotion of Lesotho weaving exports. Thus, the development of management and financial training programs for businesses, the promotion of market incentives and removal of disincentives, and export promotion are being neglected.

Nevertheless, the Chamber is represented nationwide, and still enjoys favor with many small and large business establishments. If the Chamber is able to address the problems of representation and adopt the recommendations in the UNDP evaluation, it can still become a strong institution.

### 3. Lesotho-Based U.S. PVOs: Profile and Assessment

#### *FINDINGS*

The Study Team interviewed the following seven U.S. PVOs operating in Lesotho as part of this assessment<sup>5</sup>:

CARE International  
World Vision International  
Save the Children Federation - U.K.  
Lesotho Opportunities Industrialization Center (LOIC)  
Adventist's Development and Relief Agency (ADRA)  
Near East Foundation (NEF)  
African Development Foundation (ADF)

The following presentation provides a brief summary of their individual programs in Lesotho:

#### CARE INTERNATIONAL

CARE's Basic Agreement was signed with the Ministry of Planning in 1968 and revised in 1989. CARE has two existing projects in rural enterprise promotion (REP) (\$400,000/Year), and a proposed project in REP (Phase II), a small credit programme for women entrepreneurs which would be partnered with, and help strengthen, the local NGO Women in Business. CARE also is seeking USAID/Lesotho funding for an AIDS/HIV education project through the Lesotho Football Association. CARE has a strong design, monitoring, and evaluation program and states that it could absorb A.I.D. funding on the order of \$1 million per year without significant alteration of its current management.

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<sup>5</sup> Winrock International was not interviewed in Lesotho for this study, although it is a U.S. PVO. While they are present in Lesotho, they are not operating their own program, but rather are a subcontractor to Associates in Rural Development on USAID/Lesotho's Community Natural Resource Management Project. Winrock was however, interviewed in the U.S. component of this assessment and is reviewed in the following sections.

## **WORLD VISION INTERNATIONAL**

WVI is a religious development and relief organization, with a large child sponsorship program and associated community development projects. They began operation in Lesotho in June 1987 and their international agreement with the Ministry of Planning was signed in September 1990. WVI currently manages project activities in the \$2.5 Million a year range. Their program focus has been primarily in the lowland areas where they have approximately 50 community self-help development projects associated with their student sponsorship programs. However, the World Vision approach has not been able to devote sufficient attention to community identification of needs or community building for development. The selected communities are receiving on the order of Maloti 7,000 per month (\$2,300) in financial and material inputs which may overwhelm efforts at building community self-reliance. WVI has an interest in expanding its Lesotho program focus into natural resource management and to extend its community development projects in the foothill areas

## **SAVE THE CHILDREN FEDERATION**

Save the Children U.K. began working in Lesotho thirty years ago and operates through specific agreements with its GOL ministry counterparts. The organization was registered through the law office in 1984. In the 1980s the program was dominated by two long-standing activities, The School Feeding Program (SFP) and sponsorships of children. These two programs are still important but SCF has now expanded into a variety of disability projects, motorcycle management for health workers, juvenile justice and a major food relief transport operation associated with 1991-1993 drought/food relief, with smaller activities aimed at disabled children, child rights and child health. The organization administers a total budget on the order of \$2 million a year, divided roughly among school feeding (25%), drought relief (25%) and other programs. Over half of SCF project activities are supported by private contributions for school sponsorships and school feeding. Since most activities are related to child relief and protection, they are not self-sustaining. Contributions from other donors are diverse, including UNCDF, WFP and ODA. Should SCF move into other sectors such as AIDS/HIV and family planning at the primary school level, they have an extensive nationwide network and state that they could manage new project funds on a scale of approximately \$100,000 per year.

## **LESOTHO OPPORTUNITIES INDUSTRIALIZATION CENTER**

LOIC is a localized affiliate of Opportunities Industrialization Centre (O.I.C.) International based in Philadelphia. It was founded in Lesotho in 1978 by O.I.C. International and began a five year development program with funds from A.I.D. The organization was registered with the GOL on September 29, 1989 and the constitution is currently being revised. The focus of activity has been on training of disadvantaged youths and adults in vocational-technical skills and small enterprise management. The organization's annual operating budget is approximately \$170,000, primarily from the Ministry of Trade and Industry. LOIC has several new and ambitious proposals but may not yet have the capacity to implement them without additional institutional support and strengthening. The organization has had problems in the past with accounting and fund mismanagement but now has a new management and accounting structure, and could benefit from strengthening grants. They are proposing to expand their current operations to include

electrician and auto-mechanical training, as well as funding for a poultry small enterprise inputs project.

### **THE NEAR EAST FOUNDATION**

NEF has an established partnership with the Development for Peace and Education (DPE), a Lesotho NGO, which was registered with GOL in 1986. NEF is supporting one small activity in community-based gardening, health, and family planning in a remote area of Mokhotlong District. The NEF contribution is on the order of \$50,000 per year for the next three years. However, the success of this project, known as GROW, means that NEF would like to see the project replicated in two other villages over the next six years at a cost of approximately \$0.4 million per year. NEF will also be exploring options for partnering with other effective local NGOs.

### **AFRICAN DEVELOPMENT FOUNDATION**

ADF is technically a U.S. Public Foundation set up by the U.S. Congress to support small-scale grassroots initiatives in Africa. ADF began operations in Lesotho in 1984 under a country agreement through the Ministry of Planning. ADF has a Southern African Regional Program (Zimbabwe, Zambia, Botswana, Lesotho) which receives roughly \$1.5 million per year from the U.S. Congress to promote community development activities. ADF has funded thirteen microenterprise projects in Lesotho since 1984, including candle-making, tapestry weaving, training and business start-up support for retrenched miners, a street vendors' business loan fund, a farmers' project to expand agricultural production to include both winter and summer crops, a soap making project, and the establishment of women-owned, individually managed home poultry businesses. The budget for ADF projects during the period 1988 - 1994 was on the order of \$450,000. ADF development assistance operates independently of A.I.D.

#### **a) Sectorial Program Scope**

The seven PVOs interviewed are either working in or have administered programs in the following sectoral focus areas of interest of USAID:

- AIDS and Family Planning: CARE (AIDS education planned start for 1993); Save the Children, U.K. (perhaps both AIDS and Family Planning, but not in the next year); World Vision (AIDS education only); ADRA (AIDS and Family Planning through it's church run schools).
- Agriculture and Natural Resource Management: CARE, NEF, ADF
- Education: World Vision, ADRA
- Democratization/Local Governance: CARE and NEF (indirectly through community agricultural/natural resource projects)

- Women in Development related areas: CARE (indirectly through its Rural Enterprise Promotion Project and through planned direct involvement with Women in Business on small credit); ADF (indirectly through support to women's enterprise development; NEF indirectly through the DPE GROW project).
- Enterprise Development - CARE REP (and planned small credit program with WIB); LOIC (business management training); NEF GROW project (community gardens and rural enterprise); ADF (support to small enterprise projects).
- ADRA and World Vision also emphasize Christian belief, self-analysis and transformation in the development process.

Although broad, PVO sectoral coverage is thin in several areas of interest to USAID. Lesotho PVOs have only recently begun to develop programs to address long-term economic sustainability, e.g. small-scale rural enterprise and access to credit, natural resource management, AIDS, family planning and local governance.

#### **b) Geographic Coverage**

- CARE: Village Water Supply (VWS) in the Central Region, and Rural Enterprise Promotion country-wide.
- World Vision: WVI activities are presently concentrated primarily in the lowlands of Lesotho, from Butha-Buthe to Mophale's Hoek. However, the organization is interested in expanding operations into the foothills.
- SCF: SCF has country-wide coverage for child sponsorships and drought/food relief. It focuses on mountain areas for school feeding, and construction of stoves and kitchens. SCF has an extensive network developed through the school feeding and food relief programs they operate. Under the school feeding program, the organization delivered circa 10,000 MT of food to 1,000 primary schools in 1992.
- LOIC: Primarily Maseru based.
- ADRA: Leribe District, northern Lesotho and Maseru.
- NEF: One community integrated rural development project in Mokhotlong District for approximately 850 people.
- ADF: Country-wide.

#### **c) Institutional Capacity**

##### **(i) Management Capacity**

- All the PVOs are tax exempt and duty free under their country agreements, except ADRA, which has had its application for tax exempt status before the Sales Tax Department since December 1987. The Department claims it grants tax exempt status only to organization working with the destitute.
- CARE's management capacity is the strongest of the PVOs operating in Lesotho. CARE has a staff of 20 including three expatriates and twelve Basotho professionals. Salaries for Basotho are in the top quartile of NGOs. Morale is good and staff turnover has been limited to one or two people over the last two years. There are six month and annual personnel evaluations. Workplans are set quarterly. Accounting is done by a fully trained accountant and account assistant using *Munsoft* an accounting software supplied by CARE/Manila which also does CARE/Lesotho's auditing annually. In the future, USAID/CARE agreements will be audited locally by Peat Marwick. There are eleven vehicles (three for the core office, eight for projects), eight computers, two copiers and a fax machine.
- WVI: Lesotho World Vision International has 31 paid staff, all of whom are Basotho, including a core professional staff of twelve and seven community development project coordinators. (Mrs. Nthunsi T. Borotho, who was the former Permanent Secretary in the Ministry of Health, joined WVI in October 1990.) The accounting department has a professional staff of six including an internal auditor and an assistant auditor. (The financial manager recently joined WVI and was formerly the Senior Accountant in the Treasury of GOL.) In addition, each project has two local, paid workers so that there are approximately 96 C.D. workers. Each project has a project committee made up of seven to nine locally elected people and the chief. They are responsible for deciding on the priorities of the project in their particular areas. Staff morale appears high, but project coordinators remain with the project for an average of only one and one-half to two years. Financial records are computerized on FOFS software. World Vision schedules external audits once very two years; internal audits are carried on continuously. Project committees are required to submit their returns for review monthly. WVI has six vehicles (including one recently stolen), only three of which are fit for project work. The office has five computers and two printers.
- SCF: SCF has 33 paid professional staff, seven of whom are expatriates. Twelve are assigned to school feeding, twelve to food (drought) relief, five to child sponsorships. Accounts have not been computerized. The current accounts manager started in April 1992, before which time the country director was doing the accounts. SCF plans to move to computerized accounting once the accounts manager has mastered the existing ledger system. The school feeding program is moving to computerized tracking. Peat Marwick conducted an audit in 1991. An internal audit was conducted in May 1992 using an SCF management accountant from London. Starting in 1993 all auditing will be done by an internal team from the U.K. Most Basotho staff have been with SCF for five years or longer; expatriates usually have two to four year postings and morale is generally high. The SCF Director, Mr. Bant Bryer has been with SCF in Lesotho for two years. The organization has 14 vehicles, five desktop computers, five laptops, a photocopier and a fax.

- LOIC has a staff of twenty including nine instructors and eleven individuals involved in administration. The executive director is in his second year with the organization and the Deputy Director, Mr. P. T. Lesela, is currently being trained in Canada and is expected to assume the Executive Directorship upon his return. The LOIC also has a new accountant in her second year. In addition to the instructors, there is one U.S. volunteer from the Foundation for Education Resource Mobilization on a nine month assignment who is providing staff training in resource mobilization. LOIC audits were conducted by Moteane & Company, which has recently merged with Ernst & Young Co. The most recent audit was in September 1992. The Executive Board now meets quarterly or more frequently. Quarterly reports go to OIC Philadelphia.
- ADRA has three paid staff in the central office and sixteen teachers. The director has been head of ADRA since 1988. The teachers usually stay with the organization for two or three years. The Mosotho project manager for the USAID funded Ag/Nutrition Thuathe III Matching Grant stayed three years. A church treasurer does the accounting using a computerized system. Auditing is done by the church once a year, and the last audit was in April 1992. Only USAID has required written quarterly reports, which go through ADRA International in Washington, D.C. The local ADRA director makes an oral report to the church twice a year. Staff morale is generally low. The organization has no vehicles and hires out transport.
- The NEF GROW Project has a director, an expatriate agricultural extension officer and two Basotho technicians. If the project were to be replicated elsewhere, the country director and extension officers would initially be split among the original and second phase community.
- ADF representation is limited to a part-time country liaison officer with a background in accounting, a secretary and a messenger. The liaison officer has limited time for the identification of potential projects, assistance in proposal development and monitoring of ADF funded activities. Bookkeeping is done by the liaison officer using a ledger system. Auditing has been done by Moteane Company and Peat Marwick & Co. Technical Assistance is hired on a short-term basis to assist with development of proposals. ADF's approach is to respond to grass roots requests for assistance. Radio is used to advertise ADF's assistance. There is a budget of about \$30,000 per year for assistance in project proposal development. No new projects have been identified for 1993/94. A recommendation has been made to establish a full-time ADF Liaison position. ADF has one vehicle.

#### (ii) Technical Competence

- CARE's professionals have strong technical experience primarily in rural enterprise promotion and village water supply.
- While the size of WVI's professional staff is impressive (17), the WVI Area Manager would like to see key personnel receive additional training in project management, project preparation, personnel training and project evaluation. Management at the community

level is the most difficult problem. Training for project coordinators is needed, as well as increased community development efforts.

- SCF is strong in child sponsorships, food relief and school feeding with additional technical expertise in health, child disability and juvenile rights activities. The country director is trying to develop Basotho staff capabilities since their responsibilities have been limited in the past. On-the-job management skills and technical training for staff are needed. All professional staff would benefit from a management skills course. Evaluation, reporting, and monitoring appears to need strengthening.
- LOIC technical capacity is weak, except among the vocational-technical instructors.
- The ADRA director is dedicated and interested in development (he has had some USAID-sponsored training in small-scale enterprise development) but the technical capability of the organization appears very limited.
- Management and technical capacity for the small DPE/NEF GROW project is high.
- The ADF Liaison Officer is a public accountant by training, and also serves as Treasurer to the Lesotho Council of NGOs.

### (iii) Absorptive Capacity

- CARE's current budget is approximately \$1 million per year with the capacity to administer perhaps another \$1-2 million/year, but not without additional long-term technical advisors.
- SCF is managing a program of around \$2 million a year, divided roughly among school feeding (25%), sponsorships (25%), drought relief (25%) and other programs. It appears that over the near term SCF could effectively implement new initiatives on the order of approximately \$100,000 per year.
- LOIC has very limited absorptive capacity. The organization has had problems in the past with administration, including fund mismanagement, but a restructuring took place two years ago with hiring of a new executive director and accountant. At that time approximately half of the staff were retrenched, and many of the personnel with experience left, although most of the trainers have been with the organization more than five years. As a result of these problems, LOIC lost opportunities from the Arab States Ag Fund in 1990 to assist LOIC graduates under an ILO self-reliance project. In addition, LOIC has been unable to make effective use of a USCC grant of approximately \$20,000. With the new staff now in place, morale is high and staff turnover low. The organization's operation budget is on the order of 500,000 Maloti (\$170,000) per year, primarily from the Ministry of Trade and Industry. LOIC has several new and ambitious proposals but probably does not yet have the capacity to implement them without institutional strengthening grants and the addition of long-term technical advisors.

- ADRA's absorptive capacity appears to be even more limited than LOIC's. Institutional support in the form of small strengthening grants would have to accompany any new initiatives.
- The absorptive capacity of the NEF GROW Project is limited by the degree to which the existing staff are able to transfer lessons learned to other rural villages. The expansion of GROW project activities to other valleys would require additional technical field staff.
- ADF's capacity is limited by its management structure which provides only one part-time liaison officer to identify and administer projects.

#### (iv) Outreach and Linkages

- CARE's Rural Enterprises Promotion (REP) project is linked with the program of the Ministry of Trade and Industry, and the Village Water Supply Project (VWS) with the Ministry of Interior. CARE's VWS work is in the Central Region and REP is directed at communities country-wide. There are proposed partnerships with Women in Business and the Lesotho Football Association. CARE has informal associations with Women in Business (WIB), the Lesotho Council of NGOs (LCN), the Transformation Resource Centre (TRC), the Federation of Women Lawyers, and Development for Peace Education (DPE).
- In September 1990, World Vision extended outreach to 50 lowland communities, and to over 15 - 16,000 children through 44 primary school sponsorship projects involving schools with 200 - 300 children.
- SCF has an extensive network developed through the school feeding and food relief programs they operate. (The organization's school feeding program delivered circa 10,000 MT of food to 1,000 primary schools in 1992.) SCF's outreach also includes the construction of stores and kitchens in remote schools, and the organization's school sponsorship program (circa 2000 secondary school students or five percent of Lesotho secondary school population and their families). They work closely with the independent NGO Lesotho Save the Children and the Lesotho Council of NGOs.
- LOIC outreach is limited to annual training completions and job placements; vocational training (70); management/business development (150); foreman training (60); and, vocational job placements (60). The proportion of job placements on completion as of March 1992 was 92 percent.
- ADRA has had to abandon food relief efforts in the South (Quithing District). The organization's infrastructure is in the north. Other activities are Maseru based.
- NEF has established a partnership with Development for Peace Education (DPE). Outreach is limited to one village in Mokhotlong District under the GROW Project. It affects 850 people directly, and potentially a valley population of four to six thousand. The proposed expansion to two other valleys would reach roughly 1,700 beneficiaries

directly. As a successful model for rural development in remote areas, it could have a significant influence on remote rural development programs in Lesotho.

- ADF's outreach is limited to project beneficiaries. The country Liaison Officer serves as Treasurer to the Lesotho Council of NGOs.

(v) Financial Sustainability

- CARE has a budget of approximately \$1 million/year. NORAD is the primary external donor. For the \$500,000/year Village Water Supply Project, 60% CARE, 40% NORAD, and for the \$400,000 per year Rural Enterprise Promotion Project 30% CARE, 40% NORAD. The REP project forms a component of the GOL's approach to small enterprise development and the GOL's commitment is demonstrated by a contribution in cash equal to eight percent of the total project costs, provided through the Ministry of Trade and Industry. The Village Water Supply Project is currently being re-evaluated to determine CARE's future role in promoting community maintenance of existing VWS systems and the recurrent costs involved. The proposed small scale enterprise credit program for women is intended to be self-sustaining. CARE's overall program is currently supported by a multi-year agreement with NORAD as well as CARE International funds raised through private contributions and a number of donors including A.I.D.
- WVI has approximately 50 community development projects (\$20,000/year) with a program cost on the order of \$1 million per year, associated with school sponsorship projects on the order of \$1.5 million per year. WVI is not lacking in financial resources, but WVI efforts to develop sustainable community development projects need strengthening through specialized training and technical assistance. All funding comes from private contributions.
- SCF has a total budget on the order of around \$2 million a year, divided roughly among school feeding (25%), drought relief (25%) and other programs. Over half of SCF project activities are supported by private contributions for school sponsorships and school feeding. Since most activities are related to child relief and protection, they are not self-sustaining. The improved school stove component and possible school woodlot activities would have value as sustainable natural resource activities. Contributions from other donors have been diversified, including UNCDF, WFP and ODA.
- LOIC has: an 18 month vocational-technical training program for 150 disadvantaged youth in carpentry, bricklaying, plumbing, sheet metal; and foreman training for the construction industry. There are over 1,250 applicants waiting for admission. (Entry fee is only M25.) There is also an entrepreneurial training wing in small-scale business skills for people who already have small businesses two weeks course heavily attended by government employees--88 graduates in 1992, especially the police. The GOL Ministry of Trade and Industry contributes the equivalent of \$170,000 per year and LOIC has a few minor income-generating activities. The organization also has a six month training program in brick-laying for retrenched miners, which received \$4,000 in 1992/93 from the EEC micro-projects fund. A 1988 management/business development component with

Private Agencies Collaborating Together (PACT) for \$35,000 Project was unsuccessful because of funds mismanagement; PACT withheld the last \$10,000 for lack of accountability. The organization has a new management and accounting structure and should be on a more financially sustainable footing.

- ADRA's operating budget is on the order of M90,700 (\$30,200) per year. The small scale/ag/health/community development project at Thuathe in Leribe District was funded by AID/W under the Thuathe III Matching Grant (Oct 88 - Sept 93; \$20,000 per year). According to the Director, despite the drought in 1992 and an ineffectual project manager, 40 - 50 people are moving toward self-sufficiency under the project. ADRA runs a secondary school with a 25 percent contribution from the Adventist Church and a 75 percent contribution from the community. They also run the Thetsane Medium School in Maseru (Church 50 percent, community 50 percent). The only revenues currently provided to ADRA are from school fees and church donations.
- DPE is the recipient of approximately \$50,000/year in NEF funds as a contribution to the GROW project over the period 1991 - 1994. DPE has a direct agreement with the Ministry of Agriculture. Also contributing to this project are EEC (\$18,000 for two years for early Village water supply) and German Agro Action (\$160,000 for three years). As part of DPE's program, the current GROW project has strong financial donor support. The GROW project is expected to be fully sustainable by 1994 with no external donor inputs required.
- Funding to ADF is provided through a special appropriation from the U.S. Congress. All ADF grants are meant to foster self-sustaining income generation projects. Success in Lesotho has been mixed. An evaluation of projects funded during the 1984 - 1988 period (Seshibe, N., ADF Reports, Nov. 89) considered two out of five income-generating projects to be successful.

## *CONCLUSIONS AND RECOMMENDATIONS*

This section presents recommendations emerging from the assessment of Lesotho-based U.S. PVO capabilities and needs against the background of the country's social, economic and political environment.

- ▶ Caution is in order when thinking of funding the current programs of several of the U.S. PVOs operating in Lesotho. As discussed in the following section on U.S. PVOs not operating in Lesotho, programs such as WVI and ADRA in particular, are carry overs from early and perhaps more outdated days in PVO program development. Operating in relative isolation, and with little emphasis on promoting self-reliance, these programs are not necessarily the best organizations in which to invest U.S. development assistance. In short. (See comment Page #5)
- ▶ Partnering among PVOs and NGOs such as that between the Near East Foundation and Development for Peace Education or CARE with Women in Business is highly desirable as a means of gradually building up the technical and management capacity of Lesotho

NGOs. Partnering arrangements allow NGOs which cannot meet AID registration requirements for direct grants to receive institutional strengthening or implementation of development activities through a registered U.S. PVO. The U.S. PVO may have an office based in Lesotho, or, as in the case of the Near East Foundation, a U.S. base with partnerships supported by the international program of the PVO.

- ▶ Stronger PVO/NGO links are needed between Africa-based training and applied research institutions, using institutional support grants to Lesotho PVOs and NGOs. Emphasis should be placed on training institutions in Lesotho, the Republic of South Africa and the Southern Africa Region.
- ▶ The use of an existing Lesotho-based U.S. PVO as administrator of sub-grants and manager of institutional support to Lesotho NGOs and PVOs is not recommended. The only PVO with capacity approaching that of a PVO/NGO umbrella external project management unit is CARE, which internationally has been an implementor of development and relief projects, not an umbrella grant manager. This point is expanded upon in Part III.B.2b below.
- ▶ PVO and NGO staff often develop a sense of proprietorship over their approaches to development and suspect outsiders of being naive. Thus they often are reluctant to hire and train new technical advisors and may also resent the arrival of new international PVOs working in similar areas of sectoral focus. The exception is when the advisors or international organizations provide technical services not currently available in-country, or where they fill gaps in sectoral focus areas not covered adequately by locally-based organizations. Thus, international organizations working in AIDS/HIV and Family Planning (FHI, CEDPA, Project Hope), or enterprise development (Technoserve, ATI, VITA) would be greeted more enthusiastically by the Lesotho NGO/PVO community than the arrival of a major PVO with no previous experience or knowledge of the Lesotho setting.
- ▶ Certain focus sectors of interest to USAID/Lesotho are not receiving sufficient attention from the GOL or the PVO/NGO community. Thus an umbrella project might well wish to attract international technical PVOs in AIDS, family planning, enterprise development and natural resource management.
- ▶ Professional staff of several PVOs and NGOs operating in Lesotho strongly supported the creation of the Lesotho Council of NGOs as a means of fostering communication and information exchange within the NGO/PVO community, and as a vehicle for joint initiatives in management training and technical assistance. However, concern was expressed that the LCN is trying to do too much too soon and it should avoid becoming a program implementor (e.g. drought relief, homeless children, World Bank Social Dimensions of Adjustment grants proposal coordination), focusing instead on: 1) strengthening the Council's sectoral focus commissions; 2) establishing NGO/PVO links and training programs (e.g. management training, accounting etc. as outlined in LCN's "Management and Technical Assessment Study of Non-governmental Organizations,"

November 1992); and, 3) information exchange through case studies, informal seminars and newsletters.

### **SECTOR-SPECIFIC RECOMMENDATIONS**

The following presentation looks at the potential for expanded involvement of Lesotho-based PVOs in USAID/Lesotho focus sectors.

#### **Agriculture & Natural Resource Management**

- CARE - A renewal of the Village Water Supply Program would cost approximately \$500,000/year. The cost of Phase II of the Rural Enterprise Project is estimated at approximately \$400,000.
- World Vision - Over the short-term WVI is interested in improving the quality of its 50 existing community development projects in income generation (poultry, sewing, knitting, etc.); infrastructure (roads, water supply); environment (reforestation); health (nursery and school immunization, nutritional status and medical checks, etc.). Over the longer term it would like to extend its program into the foothill zone. In addition, Mr. Leland Brennerman, WVI Project Development Officer for Southern Africa (World Vision/W) is interested in expanding their program in Lesotho, especially in natural resource management.
- SCF - The organization is interested in improved school stoves and agro-forestry/woodlots for schools.
- LOIC - LOIC has activities planned in support of agricultural inputs.

#### **Integrated Community Development**

- ADRA - The organization has a small scale agriculture-health-community development project at Thuathe in Leribe District funded by AID/W under the Thuathe III Matching Grant from Oct 88 - 93 at \$20,000 per year (AID/W central funding). The project was hampered by an ineffective manager and the 1992 drought, but the director is proud of the water projects (capping springs, excavating dams, at a cost of M7-10,000 each) and believes that despite the drought in 1992, 40 - 50 people are moving toward self-sufficiency. He would like to see this integrated agricultural development project continue. He also expressed interest in participating in reforestation efforts if ADRA were provided with land. He is interested in sunflower production with oil extraction from hand presses (CARE is doing this under their REP project).
- Near East Foundation - NEF wants the Project to be extended to two other valleys in Mokhotlong District. The current project affects approximately 850 people (75% women, 25% men). The new project would affect similar numbers of beneficiaries in two other remote locations in the district. The cost to do so is estimated at \$400,00/year for the next five years.

- African Development Foundation - ADF has been trying to expand agricultural production to include both winter and summer crops throughout the Mahlabachana Farmers Project (1989 - 94 \$61,000) and has also been supporting the establishment of individually managed home poultry businesses through the Thamae Women's Development Project (1989 - 92 \$26,800). Potential is limited to ADF's ability to identify new viable microenterprise activities.

### **AIDS and Family Planning**

- CARE - A modest AIDS/HIV education program is planned with the Lesotho Football Association at a cost of \$100 - 150,00 for three years.
- WVI - The organization could have significant AIDS and family planning outreach through their school sponsorship program and 50 community development projects.
- SCF - SCF has expressed interest in developing an AIDS/HIV program one - two years in the future.
- LOIC - Nothing planned.
- ADRA - ADRA is carrying out AIDS/HIV education and family planning through the Adventist-run church, clinics and hospital.
- NEF - Family planning is incorporated in the GROW Project and would be included in future community integrated development projects.
- ADF - AIDS education and family planning is not within the area of sectoral focus.

### **Democratization and Governance**

- CARE - CARE's involvement in democratization/local governance is limited to community decision-making associated with the proposed Phase II of the Rural Enterprise Promotion Project.
- WVI - Similarly, WVI activities in democratization/local governance are limited to improving its 50 community development projects.
- SCF - SCF has no further plans beyond current work in the area of children's rights (juvenile justice, disabled children).
- LOIC - LOIC has nothing planned in this area.
- ADRA - ADRA also has no activities planned in this area.
- NEF - One of the stated aims of DPE and the GROW project is to strengthen community governance, decision-making and self-reliance.

- ADF - Democratization/local governance is not within the area of ADF's focus.

### **Women in Development Activities**

- CARE - Many of the proposed activities under REP Phase II are oriented towards women (e.g. candle-making, rural bakeries). CARE is also proposing a small-scale credit program for women in partnership with the NGO Women in Business (\$500,000 for 2-2 1/2 years).
- World Vision - Many of WVI's income generation activities are directed at women (poultry, sewing, knitting, etc.). WVI also hopes to improve its women-oriented community development projects.
- SCF - The organization has no specific programs planned in this sectoral area.
- LOIC - LOIC would like to establish a vocational/technical education branch in the Southern part of Lesotho, to serve mainly the female participants in the remote areas of Quithing, Mohale's Hoek and Mafeteng. (The proposed cost is \$1.7 million over three years.) Funding from ILO/UNDP has been pending since 1987 and is in question. LOIC would also like to expand the Management/Business Development component of its program in Maseru in order to serve more women drop-outs from the junior high school system (46 women went through the program in 1992).
- ADRA - The organization would like to establish a center for small enterprises on ADRA property across from the New Bus Park in Maseru.
- NEF - Of the GROW project's 850 participants, 85 percent are women working on community development, gardening, health/nutrition and family planning. Extension to other valleys would affect similar numbers of women.

### **Enterprise Development**

- CARE - This is a primary objective of CARE's proposed REP Phase II Project and the proposed small-scale credit program for women.
- WVI - Approximately 50 community development projects have the potential for small scale enterprise development, but WVI needs assistance to move beyond traditional income generation activities (e.g. poultry, sewing, knitting, etc.) WVI would benefit from technical assistance in broader rural enterprise promotion (similar to CARE and the NEF GROW project), combined with assistance in small credit program management.
- SCF - Currently no activities planned in this area.
- LOIC - LOIC would like to expand the vocational training component by including electrician and auto-mechanical training. The organization would also like to set up a production unit for farm implement parts and household equipment as a basis for

cooperative and skills training for Basotho migrant workers. LOIC is also proposing a project to produce poultry feeding and drinking troughs for low income farmers (\$185,260).

- NEF - Rural enterprise development is an integral part of GROW Project activities.
- ADF - ADF has supported 13 microenterprise projects in Lesotho since 1984, including candle-making, tapestry weaving, training and business start-up support for retrenched miners, a street vendors' business loan fund, a farmers' project to expand agricultural production to include both winter and summer crops, a soap making project, and the establishment of women owned individually managed home poultry businesses. The budget for ADF Lesotho project during the period 1988 - 1994 was on the order of \$450,00. No new projects have been identified, but future ADF microenterprise activities can be expected.

## **B. U.S. PVOs not Operating in Lesotho: Profile and Assessment**

### **1. Introduction and Background**

#### **a) Purpose and Methodology**

The purpose of this section is to present findings, conclusions and recommendations related to Section A of the Terms of Reference, and specifically those questions pertaining to U.S. PVOs with no current program in Lesotho in order to determine, inter-alia, their potential interest in starting a program here. The set of TOR requirements examined in this regard were:

- ▶ To interview a sample of PVOs not currently operating in Lesotho but with significant African programs to determine their potential interest in establishing a program in Lesotho if funding were available. The requirement for PVOs to provide a minimum 25% funding from non-U.S. government sources was to be addressed. This task was to be undertaken through visits to offices of selected PVOs or, if appropriate, through questionnaires and telephone interviews. The contractor was to identify all PVO officials interviewed (A.6).
- ▶ To meet with U.S.-based PVO organizations including Interaction and PACT to solicit information relative to member PVO interest in potential program activity in Lesotho in USAID/Lesotho's focus sectors. To assess the level of support, including specialized training and other institutional building activities, that could be provided to PVOs/NGOs working in Lesotho (A.8).
- ▶ To assess potential for partnerships between U.S. PVOs and local NGOs to implement projects through sub-granting arrangement. Included in this assessment were to be both in-country PVOs and those that may have an interest in establishing a program in Lesotho in selected sectors (A.2).

A total of thirty U.S. PVOs with no current programs or projects in Lesotho were interviewed during the period February 15 - March 12, 1993 (see Annex D attached for PVOs contacted and

their profiles), including ten identified by USAID/Lesotho (suggested in the TOR) and an additional twenty by MSI (through its own contacts). While nearly half the U.S. PVOs identified for this study are resident in the greater Washington D.C. area, only three (InterAction, PACT, and Africare) were actually visited. Given the time available, it was deemed more effective to get as wide a sample as possible, and that the kind of information required could just as easily be obtained over the phone as through face-to-face interviews. Attached as Annex B is the questionnaire employed with each of these PVOs, and the basis upon which their profiles were prepared, as well as the findings, conclusions and recommendations that follow in Sections 2 and 3, below. However, before this presentation, a brief portrayal of the U.S. PVO community is undertaken to provide the context for the conclusions and recommendations made in this and the following section on management options.

### **b) A Typology of the U.S. PVO Community**

Any USAID Mission that seeks to encourage U.S. PVO participation in its country program needs an understanding of the PVO's development approach and methodology, as well as the effectiveness of the programs and services which it intends to undertake or provide. U.S. PVOs can be generally categorized into two groups: traditional voluntary agencies (VolAgs); and management and technical assistance organizations (TAO). A subset of the TA PVOs, which for a lack of a better appellation will be called "non-profit contractors," is also discussed. It does need to be clearly emphasized that these categories are not rigidly defined, and PVOs exhibit considerable fluidity as their missions and objectives evolve in what is far from a static world. On the other hand, the following topology is more than a set of generalizations, and in fact, provides a framework for assessing a given PVOs potential effectiveness and impact for undertaking a specific type of development task and/or project or program activity. There has emerged over the past thirty years, and particularly during the last decade, a discernable pattern within the U.S. PVO community, and one that has been driven both by financial considerations, and the increasingly accepted role of Northern NGOs in the development efforts of Southern countries. The following discussion provides further clarification of these PVO types.

#### **(i) Traditional Voluntary Agencies**

Voluntary Agencies are denoted by their long-term, programmatic approach to development with direct implementation of programs funded to a significant degree from private sources. Many VolAgs date back to World War II and were started for primarily emergency relief and rehabilitation purposes; later during the 1950s and 1960s, they developed social welfare and community development programs; and finally, evolved into more sophisticated development agencies, moving to indigenize their programs which have increasingly focussed on an integrated package of interventions at the local community level. A significant characteristic of these PVOs is the international nature of their funding with donor offices in more than one Northern country. When A.I.D. financing is sought it is in many instances, centrally or regionally-funded for the purpose of supporting a specific sectoral program in several countries (e.g. child survival or income generating programs). Centrally or regionally funded grants are generally made on a matching basis with the PVO providing a minimum of 25%, but more normally 50%, of total program requirements from non-USG sources.

Interviewed for this study and falling into the VolAg category were such PVOs as Catholic Relief Services (CRS), Plan International, and Save the Children Federation (SCF) - United States. Those with on-going programs in Lesotho that match this profile are CARE, World Vision, and Adventist Development Relief Agency (ADRA). Newer PVOs, i.e., dating from the 1960s and 1970's, with programs in Lesotho such as Opportunities Industrial Centers (OIC), or with no Lesotho program such as Technoserve and Africare, would also fall into this category, as their primary orientation is programmatic, long-term and with the intent of indigenizing their operations and treating them as national affiliates.

(ii) Technical and Management Assistance PVOs

Technical and management assistance (TA) PVOs normally operate on a short-term, project basis with the provision of TA and training based on support to programs of indigenous public, private and non-governmental organizations rather than starting up and implementing their own development programs. The characteristic that distinguishes these PVOs from that of the VolAgs, is the transfer of skills, knowledge and technology to intermediary institutions, rather than the direct implementation of programs that aim to reach the grassroots. As such, their presence in developing countries is defined by the capacity of the targeted host country institution to acquire the capability to undertake or provide a given program or service. The tendency of donors and PVOs alike has been to underestimate the timeframe needed to accomplish this task, thus turning what were intended to be shorter-term projects into what can be characterized as longer-term programs. In any event, the fundamental characteristic in this relationship between a USAID and a TA PVO is one of mutuality, in which both parties achieve their individual objectives through a process of collaborative development.

While private donations provide a significant portion of funding for these PVOs, an equally large amount comes from grants made by a number of official U.S. Government agencies including the Agency for International Development. As concerns A.I.D. funding for TA PVOs, grants are primarily made from individual USAID Missions. When a USAID decides to fund a PVO, the justification is made to a significant degree on whether the PVO's program will support the Mission's country program strategy. USAID funding of such programs is made with the understanding that the level and duration of these grants is limited, and corresponds to a discrete set of objectives which normally correspond to the strengthening of an indigenous institution(s). As noted above, the duration of such programs ends up longer than any of the parties initially anticipated. Unless USAID funding is continued beyond a project completion date, or the PVO can attract other donor funding, the activity will come to an end regardless of the host institution's capacity to provide sustainable and improved services.

Among the PVOs interviewed for this study which fall into the TA PVO category are organizations such as: Project Hope and the Center for Education and Population Activities (CEDPA) in health; Appropriate Technology International (ATI) and Volunteers in Technical Assistance (VITA) in enterprise development; World Education in non-formal education; and, Agricultural Cooperative Development International (ACDI) and Winrock International in agriculture. Finally, there are a significant number of PVOs, both old and new, which have specialized in the area of NGO institutional support. In this regard, such PVOs as Synergos, South North Development Initiatives, Private Agencies Collaborating Together (PACT) and

World Learning (formerly Experiment in International Living) have focussed a majority of their energies towards strengthening NGOs and NGO consortia through the provision of management assistance.

### (iii) The Non-profit Contractor

A subset of TA PVOs has gradually come to accept a role as the manager or implementor of USAID projects, with increasingly little ability or capacity to raise funding or to initiate their own programs in a targeted country or countries. These PVOs all started with a particular organizational mission, which included a sectoral expertise or specialization, and with a significant source of funding independent of USAID. For a number of reasons, including decreased private donations and/or a change in their mission, these PVOs have increasingly become specialized in the management of A.I.D.-financed projects. Without USAID funding many of these organizations would have ceased to exist some time ago. What distinguishes them from the larger category of TA PVOs is their almost exclusive role as executors of USG, and primarily A.I.D. projects, and perhaps in the near future, entire programs. In many ways these TA PVOs perform no differently than for-profit firms that exist exclusively to provide a USAID with a set of technical and management services that it can not provide itself. In short, TA PVOs have developed a specialized set of skills and experience which qualify them, with varying degrees of A.I.D. involvement, to serve as surrogate managers of A.I.D.-initiated and funded projects.

This portrayal of the Non-profit Contractor is in no way intended to be judgmental. The fact is that unless the demand for such services existed, there would be no such corresponding supply. The demand exists within the domain of U.S. foreign assistance because: 1) Congressional legislation has mandated greater collaboration with, if not direct support of PVOs; 2) there is an assumption that certain development activities are better suited to, or more appropriately carried out by, PVOs than for-profit firms; and 3) in many cases, it is easier, quicker and ultimately less expensive to traverse the A.I.D. contracting process using PVOs, through Cooperative Agreements or Grants, as executors of certain activities than it is for private firms or even A.I.D. itself. And finally, PVOs will readily point out that there is a fundamental distinction between any of their members and contracting firms that warrants different treatment by A.I.D. in its programming decisions. PVOs which fall into this category include New TransCentury Foundation, the International Cooperation Department of American ORT Federation, the Projects in International Development and Training Division of World Learning, Planning Assistance, and the International Executive Service Corps.

In conclusion, when assessing which U.S. PVOs to target for a certain type of assistance, or with the intention for selection to undertake a particular role, it is useful to have an idea of their backgrounds including their capabilities and skills.

## 2. Findings

It should be noted that the 30 PVOs interviewed for this study all have significant and current African development experience. They are all registered with A.I.D. as PVOs or non-profit

organizations<sup>6</sup>, except for two (Synergos and South North Development Initiatives) which are currently in the registration process. While the organizations interviewed for this study are by no means the only U.S. PVOs with African experience, they do represent a significant majority of the U.S. PVO community that has experience in working with indigenous NGOs, expertise in one or more of USAID/Lesotho's focus sectors, and extensive experience in working with A.I.D. as the recipients of grant assistance.

Findings are presented in terms of: (a) type of PVO, i.e., Apex organization, traditional voluntary agency, technical or management assistance organization including non-profit contractor; (b) sectoral expertise or specialization within the stated sectoral focus areas of USAID/Lesotho; (c) African experience and specifically, in descending order of importance Southern African, South Africa and Lesotho; (d) experience in working with indigenous NGOs either as partners or as targeted beneficiaries of specific programs or projects; (e) recipients of AID funding, through either Cooperative Agreements, Handbook 13 Grants (formerly Operational Program Grants) or Subgrants; (f) experience in A.I.D. umbrella project management; and (g) interest and capability (matching requirement) to open a Lesotho program. The following provides brief summaries of these individual aspects of the interviewed PVOs.

#### **a) Type of PVO**

Of the 30 PVOs interviewed, five are Apex organizations, seven are considered traditional voluntary organizations, and 23 have profiles that characterize them as technical and management assistance organizations. Of this latter group, it would be accurate to state that from one-third to one-half of these organizations act as non-profit contractors, i.e., bid on and are awarded grants, cooperative agreements, or contracts to manage A.I.D. projects. It would also be accurate to state that these organizations have become increasingly dependent for their survival on their ability to win these A.I.D. awards.

The Apex organizations (PACT, InterAction, NCBA, World Council of Credit Unions, and ACDI) are membership organizations and serve as representatives of and advocates for their members vis-a-vis public and private sector organizations, and in a range of different forums, both domestic and international. Except for InterAction, which represents virtually all of the U.S. PVO and Non-Profit community, the other Apex organizations are operational technical and management assistance providers and implement development projects in specialized areas throughout Africa.

#### **b) Sectoral Expertise**

Questions were asked of the PVOs to ascertain whether their programs or expertise fell within the sectoral focus areas of USAID/Lesotho, i.e., basic education, agriculture and natural resource management, and AIDS and family planning. In addition, respondents were asked whether they had programs in enterprise development and democratization. These latter two areas were added

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<sup>6</sup> The principal distinction between a U.S. PVO and Non-Profit Organization is the legal requirement (Section 501(c) of the U.S. Tax Code) that at least 25% of a PVO's funding come from the private and voluntary contributions, i.e., non-U.S. Government sources.

to acknowledge the emphasis placed on them in USAID/Lesotho's Country Program Strategic Plan. Of the 30 PVOs interviewed, eight have sectoral experience in AIDS; seven in population and family planning; eight in agriculture and related fields; nine in natural resource management; 15 work in the field of enterprise development; and, six PVOs have programs in the area of democracy and governance.

Findings show that a number of these PVOs, especially the traditional voluntary agencies have built up experience in more than one sector in line with their approach to integrated community development. As might be expected, the TA PVOs have opted for a strategy of specialization, and have thus focussed on building up expertise in one specific sector or sub-sector. Seven PVOs stated that their missions mandated specific support for women and/or had developed discrete projects to address women in development issues. In a similar vein, seven NGOs considered themselves to be either exclusively specialized in, or with a major emphasis on, NGO institutional development. None of the PVOs interviewed indicated that they had programs or expertise in the area of basic education, although five were directly involved in areas of non-formal and vocational education and literacy. Finally, in addition to the six PVOs with a stated mission or expertise in the promotion of democratization (InterAction, PACT, African American Institute, World Learning, Synergos, and SNDI) another dozen PVOs felt that their work with strengthening indigenous NGOs as a means of increasing grassroots participation in local and national development should also be considered in the domain of democracy and governance.

#### **c) Relevant African Experience**

Information was solicited to determine both previous PVO experience in Africa as well as their current presence in the Subregion. Specifically, the study team wanted to gain a better understanding of PVO knowledge of the Southern African context including their ability to start-up and support programs there. Questions were asked to determine whether the PVO had South African, as well as Lesotho experience. South African experience and presence were deemed particularly important, as the ability to initiate and sustain program or project activities from South Africa was considered a realistic alternative to undertaking the tasks from Lesotho itself. Only two PVOs had no Southern African Experience, and 21 currently have programs in one or more Southern African countries. Thirteen PVOs have had South African development experience, and some eight of these currently have on-going programs of one sort or another in South Africa. Nine PVOs have had project or program activities at one time or another since 1980 in Lesotho, and one (Africare) actually has a signed Country Agreement with the GOL to start up a Lesotho program.

#### **d) NGO Experience**

In addition to the nine PVOs noted above that considered NGO institutional development to be either their overall organizational mission or a significant program component, all other PVOs have worked with indigenous NGOs in some manner of collaborative development in one or more of their country programs. Traditional VolAgs were much more likely to focus institutional strengthening with local organizations at the grassroots level where their program activities take place, and where such organizations offer the best means for channeling local participation into their programs. There does appear to be a trend among many of the VolAgs to begin looking

for ways to work through local NGOs in order to support grassroots community development. Some like CRS, now have stated mandates to strengthen local partners to carry out development programs rather than through a direct role in program management and implementation. The Cooperative Development Organizations<sup>7</sup> (CDO), such as NCBA, and WOCCU work almost exclusively now with either credit union or cooperative movements in Africa. This was not always the case, however, and reflects the major changes in privatization that have taken place in many African countries over the past decade. Indigenous cooperative and credit union movements on the one hand, and parastatal agencies on the other, have increasingly been given independence and autonomy from government organs set up to control their activities. As such, the CDOs have come to play a much greater role in the direct provision of technical assistance and training for the institutional development of these essentially newly reborn NGOs. The experience with the TA PVOs demonstrates a similar pattern of increased work with non-governmental organizations throughout Africa. This is a direct outcome of African governments all over the Continent reducing their roles in economic, social and political life due to economic crisis, donor requirements and internal demands. With a decreased government capability to provide public services, an increased role for the private, including NGO sector in service delivery in particular and national development in general has taken place. This has meant an increased emphasis among U.S. PVOs to target their local counterparts for long-term support.

#### **e) A.I.D. Recipients**

Except for the two newest U.S. PVOs, Synergos and SNDI, all other PVOs interviewed have received A.I.D. funding at some point over the past ten years, and virtually all of them are the current recipients of either a Grant or Cooperative Agreement (CA). PVOs are either funded from AID/W for some type of regional or worldwide initiative, or from individual USAIDs for support of their country programs. Traditional VolAgs with on-going programs in a given country, or with the intent to start-up a program, are far more likely to receive funding through a Grant than a Cooperative Agreement, as the former carries with it less A.I.D. involvement in program implementation than does a CA. A noticeable trend since the early 1980s has been the increased use of the Cooperative Agreement instrument for the funding of PVO activities, because it provides USAID's with a means to become far more involved in program or project implementation than a grant. This reflects the overall decline in VolAg programs and A.I.D. support of them, and a corresponding increase in TA PVO funding which indicates PVO programs in support of indigenous NGO programs and/or the use of U.S. PVOs to support USAID country programs. In short, the U.S. PVO community has extensive experience in working with A.I.D. funding under the full range of contracting instruments, and thus, has the knowledge and skills to comply with the corresponding requirements that go with this funding.

#### **f) A.I.D. Umbrella Management**

As the "Umbrella" project model is under consideration as a possible management mechanism for use in the Mission's country program, it was deemed useful to determine how many of the

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Cooperative Development Organizations are actually another category of the U.S. non-profit, non-governmental PVO community with their own distinct registration classification and status with A.I.D. There are a total of seven CDOs known as the "Seven Sisters."

PVOs had experience with this model, either as recipients of subgrants, or as managers of resources made available by A.I.D. in support of PVO/NGO activities. Six of the PVOs interviewed (PACT, ORT, World Learning, World Education, TransCentury, Planning Assistance) have served in the capacity as managers of Umbrella projects since the launching in 1983 of the first two Umbrella projects (Senegal and Zaire) in Africa. In addition, CARE and WWF-US have participated in a consortium (with World Learning) responsible for the management of a regional Umbrella project (PVO/NGO NERMS). It should be noted that Planning Assistance, while having significant African experience, has had its experience in Umbrella management in Bolivia. Several of these PVOs have in fact managed more than one Umbrella project (PACT, TransCentury and World Learning) and it appears that two new Namibian Umbrella projects (one in basic education and the other in natural resource management) currently in the competitive stage will go to one of the eight PVOs noted above (most likely World Education and WWF-US respectively). With the exception of CARE and WWF-US, the management of Umbrella projects have mainly fallen to the TA PVOs and particularly what has been termed in this study, the non-profit contractors.

An additional ten of the PVOs interviewed (Winrock, CARE, ORT, Save-US, WWF-US, NCBA, World Education, VITA, Africare, and CRS) were the recipients of subgrants from Umbrella projects, whether managed internally by a USAID (co-finance model) or by a PVO intermediary (external management model). In summary, then, there is fair experience in both the management of Umbrella projects and in the receipt of subgrants from them within the US PVO community.

#### **g) Lesotho Program Interest and Capability**

The only PVO not really interested in the start up of a program or project in Lesotho was Save the Children Fund-US for the obvious reason that its sister agency was already here. The interest from the remaining 29 PVOs ranges from: the possible start-up of a long-term program (Plan International, Technoserve, and Africare); to a more limited and defined activity in relation to the provision of technical or management assistance in one of USAID's focus sectors, and in conjunction with a local NGO partner (Heifer Project, VITA, SNDI, Project Hope, and others); and, to the expressed interest in the management of an Umbrella project should one eventually develop (TransCentury, World Learning, ORT and PACT). Many of the PVOs saw a potential Umbrella project as an opportunity to establish (PLAN and Africare) or re-establish (IESC) both a program and a presence, not just in Lesotho, but in Southern Africa in particular, and Southern Africa in general. In fact, many of the PVOs formulated their answers within a "strategic" long-term framework which built heavily on the anticipated changes to take place in South Africa. This was found to be an interesting finding and perhaps one that could eventually work to the Mission's and Lesotho's advantage.

With a few exceptions, the overwhelming response from the PVOs, in terms of their starting new programs here was that it would require USAID/Lesotho financial assistance. Whether thought of as an incentive or as the means for their participation in USAID's program and Lesotho's development, there will need to be significant funding for new program start up. The contractor team did not get the impression that PVOs were unwilling to contribute to start-up activities but rather that, as in every other facet of American life, times are tough for PVOs too. For those

PVOs which would consider a programmatic, as opposed to a project, role in Lesotho, providing a 25% match seemed to be doable from their perspective. For those PVOs envisaging a technical assistance role in which they were working to strengthen the capacity of a local partner, many thought a 25% match was too high. The PVOs which were interested in the Umbrella management role did not feel that a match was required for what they considered obvious reasons.

### 3. Conclusions and Recommendations

#### a) **Conclusions**

The overwhelming conclusion of this study component is that the great majority of U.S. PVOs interviewed would be keenly interested in further exploring a developmental role for themselves in Lesotho. Matching this interest is a corresponding set of skills and experience that could potentially make a valuable contribution to Lesotho's development efforts and USAID/Lesotho's country program. The findings clearly indicate that U.S. PVOs: (a) possess sectoral competence in those areas of Mission focus; (b) have a long track record of effective program and project management, including innumerable A.I.D.-funded activities; (c) have demonstrated extensive experience in working with indigenous NGOs as both partners and as the providers of technical and management assistance to build indigenous institutional capacity; (d) are extremely familiar with and have a significant presence in the Southern African Region in general, and South Africa in particular, with a not inconsiderable knowledge of Lesotho; (e) have wide-spread experience in working with A.I.D. under a range of contracting arrangements and in numerous collaborative development efforts, including participation in Umbrella projects in both a management capacity, and as the recipients of subgrants; and finally, (f) have expressed an honest desire, if modest capability, to contribute to the overall costs of a Lesotho program or project.

As public and private sector institutions have and continue to undergo major restructuring in the face of changing world circumstances, so too is the U.S. PVO community. Gone are the days of generous donations from private contributors to PVO programs. There is less money and thus more competition for the reduced pie that is left. Official funding under the FAA, and particularly the DFA, has become a much greater source of PVO program funding than ever before. At the same time, NGOs in the "South" and their "Northern" partners have begun to define a much different relationship for both parties in the development efforts of Southern countries. These trends and patterns should not be overlooked when assessing the Lesotho development context and the role of U.S. PVOs in it. The conclusion, or writing on the wall, if you will, is for a supportive rather than a lead role for U.S. PVOs. The old days in which traditional voluntary agencies came to set up and implement their own programs is a decreasing phenomena in the developing world. This is reflected in the small number of VolAGs that are actually left, or that continue to operate as in the past. The flip-side to this is of course the tremendous growth of the TA PVOs, and as an extreme, the non-profit contractors. This evolution of the PVO community is not an accident, and in devising Umbrella projects, the role of U.S. PVOs should be crafted accordingly.

## b) Recommendations

Given the above, the real issue then turns to what should be the proper role of U.S. PVOs in an Umbrella project should one develop in Lesotho. While this issue is very much tied to the overall shape of the future USAID/Lesotho program, there are a number of recommendations related to the PVO role that can be made based on previous experience, and are thus presented below:

- ▶ Whatever decision the Mission finally makes concerning the future of a PVO/NGO Umbrella project, it is suggested that U.S. PVOs interviewed for this study should be kept informed accordingly. They evidenced a genuine interest (see attached documentation sent by interviewed PVOs) in Lesotho and this study's objectives, and gave generously of their time in responding to questions. Many of them indicated a desire for a copy of the final study report or, at a minimum, a debriefing following the completion of the study. Many of them as well were willing to provide input into the design process, should the situation evolve to that extent. The study team agrees with these requests and encourages the Mission to consult with PVOs and keep them abreast of relevant decisions. Such a collaborative and consultative process with potentially important actors in an Umbrella project is consistent with the DFA legislation and the principal recommendations coming out of the PVO/NGO Initiatives Project (PIP) Desk Study on Umbrella Projects<sup>8</sup>. Finally, it is suggested that InterAction be used as the forum for informing PVOs of evolving events. It could also serve as the proper venue for a discussion with interested PVOs concerning Lesotho, including the suggested debriefing at some point following this assignment.
- ▶ Except in limited cases, it is recommended that U.S. PVOs participate in project activities as partners to Lesotho NGOs providing the range of technical and management assistance already pointed out and discussed above. Where there are either few indigenous NGOs, or little or no indigenous experience in a USAID focus sector or subsector, (e.g., enterprise development and AIDS), then this could justify the funding of start-up costs of a full-fledged PVO (VolAg) country program. Otherwise, promoting the concept of partnerships between a U.S. PVO, and one or more Lesotho NGOs, makes the most sense in terms of cost effectiveness and the expertise PVOs have to offer. Such a role as defined here is consistent with recommendations of the PIP Desk Study and readily demonstrable as a model in USAID/Malawi's SHARED Project, which has a similar set of local conditions to that of Lesotho.
- ▶ As a corollary to the above recommendation, it is recommended that a major purpose of a Lesotho PVO/NGO umbrella project be to strengthen the institutional capacity of indigenous NGOs to provide services in key USAID focus sectors. U.S. PVOs would be a primary resource to provide relevant technical and management assistance for Lesotho NGO capacity building. Having this as one of the project's purposes would in no way

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<sup>8</sup> See, Anne Drabek and Jonathan Otto, "Designs for Collaboration: A Study of PVO/NGO Umbrella Projects in Africa, September 1992, Submitted to: the Office of New Initiatives, Bureau for Africa, by the PVO/NGO Initiatives Project.

detract from the PVOs and NGOs becoming the primary implementors of future projects in the Mission's portfolio. It argues for a two track approach to future programming in Lesotho, and offers the greatest opportunity for sustainability in individual projects and an overall program that aims at achieving impact at the "people" or grassroots level.

### **C. Other Donors in Lesotho**

The study team interviewed officers handling NGO matters at the three primary multi-lateral donors with programs in Lesotho, namely: the European Economic Commission (EEC), the United Nations Development Program (UNDP), and the United Nations Children's Fund (UNICEF). Discussions were also held with representatives of three bilateral agencies: the Overseas Development Administration (ODA) at the British High Commission, the Republic of Ireland, and Canadian International Development Agency (CIDA) at the Canadian Embassy. In addition, interviews were conducted with three international Volunteer organizations operating in the country, i.e., the U.S. Peace Corps, World University Service of Canada (WUSC), and, the Irish Agency for Personal Service Overseas (APSO). Finally, one major international NGO, German Agro-Action (GAA) which functions primarily as a donor supporting to two major Lesotho NGOs, was also contacted.

The purpose of these interviews was to gain an understanding of: (a) other donor experience and approaches to working with NGOs in Lesotho, (b) the nature and extent of their support to them; and, (c) their medium-term plans for continued assistance. Volunteer organizations and international NGOs were included under the donor category as their primary orientation is the support of host country institutions, public and private, through the provision of financial and/or technical assistance. The following two sections discuss the principal findings and corresponding set of conclusions and recommendations for this study component.

#### **1. Background and Findings**

##### **a) The Multi-laterals**

All three of the multi-lateral agencies interviewed provide significant funding to NGOs working in Lesotho. They also indicated that they did not envision any decrease in funding levels over the coming five years. Of particular note was that both UNDP and the EEC have recently launched (within the last year) major projects, complete with their own external management units, whose primary purpose is to make grants to NGOs and local grassroots community organizations. This is a significant finding, not only for the fact that such projects exist, but because they are funded by organizations whose mandate is to work solely with host country governments with funding to designated governmental implementing agencies. Brief summaries of these two projects are provided below.

##### **(i) UNICEF - Lesotho**

UNICEF works in primary health care, including nutrition, education (distance teaching), and social mobilization. It has financed a number of NGOs including the Conference of Catholic Bishops and Jareng under its small projects program targeting vulnerable groups (women and

children). It is currently funding the Lesotho Federation of Women Lawyers (FIDA) with a four year grant (1992 - 1994) that covers training activities. It funds activities as diverse as immunization campaigns through the Boy Scouts and environmental education programs with church run schools. Unicef is the principal donor of Development and Peace Education (DPE) and was one of the early supporters and funders of the Lesotho Council of NGOs. Unicef continues to fund certain discrete activities of PHAL, but its funding to this NGO has decreased significantly over the past few years.

(ii) European Economic Commission

The EEC has been funding NGOs for several years directly from its "European Development Fund," (EDF) which currently runs at about \$1.1 million per year. While its initial support was to NGOs from within its member countries, this has broadened considerably to include local Lesotho NGOs. EEC support to NGOs is mandated by and flows from the Lome 1 and 2 Conventions, and especially the latter which stipulated explicit support for grassroots initiatives. Last year EEC decided that it would set up a Micro-Projects program to be managed by an external, expatriate-run "Micro-projects Management Unit" (MMU), which provides grant funding for grassroots initiatives. The primary reason for setting up what is essentially an "umbrella" management unit, was to decrease the administrative burden of funding numerous small-scale grassroots activities and simultaneously increase the support for and attention paid to such initiatives. Of particular note is that while NGOs are not the intended beneficiaries of the Program, they have become the primary recipients of grant funding in their capacity as intermediaries supporting local community groups. In addition to the \$1.1 million in EDF funding, it appears that an equivalent amount of counterpart food aid funding will also be put through the MMU. It is EEC's intention that the MMU manage all funding for Lesotho except that going for the Highlands Water Project. Ireland is the principal donor of the MMU.

(iii) United Nations Development Program

As in many other countries, UNDP has taken a lead in the promoting NGO activities, including direct grant assistance to a number of Lesotho NGOs (e.g. Lesotho Manufacturing Association, Women in Business, the Miners Development and Welfare Association, Lesotho Homemakers Association and Lesotho National Council of Women), as well as providing the Lesotho Council of NGOs with a grant to cover start-up costs of its secretariat. In fact, it has undergone a major shift in its policy, redirecting significant funding away from government to NGOs. This can be seen most clearly in the commencement of its newly funded "Grassroots Initiatives Support Project" (GRISP). As the name implies, GRISP is an activity that focusses on stimulating and supporting local community initiatives through grant funding of village development committees and their NGO partners. This project is run from a project management unit attached to the Ministry of Planning and headed by a UNDP-funded technical advisor, with twelve UN Volunteers (one for each district and two at rural training institutions) and some 30 field workers. The primary difference between GRISP and the Micro-Project Program is that it is intended to work through the GOL's "decentralized" administrative system with all proposals emanating from village development committees (see Attachment 2, for details). The initial micro-fund is \$600,000 which is to be reviewed after 18 months in order to determine the actual needs and absorptive capacity of the VDCs.

#### (iv) Other Multi-laterals

While the World Bank has no office here, it has funded (loaned) a range of development activities of which the Small-scale Industrial Project (SSIP), co-financed with UNDP, is aimed at stimulating microenterprise activities in the informal sector, and using NGOs to serve as intermediary agencies, identifying and assisting different enterprises to develop loan applications to receive credit. Likewise, the International Fund for Agricultural Development (IFAD), has developed the Lesotho Investment Support Project (LISP), which targets the poorest of the poor for the receipt of small loans for income generation and enterprise development. The IFAD is currently looking for an international NGO to manage the project which will reach the poor through NGOs and local organizations. The United Nations Population Fund (UNFPA) and the World Health Organization (WHO) both provide modest support for NGO activities in the areas of family planning and AIDS, as does the World Bank.

#### b) Bi-lateral Donors and Volunteer Organizations

From the discussions held with CIDA and ODA representatives, it was apparent that these two bi-lateral agencies (run by embassy staff out their respective High Commissions) were both decreasing funding to Lesotho, but at the same time, increasing their targeting of NGOs as recipients of development assistance. Most of CIDA's funding is managed by a Canadian NGO, the Canada Fund, and the World University Service of Canada, a Canadian volunteer organization. Both CIDA and ODA provide a significant proportion of their NGO funds to their own national NGOs, (e.g. Plenty and Save the Children-UK). CIDA has provided significant funding to LCN, through the Canada Fund for a number of discrete activities, (e.g., a needs assessment and a directory of NGOs). The Embassy of Ireland funds very few NGOs directly, rather channeling funds through the Micro-projects Program discussed above. In addition, an interview was conducted with German Agro-Action, a German NGO which provides a significant amount of German development assistance in Lesotho through its funding of the: Lesotho Manufacturing Association (LMA) and the Rural Self-help Development Association (RSDA), both NGOs.

The three international volunteer organizations noted above (Peace Corps, WUSC and APSO), all provide volunteers to NGOs as well as government agencies. Peace Corps, which has 115 volunteers in Lesotho, has an important business and enterprise development program with some eleven volunteers assigned to a number of NGOs (i.e., Lesotho Opportunities Industrial Center, the Chamber of Commerce, Thusano Trust, LMA, Women in Business, Lesotho Exporters Association and Lesotho Exporters Association), parastatals (i.e., Business Enterprise Development Corporation and Business Advisory Promotion Service) and the University of Lesotho (i.e., the Business Training Division of the Institute of Extra Mural Studies and Student Enterprise Program of the Agriculture College). Furthermore, there are volunteers working in a number of relief, rural health and NRMS activities assigned to CARE - Lesotho, the Lesotho Council of NGOs, and the Unitarian Service Commission of Canada. APSO has some 20 volunteers which are assigned to NGOs and Church organizations working in social welfare and relief activities, (e.g. disabled, women and children). WUSC has 25 volunteers working in education, agriculture and human resource development sectors. It has several volunteers assigned to Church run schools.

Based on the interviews with the above noted donors, the following findings are presented:

- ▶ There has been and continues to be a significant amount of donor funding of NGOs, international and local. Multi-lateral funding in support of NGO activities is not expected to decrease over the medium-term (five years), while bi-lateral support to NGOs will probably remain the same, although their overall country programs are expected to decrease (more funding to be re-directed to South Africa, NIS, Eastern Europe, etc. and less of what is left going to the Government of Lesotho).
- ▶ Contrary to expectations, the multi-laterals seem to have demonstrated far more flexibility and creativity in funding NGO activities and demonstrating a commitment to the long-term support of NGO programs than the bi-laterals.
- ▶ Volunteer organizations have been important sources of technical assistance to Lesotho NGOs and are interested in increasing such assistance providing the NGOs have "real" jobs for their volunteers and can provide them with some degree of support.
- ▶ While there are relatively large amounts of donor funds going to NGOs, there is little funding for start-up costs and institutional development of indigenous Lesotho NGOs. Most funding is for discrete project activities which are easily measurable and visible. There are only a few donors taking a long-term approach to the development of a viable NGO community in Lesotho.
- ▶ International NGOs have played lead roles in the management of their respective countries development assistance programs, including grant-making and technical assistance to Lesotho NGOs.

## 2. Conclusions and Recommendations

### a) **Conclusions**

Donor assistance to Lesotho in general, and NGOs in particular, has been extremely generous, (if not out of proportion when compared to regional needs), and from all indications donors will continue to play a significant role in the country's development. A trend that is being witnessed throughout Africa, and no less so in Lesotho, is the increasing willingness of donors to move away from the exclusive funding of government institutions and programs and to begin making serious and long-term investments in NGOs and their programs. A number of problems normally arise during the initial phase of this process, and are evidenced in Lesotho as well. The following examples are provided:

- ▶ Given the fact that there are often few capable indigenous NGOs with proven track records early on in the development of an NGO movement, those that do demonstrate impact and effectiveness are often inundated with funding offers from a multitude of different donors. This situation of too many donors chasing too few strong NGOs, is a big problem in Lesotho, and is also evidenced in a lack of donor coordination which could, to a significant degree, help to avoid such duplication.

- ▶ An accompanying phenomenon seen here is that most donors prefer to fund discrete project activities, or a series of them, rather than look at a long-term package of assistance to NGOs which would include a significant component of institutional support. Donor funding for the institutional development, including essential operating costs of newer and younger NGOs, is seldom considered as a necessary or desirable component of their assistance. This attitude is not, however, consistent with previous donor habits, considering that for some 25 to 30 years such "institution building" costs for their government partners has been the center of most donor's development strategies.

While there is significant funding for NGOs coming from other donors, and particularly the multi-laterals, there is still ample room and plenty of need for a program of targeted support for NGOs, and particularly, Lesotho NGOs working in the Mission's focus sectors. Such a program should be conceived of in strategic rather than tactical terms and be focussed on developing indigenous institutional capacity, an area not currently being supported by other donors.

#### **b) Recommendations**

The following recommendations are readily discernable from the above noted findings:

- ▶ Given the significant funding that other donors are already providing to NGOs working in Lesotho, USAID is encouraged to consult closely with them during the design of a possible PVO/NGO support project. Particular attention should be paid to the GRISP and Micro-Projects Programs discussed above, which are employing different intermediary models (NGOs versus village development committees) for reaching grassroots communities. In addition, each of the two donor financed programs have already developed selection criteria and a system for the selection and approval of grantees and projects. In short, there is valuable information to be gained from these on-going activities.
- ▶ As a corollary to the above recommendation, it might be politic to provide the concerned donors with a summary of this report with an indication of what will be the next step, if any.

#### **D. Government of Lesotho**

##### **1. GOL Policy Towards PVOs/NGOs**

As noted in Section II A.2, Lesotho NGOs: Profile and Assessment, the GOL has been supportive of NGO/PVO activities. This is, to a large degree, a function of the tremendous role that NGOs, and primarily the churches have played since colonial times in the provision of education and health services. Additionally, and in line with trends taking place throughout Africa, the Government of Lesotho continues to reduce its role in managing the economy, including the provision public services. A combination of economic crisis, donor requirements, and internal demands on human and financial resources, has curtailed public service delivery in both urban and rural areas with the latter being the hardest hit. GOL recurrent budgets to support health, education and social services are currently fixed or declining for a variety of reasons,

including the effects of miner retrenchment and drought on the economy, and higher central government and military expenditures. These conditions make it difficult for the GOL to expand and extend programs.

The GOL response has been to give NGOs, local and international, strong government backing. Registration of NGOs is not difficult and most NGOs operate with relative freedom and GOL encouragement. In fact, the GOL depends heavily on NGO-government partnerships in health, education and social services, including subventions to the major NGOs working in these sectors. However, as mentioned previously, even these subventions are being markedly reduced. Many GOL professionals recognize that GOL bureaucratic systems, including those responsible for public services, are in need of reform, and that this process can be expected to take several years to initiate and complete. For the foreseeable future then, GOL outreach and extension programs will continue to be of limited scope, thus placing increased importance on NGO programs. While NGOs should not be seen as an alternative service provider in health, education and agricultural, their collaborative role has increasingly been sanctioned by Government.

## 2. Registration and Legal Status Requirements

### a) **Lesotho NGO Registration**

NGO registration is a straightforward process with responsibility vested in the Law Office under the Ministry of Law, Constitutional and Parliamentary Affairs. The Law Office provides a set of guidelines for registration which are drawn from the Societies Act of 1966, Section 14. Registration, if done through a lawyer (which is the normal practice), costs a minimum of Maloti 400 for attorney's fees, and takes approximately one month. The actual registration fee with the Law Office is Maloti 10 (\$3.25) with an annual renewal cost of Maloti 4. Once registered, an NGO may seek tax exemption through the Department of Sales Tax under the Ministry of Finance, and an import duty concession through the Customs and Excise Department. Many of the newer NGOs have had difficulty obtaining exemption from sales tax, apparently because the Department of Sales Tax considers only those organizations to be eligible which work exclusively with the "destitute."

NGOs also have difficulty importing goods and materials duty-free. They are expected to notify Customs up to three months in advance of each shipment into the country, providing 1) a detailed description of what is to be imported (preferably as a Bill of Lading); 2) country of origin; and, 3) a certificate of donation and description of what the goods will be used for. The NGO request is then circulated among the member states of the South African Customs Union (SACU) and an exemption granted only if all members concur. A parent Ministry is expected to vouch for the NGO's request, and exemption from duty only applies to the goods falling under a specific project within that Ministry's purview. The NGO must also reapply for each new shipment. A number of NGOs interviewed felt that their effectiveness was lessened by not being able to obtain exemptions they felt were deserved.

## **b) International NGO Registration**

Country Agreements are developed with the Ministry of Foreign Affairs and the Ministry of Planning under the provisions of the Societies Act of 1966. The length of time for processing varies depending on the degree to which the NGO is able to follow-up with these two Ministries in negotiating its agreement. The process can generally be expected to take a minimum of three months. Tax exempt and duty free status are typically built into country agreements. In addition to international Country Agreements, NGOs are also required to develop specific project agreements with those Ministries under which their project activities fall, (e.g. the Ministry of Interior for Village Waster Supply projects or the Ministry of Trade and Industry for vocational-technical training or Rural Enterprise Promotion).

### **E. NGO/PVO Consortia and Training Institutions**

In this section, a review and discussion of the following issue, from the Team's terms of reference, is undertaken:

- ▶ To identify and describe NGO/PVO consortia, councils, or other organizations (e.g. National Council of NGOs and the Institute of Extra Mural Studies) in Lesotho with regard to membership, funding, functions, and status with Government. And, to, assess the potential for such organizations to serve as venues for training and other institutional building activities directed to NGOs (TOR: A.3).

#### **1. Umbrella or Apex Organizations**

The three most significant national level organizations (councils) operating in Lesotho are: the Catholic Bishops Conference, the Christian Council of Lesotho, and the Lesotho Council of NGOs. The first two organizations represent Catholic and Protestant development agencies respectively, while LCN is a membership organization representing, in principle, all NGOs working in the country. In practice, as noted above, the two religious organizations, and particularly the Conference, do not fully acknowledge LCN's representative role, and more to the point, do not consider themselves NGOs. Because of the churches' long history of independent operations in Lesotho and key role in the provision of social services, they consider their status and relationship vis-a-vis the government to be a special one with little need for an intermediary acting in its stead. While this dynamic has not necessarily hindered the formation of an NGO Umbrella organization (LCN) in Lesotho, it has done nothing to promote a sense of common interests and concerns, or to strengthen either individual NGO capacities or the sense of a greater community. As discussed below, each of these three umbrella organizations offer a means for reaching a larger audience of member organizations with a variety of interventions in the areas of technical assistance and training. However, close attention should be paid to the attitudes and behavior of the two religious groups over the next year as pertains to their participation in NGO affairs.

Another grouping of "umbrella" or "apex" organizations based on either sectoral representation or other affiliation (e.g., gender, professional) also has significant potential for promoting member development in both technical and management areas. The Lesotho National Council of Women

(LNCW), the Private Hospital Association of Lesotho (PHAL), and Basotho Mineworkers Labor Cooperative Society (BMLC) are good examples of such Apex organizations which provide a set of services to their members; they are also the best organized and strongest of these organizations. In addition to representational and advocacy functions which they undertake, each of these organizations also provides training to their members based on identified needs. Normally, this training is carried out by external institutions or individual consultants as these organizations do not have resident training capacity.

One of the common problems encountered by these Apex organizations is that they normally try to take on too many tasks or undertake functions for which they were not set up. Most have an representational and advocacy function vis-a-vis government, other private sector agencies and donors. Coordination, networking and information collection and dissemination among members, and between them and external organizations, is another important service offered by the Apex, as is training, as previously discussed. The problem normally arises when the Apex puts itself in a position which members could interpret as being either superior to or competitive with their own. In short, if it appears that the Apex forgets that it is serving its members needs rather than creating its own, then there are bound to be problems. In fact, this has happened with a number of the Apex organizations mentioned above. For instance, the LCN has taken an operational role, as distinct from a purely coordination one, in the delivery of emergency relief for drought affected areas of Lesotho. Donor support (USAID and Peace Corps) has provided the capacity for LCN to undertake this function. Meanwhile, members who, in principle, pay hefty annual dues were continually heard asking what they were gaining from being a member of LCN. Likewise, PHAL, which had some 30 employees prior to its restructuring last year, was seen by its members as having grown far out of proportion to what its original mission had been initially defined as. Provoked as much by decreasing donor funding as by member dissatisfaction, PHAL was down-sized by over half and much of its functions correspondingly curtailed.

Exacerbating the problems which Apex organizations (councils, associations or consortia) face in general, is the particular problem of the relative youth of the overall Lesotho NGO community. While the GOL has been generally supportive of NGOs since the early days of independence, it has until recently been able to define the nature of its relationship with a much smaller NGO community as well as establish the overall parameters within which these NGOs operated. As the economic situation in the country has deteriorated and the government has increasingly withdrawn from a proactive developmental role, including that of service delivery, NGOs have been thrust into a much more prominent role. This has been further encouraged by donors who have increasingly seen NGOs as an additional, if not alternative, resource for national development. National level Apex organizations are as much the expression of donor requirements for coordination as they are felt needs of the Lesotho NGOs. Thus, it is a natural response for individual NGOs to question the role of sectoral and overall Apex organizations to themselves and to each other. And it will take time for them to sort out issues related to roles and responsibilities of these various levels. It would thus be prudent for donors to think through these same issues as concerns potential support for Umbrella or Apex organizations. From lessons learned elsewhere, it is strongly advised that they not be seen as means to solicit proposals and monitor donor grants. This is a sure prescription for failure.

## 2. Training and Technical Assistance for NGO Capacity Strengthening

A number of Lesotho training and technical/management assistance organizations were contacted during this assessment in order to ascertain the types of services they could provide to NGOs in the areas of organizational development and management training as well as gain their perspective on NGO institutional strengthening needs. A number of international volunteer organizations (e.g., U.S. Peace Corps, World University Services of Canada and SkillShare), the Institute of Extramural Studies (IEM) of the University of Lesotho, and several consulting firms were interviewed in this regard. The volunteer organizations have played a major role already in the provision of technical assistance to a significant number Lesotho NGOs in both sectoral areas (e.g., enterprise development, primary health care,). Volunteers have been increasingly assigned to NGOs by these organizations over the past several years which is a major departure from their almost exclusive relationship with government organizations.

IEMs, which has been a major recipient of long-term A.I.D. funding, has also been closely involved with several NGOs by providing training in both programmatic and management areas. It runs several training centers throughout the country which have been used by NGOs for their own training programs. IEMs has lost much of its luster as a training institution through both decreased funding, governmental and donor, but certainly has the capabilities to run both generic and tailor made training programs in areas of NGO need. There are also several consulting firms, including certified public accountants, that could develop training programs and/or provide individual consultancies in a number of administrative and management areas. This should be looked at more closely during a possible design phase. Finally, the Southern African region is extremely rich in training institutes of which NGOs could avail themselves for staff training.

### F. Overall Conclusions and Recommendations

This section provides an overall summary with conclusions for Part II., PVO/NGO Programs. The purpose is to extrapolate principal findings, conclusions and recommendations from each of the preceding discussions, and present observable trends and patterns which were seen to have emerged during the assessment and analysis of PVO and NGO programs.

#### 1. Findings

The nature and structure of the PVO/NGO community in Lesotho is in many ways similar to those in neighboring countries, as well as PVO/NGO communities in other parts of Africa. Its origins date back to the colonial era and are strikingly tied to both English and South African historical precedents. The strong role that the churches play in the Lesotho PVO/NGO community, as in social, economic and political life, is both consistent with the evolution of PVO/NGO movements elsewhere, and yet, something more as well. It is almost as if not having to deal with the divisive nature of ethnicity experienced in many other African countries, and having no other real differences as a people, religious preference has had a divisive influence on Basotho society. An interesting finding in this regard, is that many of the Church organizations interviewed do not consider themselves as NGOs, but rather a separate category of institution with their own status. To some degree they have resisted becoming identified with the fledgling

NGO movement, and collaborating only indirectly with the Lesotho Council of NGOs, an acknowledged representative of Lesotho PVOs/NGOs.

There has emerged in the past decade, however, a counter-balance to the dominance exercised by the traditional churches within the Lesotho development community. This has been embodied in the rise of a significant number of smaller but quite influential NGOs, both secular and religiously affiliated, with South African origins and some international NGO influence. They have taken a "liberation theology" view of the Church's role in the material world, and have strongly promoted ecumenism as part of their development philosophy and practice. These NGOs have tended to undertake development activities in the less traditional (for Lesotho NGOs) sectors associated with the older, more established NGOs. Rather than continuing in the well-worn pattern of social welfare oriented activities, including school and health facilities' management, as have the churches, the newer breed of NGOs have embarked on programs with a decidedly economic focus, and in areas of more global concern, such as AIDS education and natural resources management. The hardiest among them have strong links with international NGOs that have provided both funding and technical assistance to their Lesotho counterparts. This international link is an historical pattern demonstrated in most countries where "second generation" NGOs begin to emerge as a critical force in national development.

The majority of Lesotho NGOs however, including those just noted, fit the classic profile of indigenous NGOs in most developing countries, i.e., new and inexperienced organizations, functioning largely with the volunteer labor of their members, and working in development areas with which they have great interest but limited experience. Institutional strength as embodied in management, technical, and hence absorptive capacity, is understandably low. While the volunteer spirit is strong among them, lacking full-time and qualified staff and permanent offices and basic equipment (a functioning secretariat), has obviously limited their potential outreach and overall developmental impact. There are thus numerous strengths and weaknesses evident among Lesotho NGOs. They do not, however, operate in a vacuum and the institutional forces with whom they interact, offer them both support and examples of how to build on their strengths and address their problems. The following sections present a very brief summary of the institutional environment within which Lesotho NGOs interact.

#### a) The Government of Lesotho

Government has been characterized by NGOs and donors alike as being supportive of NGO and PVO programs. Considering the degree to which NGOs are involved in the provision of education, the management of health care and the delivery of social services, it is no wonder that Government and NGOs have found a way to work together. There are certainly none of the obstructionist tendencies that have been the hall-mark of government-NGO relations in other countries in their recent pasts. Registration for NGOs is a fairly straight forward matter, normally requiring fulfilling documentational requirements. Surprisingly, many Lesotho NGOs (although by no means all) have been able to obtain tax exempt status, a major problem for NGOs in most other countries. For international NGOs, including U.S. PVOs, setting up a program in Lesotho is generally welcomed, and made fairly uncomplicated as such endeavors go. This is not to say that all is sweetness and light between some Government agencies and a number of the more "progressive" NGOs, especially those with agendas of "social transformation

and change." While there has been past friction between these parties, what is unique, is the fact that such NGOs have been permitted to operate at all. It appears that there is a well understood point beyond which certain actions will not be tolerated. However, this point seems not to be static, and has slowly but steadily moved in the direction of greater openness and tolerance. The recently held democratic elections, appear to be indicative of this trend.

### **b) The Donor Community**

If one considers Lesotho's, there should be much wonder as to why so many donors are present and why so much financial, as well as technical assistance, has flowed into the country over the past twenty years or so. This effect and its impact, regardless of the reasons, has not been lost on or unfelt by, the PVO/NGO community here. While a number of the leading NGOs, including the churches and local affiliates of international organizations (e.g. the Red Cross and Lesotho Planned Parenthood Federation), have long depended on the good will of their parent or sister organizations abroad, the donor organizations based in Lesotho have also permitted a significant expansion of NGO activities. This again is part of a worldwide trend, in which for a number of reasons, positive and negative, NGOs have become an object of donor support as the realization dawned that their potential contribution and role as partners in national development could be a significant one. More surprising has been the finding that the leadership among the "other" donors in this support to PVOs/NGOs is coming, to a large degree, from the multi-laterals agencies and not the bi-laterals. The justification underlying this assistance has been in the failure of traditional (mainly through government) means and channels of reaching the grassroots level with donor support. Enter NGOs.

Two other findings of import are noted. First, the tendency of donors has been to fund a sure thing, i.e., an NGO with a track record. Thus in many instances, the phenomenon of too many donors chasing too few capable NGOs has been all too evident, and not necessarily to the benefit of the concerned NGO(s) (the absorptive problem). Secondly, as most donors like to see tangible results from their granting or lending (as the case may be), little funding has been made available for the kinds of institutional support NGOs need to build up their program capacity. The net result of such practices, has been a marked expansion in NGO development activities, but not in NGOs with the capacity to manage and sustain their own programs.

### **c) U.S. PVOs**

As a subset of, and in comparison to, international NGOs, the U.S. PVOs with on-going Lesotho programs are relatively few in number. Strictly, speaking, there are only five U.S. PVOs operating in Lesotho, all of them local affiliates of an American parent organization. Four of these five PVOs (CARE, OICI, World Vision and ADRA) are best described within the lexicon of the PVO community as traditional voluntary organizations (VolAg). They represent some of the oldest and largest of the U.S. PVOs, and have significant sources of private funding. They have traditionally developed and implemented their own country programs, characterized by an approach of grassroots integrated community development. Their perspective is long-term and primarily inward looking, i.e., not necessarily concerned with, or in need, of other donor funding, or in collaborating with other members of the greater development communities in the countries where they work. This generalization obviously masks different needs and approaches among

them, including excellent and innovative development work. This brief profile describes in a limited way the Lesotho-based U.S. PVOs interviewed for this study. It should be noted that they were genuinely interested in the objectives of this study and felt that with additional funding they could expand **their** development programs, although these do not necessarily correspond to USAID/Lesotho's development priorities.

In contrast to the Lesotho-based PVOs, those interviewed in the U.S. with no programs in Lesotho are for the most part a newer breed, specialized providers of management and technical assistance to public and private sector institutions, and in an increasing number of cases, to their counterparts throughout the developing world. As discussed in II.B., the U.S. PVOs interviewed for this study, indicated both an interest and capacity to establish project activities in Lesotho. They have significant experience in Southern Africa, extensive experience in working with A.I.D. in collaborative development efforts in the sectors which are of interest to USAID/Lesotho, and a sincere interest, if limited financial capability, to participate in Lesotho development. Most importantly, these PVOs see their role as one of supporting Lesotho NGO programs, rather than establishing and implementing their own.

## 2. Conclusions

A number of factors have converged at this particular juncture in Lesotho's evolution to warrant serious consideration being given to an expanded role for PVOs and NGOs in both national development efforts and as a strategy central to USAID/Lesotho's country program. Although there is not a huge pool of capable Lesotho NGOs and U.S. PVOs working in the Mission's focus areas, there is certainly the nucleus or "critical mass" around which a PVO/NGO strategy can be fashioned. There has been a real need to broaden and diversify the base of the Lesotho NGO community in order to dilute what has been a community dominated to a large extent by the churches. This has in fact taken place over the last three to five years, and thus provides a group of NGOs with the sectoral scope and geographical coverage which can be immediately supported while actions are taken to build institutional capability in a "second tier" of NGOs which lack the management, technical and hence, absorptive capacity to effectively utilize USAID funding.

The conclusion of this assessment concerning the role of U.S. PVOs in USAID's country program is that partnerships between those PVOs without Lesotho programs and Lesotho NGOs would have the greatest long-term developmental impact. While there are a few PVOs that merit support in either establishing or expanding current program activities in Lesotho, the most effective, as well as proper role for U.S. PVOs in the country's development, is a supportive one vis-a-vis Lesotho NGOs. As such, each of the partners brings needed skills and experience to the relationship that will hopefully increase the likelihood for overall sustainability through building long-term institutional capacity among the local partners. This is a critical issue for a future Lesotho project, and one that has been grappled with in all preceding PVO/NGO Support Projects financed by A.I.D.

Although the justification, i.e., the situation in South Africa, for the unusually high level of donor funding to Lesotho is rapidly fading away, there still seems to be a medium term commitment by both bi-lateral and multi-lateral agencies to maintain previous aid flows. What has changed,

and what donors report will continue to be their aid policy, is the shift in assistance from Government to NGOs. Government will still be a direct recipient of donor funding, especially from the multi-laterals, but the ultimate recipients will increasingly be NGOs, both international and local. Thus, funding to NGOs will increase over the next three to five years as it has during the latter years of the 1980s and early 1990s. What is of interest in terms of this assessment, is that the majority of this funding is going to (a) fund NGOs and PVOs which have proven track records, and (b) to fund discrete project activities. The areas in which other donors are not providing assistance to NGOs are (a) to improve the overall institutional capacity of the numerous, emerging (second tier) NGOs, and (b) towards building a longer term programming approach and capacity, including sustainability, among the more developed NGOs. One could add a third category, and this includes funding to sectoral activities of particular interest to USAID/Lesotho. This is the niche, and a large one, which is open to a USAID/Lesotho strategy of assistance to NGOs.

### 3. Recommendations

The following recommendations have been selectively extracted from the preceding sections to highlight those issues which are considered the most important in terms of fashioning a PVO/NGO strategy for incorporation in USAID/Lesotho's country program:

- ▶ It is important that strengthening indigenous NGO capacity be considered a central purpose of any new project. Such capacity strengthening is a gradual and evolutionary process, with the emphasis on process. It has taken decades for the religious and health NGOs in Lesotho to establish wide-reaching programs in education, health and social services. The process in new areas of NGO sectoral focus, i.e., agricultural and natural resource management, AIDS and family planning, democratization/governance and enterprise development, can be expected to be similar, except in those cases where long-established institutions have the interest, institutional capacity and outreach to implement them. Donors, including USAID, must be prepared to invest in a long-term program of NGO support, before expecting nascent NGOs to develop sufficient institutional capacity to make measurable contributions in these areas.
- ▶ Building institutional capacity does not mean simply providing technical assistance and training. To establish initiatives in new sectoral focus areas such as agricultural/natural resource management, AIDS and family planning, enterprise development and democratization/governance, may require modest funding to support the staffing of secretariats and related organizational infrastructure. USAID/Lesotho should not preclude this form of support where necessary.
- ▶ Political and social divisions, and resulting tensions based on religious affiliation, are a reality in Lesotho, and must be taken into account when considering grant support to religious development institutions.
- ▶ Caution is in order when thinking of funding the current programs of several of the U.S. PVOs currently operating programs in Lesotho. As discussed, programs such as WVI and ADRA, are carry overs from earlier days in PVO program development. Preferring to

implement their own programs rather than supporting those of Lesotho NGOs, may not necessarily be the most effective means of advancing USAID's country program objectives. In short, consideration for future funding under a new PVO support project of organizations already based in Lesotho should be approached with a clear understanding of the extent to which they may or may not support USAID development objectives.

- ▶ Certain focus sectors of interest to USAID/Lesotho are not receiving sufficient attention from the GOL or the PVO/NGO community. Thus an umbrella project might well wish to attract international technical assistance NGOs (PVOs) in AIDS, family planning, democratic governance, enterprise development and natural resource management through the provision of grants.
- ▶ Most PVOs and NGOs supported the creation of the Lesotho Council of NGOs as a means of fostering communication and information exchange within the NGO/PVO community, and as a vehicle for joint initiatives in management training and technical assistance. However, significant concern was expressed that the LCN is trying to do too much too soon and it should avoid becoming involved in program implementation. Serious consideration should be given to supporting the: 1) strengthening of the Council's sectoral focus commissions; 2) coordination and perhaps development of NGO training programs (e.g. financial management and accounting, proposal development, etc. as outlined in LCN's "Management and Technical Assessment Study of Non-governmental Organizations," November 1992); and, 3) undertaking of information exchange through case studies, informal seminars and newsletters.
- ▶ Whatever decision the Mission finally makes concerning the future of a PVO/NGO Umbrella project, it is suggested that U.S. PVOs interviewed for this study be kept informed accordingly. They evidenced a genuine interest in Lesotho and study objectives, and gave generously of their time in responding to study questions. Many of them indicated a desire for a copy of the final study report or, at a minimum, a debriefing following the completion of the study. Many of them as well, were willing to provide input into the design process, should the situation evolve to that extent. The study team agrees with these requests and encourages the Mission to consult with PVOs and keep them abreast of relevant decisions. Such a collaborative and consultative process with potentially important actors in an Umbrella project is consistent with the DFA legislation, and the principal recommendations coming out of the PVO/NGO Initiatives Project (PIP) Desk Study on Umbrella Projects. Finally, it is suggested that InterAction be used as the forum for informing PVOs of evolving events. It could also serve as the proper venue for a discussion with interested PVOs concerning Lesotho, including the suggested debriefing at some point following this assignment.
- ▶ Except in limited cases, it is recommended that U.S. PVOs participate in project activities as partners to Lesotho NGOs providing a range of technical and management assistance interventions. Where there are either few indigenous NGOs, or little or no indigenous experience in a USAID focus sector or subsector, (e.g., enterprise development and AIDS), then this could justify the funding of start-up costs of a full-fledged PVO (VolAg)

country program. Otherwise, promoting the concept of partnerships between a U.S. PVO, and one or more Lesotho NGOs, makes the most sense in terms of cost effectiveness and the expertise PVOs have to offer. Such a role as defined here, is consistent with recommendations of the Desk Study and readily demonstrable as a model in USAID/Malawi's SHARED Project, which has a similar set of local conditions to that of Lesotho.

- ▶ As a corollary to the above recommendation, it is suggested that a major purpose of a Lesotho PVO/NGO umbrella project be to strengthen the institutional capacity of indigenous NGOs to provide services in key USAID focus sectors. U.S. PVOs would be a primary resource to provide relevant technical and management assistance for Lesotho NGO capacity building. Having this as one of the projects purposes would in no way detract from the PVOs and NGOs becoming the primary implementors of future projects in the Mission's portfolio. It argues for a two track approach to future programming in Lesotho, and as well, offers the greatest opportunity for sustainability in individual projects, and an overall program that aims at achieving impact at the "people" or grassroots level.
- ▶ Given the significant funding that other donors are already providing to NGOs working in Lesotho, USAID is encouraged to consult closely with them during the design of a possible PVO/NGO support project. Particular attention should be paid to the GRISP and Micro-Projects Programs of UNDP and EEC respectively, which are employing different intermediary models (NGOs versus Village Development Committees) for reaching grassroots communities. In addition, each of the two donor financed programs have already developed selection criteria and a system for the selection and approval of grantees and projects. In short, there is valuable information to be gained from these on-going activities.
- ▶ In line with the above recommendation, it might be politic to provide the concerned donors with a summary of this report and an indication of the next step, if any.

### III. MANAGEMENT OPTIONS

In Part III, a number of options which have been utilized in the management of A.I.D. programs and projects throughout Africa over the past decade are assessed with findings and lessons learned presented. The objective here is to review these options in terms of their potential application to a significantly different set of circumstances in which long-term program and project management of USAID/Lesotho-funded activities is undertaken through a non-traditional configuration of USAID presence and involvement. Specifically, this assessment addresses the following issues as laid-out in the study TORs:

- ▶ An assessment of various project/program management options for management of PVO activities and other USAID program activities in Lesotho including:

USAID/Lesotho or regional management of a PVO co-financing project using USDH or a personal services contracted project manager and utilizing a contract

(Grant/Cooperative Agreement) to a lead PVO to manage a PVO co-finance project or a contract to a for profit firm to manage a PVO co-finance project;

- Buy-ins to existing Partnership Grants or other centrally-funded PVO for the purpose of project management; and,
- PVO or PVO consortium managing overall implementation of AID-funded activities in Lesotho.

The potential role for local NGOs and the NGO council was to also be considered in all scenarios.

Staffing requirements for all scenarios noted above were to be presented and preliminary indications of the required mix of skills/experience likely to be required to implement the various options referred to above given. Examples were to be cited of other A.I.D. programs that have utilized any of the above scenarios, including comments as to the advantages of each and constraints/ problems encountered.

- ▶ Cost estimates for each scenario noted above were to be presented, including a list of all assumptions used in preparing the cost estimates. Cost estimates were to be presented for one, five and ten year periods.
- ▶ Prior A.I.D. experience using both direct contracts and Cooperative Agreements with PVOs to implement A.I.D. funded programs/projects were to be reviewed.

## **A. The Problem Addressed**

### **1. Defining the Problem**

The future shape, both programmatic and management, of A.I.D. and the numerous factors determining this shape, are in the process of being played out in Southern Africa in general, and with immediate impact on Lesotho, in particular. Against a background of national (U.S.) budget deficits and continuing budget cuts, the A.I.D. world-wide operating expenditures (OE) budget, including USDH staffing levels, faces increasing pressure for reduction. At the same time, changes in South Africa and the opening of some 12 new USAID Missions in Eastern Europe and the NIS, have placed additional demands on these scarce resources. Business as usual throughout the USG has been replaced by internal agency reviews, policy decisions, and ultimately, action. No corner of the world is too remote not to feel these changes, as is best demonstrated by this study of PVOs/NGOs in Lesotho, and the reasons for which it was commissioned.

Over the past year A.I.D./Washington, in consultation with its Missions in Southern Africa, has decided to opt for a regional transition strategy of consolidation and restructuring in order to conform with the exigencies associated with changing economic circumstances at home. While the specific configuration of this regional realignment has yet to be fully defined, the general outline is clear. The immediate steps will include reduced USDH staffing (and one would

assume a corresponding decrease in FSNs/PSCs) for individual Missions within the region, as well as a sharing of staff between them, based on specialization and economies of scale. Realistic possibilities for the future include the phase out of all USDH staff in some missions, the reduction in program funding levels (and perhaps the close down of some programs altogether), and the setting up of a REDSO/Southern Africa. USAID/Lesotho faces an immediate reduction of direct hire staff, from a current level of seven, to four, by the end of this fiscal year. Those positions that will no longer remain within USAID/Lesotho, to the extent that corresponding expertise will remain essential for continued Mission operations, will be covered from neighboring Missions and possibly in the future, by a REDSO/SA.

It is not anticipated that program levels will be appreciably reduced from the current range of \$7.0 million annually, although this could evidently change as well. As shown in Chapter I of this assessment, Lesotho faces a number of critical challenges as it moves towards the year 2000, and the maintenance of a U.S. foreign assistance program here, is as great now as any time in our long history of involvement in the country's national development efforts. The problem faced by the Mission, and to which this study addresses itself, is how to maintain development assistance to Lesotho in the face of budgetary constraints. The following section looks at the range of management needs that the Mission will require as it makes the transition to a reduced presence, if not total absence, in Lesotho. Section B. of Part III. will then attempt to provide the Mission with some realistic options concerning the management of an A.I.D. program in Lesotho under these new circumstances.

## 2. Identifying Future Management Requirements

In order to specify the management requirements, including cost estimates and staffing levels, that will be necessary during a transition period, and into a new program era, the following assumptions are made:

- ▶ That by the end of FY 1993 (September 30, 1993), USAID/Lesotho will be composed of four direct hire staff: the Director, an Executive Officer (EXO), Agricultural Development Officer (ADO), and a Program Officer (PRM). Reductions are also planned for Foreign Service National (FSN) staff, both professionals and support. By the end of FY 1994, there will be three remaining USDH, most likely an Assistant Director/Project Development Officer, a General Development Officer, ADO, EXO and a small number of FSN/PSC. This is consistent with the recommendations made in the Mission "Management Transition Study," and approved by A.I.D./Washington.
- ▶ Existing projects will continue to operate through their scheduled Project Assistance Completion Dates (PACD). These include the following on-going projects and programs:
  - Community Natural Resource Management Project (CNRMP) with a scheduled PACD of 2001 and a funding level of \$1.5 million a year. It should be noted that while this is an authorized ten year project, it comes up for contract re-bidding in 1996;

- Primary Education Program (PEP) with a PACD of 1997 and a LOP funding level of \$25.0 million. PEP includes a small TA component to support the Non-Project Assistance (NPA) component provided under the Program;
- The Lesotho Agricultural Policy Support Program (LAPSP) with a PACD of May 1993. The Mission has requested a three year extension to this \$15.0 million NPA program as a result of the GOL's failure to meet stipulated conditionalities, thus leaving authorized funds undisbursed;
- Two pilot activities, i.e., in population/family planning (social marketing) and AIDS, are currently running at approximately \$250,000 per year each. Allocations are currently made on an annual basis reflecting their piloting nature, but initial assessments point to their success and thus justification for future expansion into full-fledged projects; and,
- The Small-scale Intensive Agriculture Production Project (SSIAP) being implemented by Peace Corps through a PASA with a PACD of 1997 and annual budgets at approximately \$1.5 million.

It is estimated that program funding levels will be in the order of \$5.0 million annually through FY 2000 and beyond. Of this amount, \$1.5 million is designated for CNRMP, leaving roughly \$3.5 million for a possible PVO/NGO Support Project.

No new project starts or extensions are anticipated (subject to AID/W approval), with only one new design taking place during FY 1993/4 and perhaps continuing into FY 1994/5. The new design is the subject PVO/NGO Support Project which could figure importantly as part of the USAID/Lesotho's approved transition strategy.

- ▶ Functions requiring skills not resident in the down-sized Mission (e.g., financial management, sectoral skills) will be covered by A.I.D. officers based in neighboring missions or REDSO/ESA.
- ▶ Physical plant (e.g. housing and office space), office equipment, household furnishings and appliances, and vehicles belonging to and/or under Mission control will be sufficient to support a future PVO/NGO Support Project management unit (whether through direct Mission management or by an Umbrella intermediary).
- ▶ A new PVO/NGO Support Project would come on line in FY 1994/95 that would: (a) initially assist a down-sized Mission in the management of its portfolio (as discussed above), plus undertake a number of new activities to be funded directly from Umbrella project funds; and (b) eventually take over the majority, if not all, of its remaining management responsibilities.

The three designated USDH staff noted above should be able to manage the portfolio of remaining projects with backstopping from other concerned Missions in the region and REDSO/ESA. A major Mission responsibility during this period would be to finalize the design

of a new Umbrella project, and to either set-up directly, or assist and oversee a selected intermediary, to establish a resident project management unit and become fully operational. It is anticipated that sometime in FY 1995/6, following the full-scale operations of the Umbrella project management unit that all remaining USDHs would depart, and coverage of program activities would be undertaken from REDSO/(E)SA.

## **B. Findings and Lessons Learned: The Umbrella Model**

### **1. Background and Lessons Learned**

In the early 1980's several USAID Missions in Africa (e.g. Zaire and Senegal) borrowed a management model developed by their counterparts in Asia (e.g., the Philippines and Indonesia), that was particularly used in funding PVO/NGO activities in their respective programs. Initially called the "Co-finance" (Co-fi) mechanism, USAIDs in Asia set-up internal management units from which to provide grant funding to a fairly large number PVOs, and some NGOs, with sectoral activities supporting their country program objectives. As an aside, but one that bears directly on the future design of a comparable Lesotho project, the sophistication and institutional capacity of these Asian PVO/NGO communities in the late 1970s and early 1980s was about five to ten years ahead of their African counterparts, and in the case of Lesotho, significantly advanced of where the NGO community finds itself today. The primary tasks within these USAID Missions centered on the selection, administration and monitoring/evaluation of relatively large grants to selected U.S. PVOs of which there were many and, to a far lesser extent but still significant, indigenous NGOs capable of meeting A.I.D. registration criteria. While somewhat different than other bi-lateral projects, the specific management tasks associated with these Co-fi programs did not require a different set of skills among the staff designated to oversee them.

With the adaptation of the Co-fi projects to the African context, a number of changes were made to the basic model given the differences unique to Africa. The first of the changes noted came gradually, in which Co-fi came to be identified with PVO/NGO projects managed internally from within a given Mission (e.g. Mali, Chad, Mozambique, and Kenya) as were those in Asia; and Umbrella projects managed by an external management unit (e.g. Zaire, Liberia, Senegal) normally set-up and administered by a U.S. PVO "intermediary," (but not always). As a means to differentiate between what has been generically labeled "The Umbrella Project Model," the remainder of this study refers, then, to Co-fi as internal A.I.D. management, and the Umbrella intermediary, as external (to A.I.D.) management, of "PVO/NGO Support Projects."

A fundamental distinction between these two basic variations on the model is that a Co-fi, as the name implies, involves, if not equal, then at least significant contributions from both A.I.D. and its PVO/NGO partner to a specific project and within the parameters of a **direct** donor-recipient relationship, and normally through a direct Grant (OPG) instrument. Conversely the umbrella intermediary mechanism with a U.S. PVO or Non-profit organization between A.I.D. and a PVO/NGO, connotes an indirect relationship with funding coming through a U.S. PVO umbrella manager, normally a "Grantee" or Cooperative Agreement Recipient, to a PVO/NGO "Subgrantee" or "Subgrant Recipient," depending on the type of contracting instrument used. The distinctions are perhaps subtle, but embody two entirely different management options from which a given mission has to choose. It is important to understand the underlying differences

between the two options in order to know what kinds of responsibilities and relationships the Mission is defining for itself.

Probably the most substantive difference between the Asian model and that which has developed in Africa, is a function of the level of capacity of a given indigenous NGO community, and the impact this has had on the tasks which the managers of PVO/NGO Support Projects have had to undertake during project implementation. In Asia, as in the most of the African countries with Co-fi mechanisms in operation, the primary recipients of Project funding were U.S. PVOs and a smaller number indigenous NGOs which met A.I.D. registration criteria. On the other hand, Umbrella intermediary projects, in most cases, specifically targeted indigenous NGOs and were able to do so without them having to undergo A.I.D. registration as long as the principal recipient or grantee was a U.S. PVO acting in an intermediary capacity. By taking fiduciary responsibility for A.I.D. funds, the U.S. PVO could make subgrants to indigenous NGOs without the long and often unsuccessful process of A.I.D. registration. The problem encountered with the first of the African umbrella projects however, was the low level of institutional capacity among NGO subgrant recipients, and thus the concomitant requirement by the Umbrella manager to provide substantial levels of institutional support, in addition to close monitoring of subgrant activities.

In summary then, the application of the Co-fi model has increasingly come to be used when Missions see the purpose of an Umbrella project as grant assistance to U.S. PVO programs which are essentially consistent with and in support of their own country objectives. The principal management responsibility in such a program is grants management, of which the set of associated tasks are relatively easily administered from within the Mission. Conversely, the Umbrella mechanism, employing a PVO intermediary, has been employed when NGO capacity strengthening is either a necessity due to assessed needs of an NGO community, or an actual and defined project objective, as it has become in most newly designed umbrella projects in the last three to five years. With the multiple tasks required to manage an umbrella project, including the provision of technical assistance and training for NGO institutional development and subgrants management, external management units were seen to be a more appropriate overall management mechanism, than that undertaken internally from within a mission. While this is a somewhat simplified explanation of the differences of the two mechanisms, and in fact a number of other factors are important, it does describe the evolution of Umbrella projects, and equally important, it is useful in predicting when a particular mechanism is required for a given circumstance. The following discussion provides a summary of lessons learned related to each of the two umbrella model variations and in what circumstances they are most often utilized:

## 2. The Available Options

As discussed above, there are two variations to the Umbrella Model: the Co-finance and Umbrella intermediary mechanisms. In this section, a more detailed discussion of each of these mechanisms is undertaken, using lessons learned from other African Umbrella projects, either completed or in progress, in order to assess which mechanism may offer the most appropriate management option to meet future Mission requirements.

## a) Direct USAID Management (Co-finance)

Umbrella projects utilizing the Co-fi mechanism have been undertaken in Chad (Development Initiatives Project (DIP), Mali (Co-fi), Mozambique (PVO Support), and Sudan (PVO component of Regional Finance and Planning Project). In addition, the Kenya PVO Co-finance project, which initially started out utilizing an intermediary mechanism (a Kenyan NGO), was eventually restructured with project tasks undertaken through direct Mission management. The Somali PVO Partners (PVOP) Project was essentially a hybrid, combining elements of both the Co-fi and intermediary mechanisms. Internal Mission management of these projects has utilized a number of staffing configurations, including various combinations of USDH, PSC and FSN staffing. In reviewing the relevant documentation on Umbrella projects, the Co-fi mechanism has been utilized for one or more of the reasons discussed below, and were seen to have both advantages and constraints.

### (i) Findings: Rationales Utilized and Advantages

- When project activities were deemed sensitive (Kenya PVO Co-fi); or central to a Mission's overall portfolio (e.g. relief in Mozambique); or operating conditions in the concerned country were considered dangerous and required a reduced U.S. expatriate presence (e.g. Sudan and Chad).
- When a quick start-up of project activities was required (Mozambique), the assumption was that an internally managed project utilizing Mission personnel was the best option.
- When the primary purpose of the project was the award of grants to PVOs/NGOs, and the principal project responsibility was related to grants management, including the selection, administration and monitoring/evaluation of the grants.
- Related to the preceding point, when the principal recipients of grant funding were U.S. PVOs (e.g. Mali, Somalia, Chad and Mozambique) that received a limited number (ranging from three in Sudan to ten in Mozambique) of large grants (exceeding \$1.0 million). The only Co-fi Project that actually made grants to indigenous NGOs, was the Kenya Co-Fi Project, but with great difficulty, as will be discussed below. In fact, it is difficult to know whether these projects were designed with the knowledge that the recipients were to be primarily U.S. PVOs. The assumption is "yes."
- A rationale often used in choosing a Co-fi mechanism has been that internal management, with or without hired PSCs, has been assumed to be less expensive and/or more cost effective than using an intermediary or external management unit.
- The recipients of A.I.D. grants under these projects preferred the direct contact with the concerned USAIDs that were funding them. While this was not universally true, most of the individual Missions preferred the direct relationship with their PVO partners.

- Where the concerned USAID felt comfortable with both the technical and management capabilities of the recipients, and did not believe substantial involvement was required in the implementation of project activities, then the Co-fi mechanism seems to have been the preferred choice as embodied in the use of a Grant (Handbook 13) rather than Cooperative Agreement contracting instrument.

(ii) Findings: Perceived Disadvantages

- In fact, the Co-fi mechanism, when not hiring additional staff (PSCs) to assist with project management tasks, was found to be fairly unresponsive to the needs of Grantees and the timely completion of required internal Mission actions.

- Once additional staff were added on to assist in the management of Co-fi projects (which was in the majority of cases), the perceived cost/benefits of this mechanism over that of umbrella intermediary decreased significantly.

- As the Kenya Co-fi Project clearly demonstrated, once project management responsibilities increased to include other tasks in addition to grants management, i.e., technical assistance and training, networking, etc., internal management became increasingly difficult and a number of functions had to be contracted out to other firms or undertaken through A.I.D. buy-ins.

- While not directly commented upon in the relevant documentation on Co-fi projects, in reviews of umbrella intermediary projects there was certainly consideration given during project design (e.g. Liberia, Senegal and Malawi) to the ratio of grant funding going to U.S. PVOs and indigenous NGOs. It should be noted that there would have definitely been an issue in the Kenya Co-fi Project if grants had gone only to U.S. PVOs. One could assume that there was some tension among NGOs and perhaps even among government officials in some of these other countries where funding only went to U.S. PVOs.

- In Co-fi projects where grants were open to indigenous NGOs (Kenya Co-fi and Somalia PVOP), the rigors involved in the registration of these NGOs in order to be eligible for grant funding directly from the concerned Mission was so onerous that it either discouraged them from applying for grants, or the process took so long that a great deal of frustration and unhappiness were engendered.

(iii) Summary and Conclusions

When totalling the advantages and disadvantages, as well as reviewing the rationales given for employing the Co-fi mechanism through the optic of hindsight, the following conclusions can be drawn as to the most appropriate use of this mechanism:

- When it is anticipated that only U.S. PVOs or large NGOs capable of immediate registration with A.I.D. will be the recipients of project funding. In fact, in most of the cases reviewed, the future recipients were already pre-selected for grants funding.

- When internal Mission functions are limited to grants management and preferably for a few large grants to capable PVOs and NGOs.
- Where the purpose of the project is to support both the overall program and the sectoral objectives of a given USAID program. The objectives, let alone the organizational mission, of the potential grantee is usually of secondary concern.
- When the activity to be supported by the Mission is a sensitive (politically) within the given environment; virtually the only activity within its portfolio; requires a quick start-up (for emergency relief); and/or, local conditions argue for a limited expatriate presence.

In short, the use of the co-finance mechanism is most appropriately utilized where a fast disbursing mechanism is needed to get a relatively few large grants out to primarily U.S. PVOs in support of a limited set of Missions objectives, in a less than stable situation. Of course, this would also have to be weighed against some of the reasons for employing the umbrella intermediary mechanism, as will be discussed in the following section.

As a final point, it should be noted that both the Mali Co-fi and Chad DIP Projects are soon to be redesigned and it will be extremely interesting to see whether the same mechanism is retained, or the alternative umbrella intermediary mechanism is selected. Given the claim that the methodology used in this assessment offers concerned parties both a predictive, as well as an explanatory capability, it is anticipated that Mali will branch out with direct support to indigenous NGOs and thus employ an Umbrella intermediary; and that Chad, because of the uncertainty of the situation there, and the negligible existence of Chadian NGOs, will retain the co-fi mechanism.

#### **b) External Project Management (The Umbrella Intermediary)**

An external project management unit, or intermediary, has been used in the following projects/countries: (a) Kenya Rural Enterprise Project (K-REP); (b) Zaire PVO Economic Support Project (ESP); (c) Senegal Community Enterprise Development Project (CED); (d) Liberia PVO/NGO Support Project; (e) Zaire Small Project Support Project (SPSP); (f) Malawi Services for Health, Agriculture, and Rural Enterprise Development (SHARED); and (g) Senegal PVO/NGO Support Project. As noted in the preceding section, the Kenya Co-finance Project started out with an umbrella intermediary mechanism and ended-up internally managed by the Mission; and the Somali PVOP had most of the grants management functions administered from within the Mission, while an external PVO intermediary provided technical assistance and training to both government and PVOs/NGOs. Neither of these two projects had auspicious starts, although the Kenya Co-fi, since its redesign, has provided useful assistance to the Kenyan PVO/NGO community. Finally, two new PVO/NGO Support Projects that have come on-line in the last two year (Uganda AIDS Project and Madagascar SAVEM), both employ umbrella intermediaries. as do two newly designed projects in Namibia and one in Rwanda.

It should be noted that there are a number of variations of the umbrella intermediary model, based primarily on (a) the status of the intermediary itself, i.e., PVO, Non-Profit Organization (NPO) or For-Profit Firm, and (b) whether the organizations was selected locally, or from the

U.S. These variations will be discussed as part of the following sections on findings, conclusions and recommendations.

(i) Findings: Variations of the Umbrella Intermediary Mechanism

In all but three of the PVO/NGO Support (Support) Projects noted above employing an umbrella intermediary mechanism, a U.S. PVO acted as the external project manager. In two of the cases (both Senegal Projects), the Umbrella intermediary was a U.S. Non-profit Organization registered accordingly with A.I.D./Washington. The third, the Kenya Co-fi Project, utilized a Kenyan NGO intermediary as the external project manager, but because of number of problems, its Cooperative Agreement with USAID was terminated well before the scheduled PACD. In effect, then, all umbrella projects utilized a PVO/NPO or NGO in the intermediary role. Except in the Kenyan situation which is considered unique, all the umbrella intermediaries were competitively selected, including limited competition, from among the U.S. PVO/Non-profit community. As discussed below, the PVO/NPO selected competitively is not the only possible organizational type to serve in the intermediary role, but it is the one which project designers seem to favor above the existing alternatives. It is instructive however to look at the rationales employed in not using these other options.

**The Lead PVO/(NGO) Option:** Consideration has been given in a number of Umbrella designs to assigning the intermediary role to one among the community of U.S. PVOs operating in a country. Thus, a "lead PVO" is selected from among its sister organizations to undertake the grants management function on behalf of a USAID Mission. The fact that this option has never been employed (Zaire ESP could be considered an exception but does not meet other important criteria in this regard) points to an underlying flaw in such an approach. Whether grants were intended solely for U.S. PVOs, or for both PVOs and NGOs, the response of the target PVO/NGO communities was nowhere found to be favorable to this option, as none of these organizations felt comfortable with the idea of a sister agency installed in a position where it had the power (real or perceived) to decide whom amongst them would receive donor funding; or thereafter to be monitored by and having to report to what had been an organization of comparable status within the same community.

A second reason, which was often cited by the potential lead PVOs themselves was that by taking on the role of the Umbrella intermediary they (a) would forfeit their right to receive funding under the Project for their on-going program activities, and (b) would subject their own programs to secondary status while managing a relatively complex activity. In short, for most of these PVOs, their programs, as well as their place within the respective PVO/NGO communities, were far more important to them than managing an A.I.D. Umbrella project.

While the Kenya Co-fi Project was the only Support Project to engage an indigenous NGO as the Umbrella intermediary, it ably demonstrates at least one, if not two, additional reasons to those noted above, as to why such a model is frowned upon. An indigenous NGO not only has to worry about the animosity it would engender in its counterparts by acting as a donor's "agent," but it is, at the same time, subject to pressures from the local environment which are sometimes difficult, if not impossible to ignore. The ability to serve as an "honest broker," operating in a

transparent and objective manner in a process of decision making concerning funding issues, is placing unnecessary burdens on institutions that for the most part have just recently entered the field of development. Managing their own programs is a great enough challenge, without having to deal with a large donor-financed activity.

In summary, the consensus among both practitioners and designers of Support Projects is that an externally selected intermediary with no vested interest in a given PVO/NGO community, and the set of relationships and politics inherent to it, provides the best option for managing project activities. In fact, designs of new Umbrella projects over the past few years have gone so far as to specify that only PVOs/NPOs not resident in the target country are eligible to serve as the Umbrella intermediary.

**The For-Profit Firm Option:** Virtually all Support Projects that have opted for the umbrella intermediary mechanism have considered the use of for-profit firms, as well as PVOs/NPOs, in the role of external project manager. Except for the Senegal PVO/NGO Support Project and the Zaire SPSP (both well-known exceptions to the general pattern), for-profit firms have been virtually excluded as competitors for the intermediary management role, with most Umbrella projects being PVO or PVO/NPO "set-asides." The principal reasons given for this choice are:

- PVOs and Non-profits are less expensive alternatives than the for-profit firms; the overheads and/or General and Administration (G&A) charges of PVOs, while in some cases high, do not exceed the fees and overhead charges levied by for-profit firms.

- Initially, it was believed that a for-profit firm was not permitted to make grants or subgrants to PVOs and NGOs, thus preventing it from providing one of the principal services of an umbrella manager. In the past two years a ruling has come from OMB, which A.I.D. legal officers have interpreted as permitting for-profit firms to make subgrants. This is the current status of the issue, but it is once again under review, and many Missions have preferred to treat it as if for-profits can not provide subgrants on behalf of A.I.D. It should be noted that there are grant components of larger projects managed by for-profit firms such as the Botswana NRMS Project in which a contractor has the grant making function as one of its overall responsibilities. The same may also transpire in Uganda on a large NRMs project which will soon be contracted out to for-profits and non-profits alike.

- Probably the most important of the reasons given for limiting competition to PVOs/NPOs has to do with the perception or belief, that they are much more knowledgeable, and have a far greater understanding of NGOs and their problems, and thus are better able to work with them, than are their for-profit counterparts. PVOs would argue that they have traditionally worked at the grassroots level with local organizations, and have increasingly supported the programs of indigenous NGOs as their partners in collaborative development efforts. And, that in addition to being better placed than for-profit firms, the "new development order" that is emerging, posits the mandate of support to Southern NGOs in their Northern counterparts, not for-profit firms. One could also postulate that the U.S. PVO community is an exceptionally strong one, and carries far greater weight with A.I.D. and Congress than does the private business sector, at least in developmental matters.

**The Consortium or Apex Organization Option:** A group of PVOs that come together and form a consortium to bid on a particular Support project has only been undertaken once in the Africa region. This was an unsolicited bid to the Africa Bureau made by World Learning (the lead agency), CARE and World Wildlife Fund for the management of a regional Umbrella project in support of PVO/NGO natural resource activities in Africa. Although the Project has provided a very limited number of small grants to indigenous NGOs in several pilot countries, this was accomplished at long distance, and was a very minor activity in relation to its primary mandate of creating informal NGO networks and in disseminating NRMs information to indigenous NGO communities. While it has been considered a successful activity in this regard, and is currently under re-design, it does not offer any insight as to how such a model would fair in the management of a large country program, rather than regional project.

PACT, which used to be a PVO/NGO membership organization, has often billed its bids on Support Projects as a consortium effort, but this was not always considered as such by its members or other PVOs that, in many cases, it ended up bidding against. PACT has changed its overall mission in the past year, and no longer represents itself as a consortia when vying for an intermediary role in Umbrella project management.

An "Apex" organization which claims a representative role for a group of PVOs or NGOs, either on a national basis (e.g. InterAction in the U.S. or the Council of NGOs in Lesotho), or for a particular grouping or sector (e.g. ACDI in the U.S. or the Lesotho National Council of Women), has on occasion been considered for the role of Umbrella intermediary. The feeling has been, however, that most national level organizations have their hands full undertaking the tasks for which they were formed, (e.g., advocacy and lobbying vis-a-vis government and donors, training and technical assistance, information collection and dissemination, networking, etc.) In addition to their perceived lack of capacity to undertake grant making and management functions, it has been felt that Apex organizations, in principal, should not become involved in such activities vis-a-vis their members, especially, indigenous national Apex organizations such as LCN. The same experience and reasoning applies to sectoral Apex organizations.

An area of growing interest within A.I.D. in this regard is the setting up of endowments which would support PVO, but primarily NGO, activities in the concerned recipient country. Proceeds from an endowment could, among other possibilities, be used to fund NGO activities either through grants or loans, depending on the nature of the activity. Debt for nature swaps have been increasingly talked about as the source of funding for endowments, and in some cases, Missions are actively pursuing this path. Both USAID/Mali and Madagascar are gearing up for major endowment designs for support of PVOs/NGOs operating in the health and natural resource management sectors respectively. While this may not be immediately applicable to the situation in Lesotho, it is something that should be kept in mind during project design as a sustainability issue.

#### (ii) Findings: Advantages of External Project Management

In the above discussion of alternative institutional types and arrangements which have served as the umbrella intermediary, the evidence indicates that a competitively selected U.S. PVO is the most appropriate option to serve in the capacity of an external manager of a PVO/NGO Support

Project. In this section, and that which follows, advantages and disadvantages of this mechanism are analyzed, and later compared to that of internal Mission management. As in the discussion of internal mission management of Support Projects, lessons learned from other Umbrella projects serve as the basis for these findings. A summary of rationales used in other Support Projects with a PVO intermediary include: (a) used in countries where congressional mandates restrict use of other A.I.D. funding mechanisms (e.g. Zaire ESP and Liberia Support Project); (b) increased efficiency through grouping management of small PVO and NGO activities (Senegal Support Project); (c) reducing the quantity of project management units by consolidating PVO/NGO activities under one project (Senegal CED); (d) provides for a reduction of A.I.D.'s direct involvement in small project management, streamlined subproject selection, consistent management of diverse activities and "one voice" to interact between the mission and PVOs/NGOs (Zaire SPSP); (e) groups and focusses the mission's PVO/NGO assistance activities, permitting economies in management and training and magnifying the benefits of the subgrant and technical assistance functions (Malawi); and, (f) enables feedback and linkages among subprojects and institutions (Malawi SHARED). The following discussion amplifies a number of these rationales:

- One of the principal reasons given for employing an external project management unit using a PVO intermediary is that it reduces the overall administrative burden on a Mission in managing numerous smaller-scale PVO/NGO projects. This is particularly true where there are a number of management, as well as technical assistance, tasks to be undertaken during project implementation. Where one of the objectives of such a project is to support indigenous NGO programs, and where institutional strengthening is a prerequisite to this support, then the umbrella intermediary mechanism has proven to be the preferred option. The combination of grants management and technical assistance/training functions require a degree of internal management and administration which most Missions are ill-equipped to handle, even in the best of times. In a situation where a Mission has no resident contracting officer, controller and accounting staff, and little technical oversight and monitoring capacity, managing a standard Support Project would be virtually impossible.

While a PVO intermediary is still subject to the same accountability requirements as a Mission, once a process for the review and approval of subgrants has been established, disbursement of grant funds to approved recipients is a fairly straight forward process with routine paperwork requirements. Operating under a letter of credit system, a PVO intermediary can authorize, obligate and disburse funds for any type of approved project activity (e.g. procurement, technical assistance, training, grant awards) in a fraction of the time that comparable actions (e.g., PIOs, Grants, CAs, etc.) would be completed within a Mission. The issue then is the mechanism and process used in the approval of these activities which the PVO is undertaking on behalf of a USAID. This is discussed later under conclusions and recommendations.

- Cost is often used as a justification for employing a PVO intermediary rather than undertaking comparable management functions from within a Mission. The evidence in this regard is inconclusive. If grants management is the sole responsibility of a management unit, then it is likely that internal Mission management is more cost effective. Once additional tasks are included however, it appears that external management is a better choice. In neither case however, would the differences be so great, or significant by themselves, to justify one option

over the other. In a review of the financial analyses of a number of PVO/NGO Support Project Papers, results have been shown to justify the cost effectiveness of either option in similar circumstances. Choosing one or the other option thus seems to have been based as much on other factors (e.g. security, centrality of the project to the Mission's portfolio, or even individual Mission preference), as it did on the issue of cost effectiveness. What can definitively be said however, is that virtually all costs associated with internal Mission management show up as "O/E costs," while the costs associated with a PVO intermediary's management are considered "project" costs. This seems to be the more relevant consideration facing A.I.D. in general, and the Lesotho Mission, in particular.

- If there is the intention to work with and fund indigenous NGOs, then internal Mission management will preclude grant making to all but a very small minority of NGOs that meet A.I.D. registration criteria. A primary reason for engaging a PVO intermediary in Support Projects has been the ability of the PVO to make subgrants to NGOs who would otherwise not have been eligible for the receipt of A.I.D. assistance. With the PVO Umbrella intermediary taking fiduciary responsibility for A.I.D. funds, and providing close oversight and monitoring of subproject implementation, subgrants ranging from support for NGO institutional strengthening to discrete sectoral projects can be undertaken early on in the project without running up against the registration issue.

- A U.S. PVO intermediary has often served as a buffer between NGOs and the host of A.I.D. requirements that come with acceptance of USG funding. The Umbrella manager provides a brokering function between donor and recipient, and facilitates an understanding and appreciation among each party of the constraints and weaknesses that the other operates under. In addition, the PVO intermediary has been able to devote more attention to individual NGOs and PVOs in trying to meet these requirements than would A.I.D. itself, given the additional responsibilities that it labors under. In the same vein, a U.S. PVO is far more likely to be able to transcend the myriad of differences that exist between a Northern and Southern institution than would A.I.D. itself, while still maintaining its ability to carry out its mandated responsibilities of accountability and oversight as an A.I.D. representative.

### (iii) Findings: Disadvantages of External Project Management

Disadvantages associated with the external management of Support Projects come from several perspectives corresponding to the number of different players participating. Because Umbrella projects involve numerous participants, i.e., A.I.D., Host Country Governments, PVOs and NGOs, Support Institutions such as Universities and training institutes, etc., the greatest challenge, to put a more positive face on it, is developing and maintaining professional relationships. If there is any lesson to be learned from these projects, it is that they are no different than any other aspect of life, perhaps a bit more complex, but not different. Apart from this common sense lesson, most of the disadvantages that are noted from a review of Umbrella project documentation are merely the "flip-side" of the noted advantages. In fact, most of the disadvantages are more in the way of (mis)perceptions than they are actual disadvantages. The following points are presented in this regard:

- From the perspective of USAID Missions, the greatest disadvantage, or at least what is perceived as such, is the loss of control that goes with conferring the management of an activity to an external institution (even when it so desires). This sense of loss can be more greatly magnified with a PVO intermediary contracted through a Cooperative Agreement (CA) instrument than it is with a for-profit firm operating under a standard contracting instrument. While a discussion of the relative merits of one type of contracting mode over another is discussed in Section 3 below, suffice it to say that the engagement of an Umbrella intermediary under the terms of a CA, implies a degree of autonomy in project implementation which many Missions may initially find uncomfortable. Missions normally assume that operating in this manner implies a trade-off of sorts, i.e., that the steps taken to decrease the internal administrative burden must necessarily translate into a loss of control over eventual outcomes. Fortunately, lessons learned from the majority of Support Projects utilizing the PVO intermediary mechanism have shown that provisions can be made to ensure that the Mission's mandated oversight responsibility for project outcome is maintained without its direct day-to-day involvement in project management.

- From the perspective of PVOs and NGOs, but primarily the former, an Umbrella intermediary adds an unnecessary institutional and bureaucratic layer between themselves and a USAID Mission. It is felt that this can both deny them a direct relationship with the Mission, and delay the receipt of project assistance. Again this is the flip-side of an acknowledged advantage, i.e., the buffer that the intermediary provides between A.I.D. requirements and PVO/NGO communities, and the ability to streamline requirements and facilitate movement through the corresponding process. Many grant recipients and potential recipients have also reported the feeling that the PVO intermediary is unnecessarily intrusive in its internal operations. Again, this is the flip-side of having the time, resources and mandate to devote to working with PVOs and NGOs to meet A.I.D. requirements, as well as working to strengthen their institutional capacity. On the other hand, its fiduciary responsibility for A.I.D. funds is going to make it no more popular than any other entity performing the same function, including A.I.D.

#### (iv) Summary and Conclusions

Lessons learned from other PVO/NGO Support Projects support the contention that, in most cases, an umbrella intermediary mechanism has been a more appropriate model for the management of project activities. Section a) above notes those instances where internal mission management may be more appropriate than the umbrella intermediary. In Section b) a review of different umbrella intermediary modalities has been undertaken with the conclusion that a U.S. PVO or Non-Profit Organization has been, by far, the model of choice selected by project designers in both first and second generation umbrella projects. In fact, the last five PVO/NGO Support Projects designed have all employed a U.S. PVO intermediary. There is every reason to believe as more experience is gained with the umbrella intermediary mechanism, that it will continue to evolve to meet the needs of missions, PVO/NGO communities and the umbrella managers themselves.

### 3. Choosing the Contracting Mechanism

In all but two of the Support Projects employing a PVO/NPO intermediary noted in preceding discussions (Somalia MUST and Senegal PVO/NGO Support), a Cooperative Agreement was employed to contract the PVO/NPO intermediary or, as it is frequently referred to, the Institutional Project Manager (IPM). It is useful to review the rationale that has been employed in selecting the Cooperative Agreement as the contracting instrument of choice in these projects.

The Cooperative Agreement is a relatively new contracting instrument (actually referred to as a "Collaborative Development" instrument) within A.I.D. It was developed as a means to bridge the fairly wide "gap" that existed between the two forms of funding instruments, i.e., the Contract and the (Handbook 13) Grant (formerly Operational Program Grant). The gap referred to here related to the level of involvement that an A.I.D. mission was expected to exercise in the implementation of a given project; or to put it another way, the degree of autonomy that the recipient was to have in the execution of project activities. The following discussion provides a more detailed discussion of the three funding mechanisms:

#### a) **The Contract**

A contract clearly and specifically defines the services to be performed for an A.I.D. mission and permits little contractor flexibility in its execution of project activities. The implied assumption is that a contractor is executing an A.I.D. (in support of a host country government) project, and has thus been engaged to provide services to the A.I.D. mission (host country government) in support of its project. Contracts have been employed in only two Support Projects to engage the intermediary project manager (i.e., Senegal PVO/NGO Support and Somalia Must). In both instances Cooperative Agreements were initially envisioned by the concerned missions. In the case of Senegal the PIO/T scope of work was so overly-specified as to the tasks to be carried out by the external project management unit that the Regional Contracting Officer felt that there was no alternative but to bid the project as a Request For Proposals (a Contract), and not, as a Request for Applications (for a Cooperative Agreement) as had been anticipated. In Somalia, it was decided that the competition for the external project manager should be open to for-profit, as well as non-profit organizations, and thus the issue of an RFP.

#### b) **The Grant**

A Grant, on the other hand, explicitly recognizes that A.I.D. funding is going to support the program of a PVO, and not that of an A.I.D. mission. A grant mechanism provides PVOs with the maximum possible independence in program implementation from the range of available funding mechanisms, while at the same time reducing both A.I.D. and host country government management burden. It should be noted that a grant mechanism has never been used to engage an umbrella intermediary under a PVO/NGO Support Project, but seems to have been the preferred mode for funding PVO subgrant activities under mission-managed Co-fi projects (e.g. Sudan, Somalia, Mali and most of the PVO activities in Mozambique); which is consistent with findings discussed above.

### c) The Cooperative Agreement (CA)

In the early 1980s, it became apparent that a new funding mechanism was required to address two related issues: (a) finding a means to reduce A.I.D. management burden in general, and its involvement in supporting PVO/NGO activities in particular, and (b) how to maintain its mandated responsibility for project oversight, and hence outcome while supporting PVO/NGO activities. It should be noted that both of these issues were initially framed within "The A.I.D. Policy Paper on Private Voluntary Organizations" (September 1982), and later, in Development Fund for Africa (DFA) legislation and specifically, the special section on "Private and Voluntary Organizations." In both cases, support to and collaboration with U.S. PVOs, African NGOs and community groups, was an A.I.D. mandate. Thus, the Cooperative Agreement mechanism evolved to reconcile two somewhat contradictory requirements driving Agency decisions: (a) the need to reduce costs, and particularly operating expenditures; and (b) increase support to PVOs and NGOs which essentially meant a major increase in individual projects and overall management units, mainly small, but no less management intensive than those of large projects. The response to these two requirements was the rise of the PVO/NGO Support Project, and the development of the Cooperative Agreement as a means to engage a PVO intermediary to manage it.

It should be noted that CAs are in fact a form of grant. As a collaborative development instrument, as well as a form of Grant, the CA is essentially supporting the activities of a PVO recipient, and not necessarily those of an A.I.D. mission. While this is rarely discussed or understood by missions, or many of the PVOs that operate under them, it has, according to experience gained in the projects referred to in this study, been a considerable source of friction during project implementation. In short, in utilizing a CA to engage a PVO umbrella intermediary to manage a Support Project, there has been little distinction, in the minds of some missions, between this instrument and that of a standard contract. This has thus led to different interpretations as to the level of A.I.D. involvement in the management of PVO/NGO projects, and consequently some disagreement as to who is responsible for undertaking what tasks during implementation. As noted below, such problems are normally start-up ones and can, to a significant extent, be avoided by acting early and openly.

As discussed above in 2.b), the primary concern expressed by A.I.D. missions in which project management of PVO/NGO Support Projects was conferred upon a PVO intermediary, was that of a loss of control over project activities. Over the last decade, both project designer and practitioners have developed a number of tools to (a) ensure that missions maintain the degree of oversight that is required by Agency mandate, and (b) which defines clearly, for both A.I.D. and the PVO intermediary the nature and level of A.I.D. involvement in project management. The following discusses two of the more important of these tools:

#### (i) A.I.D. Substantial Involvement

What distinguishes a Cooperative Agreement from a Grant instrument is the expected level of A.I.D. involvement in project management during project implementation. Cooperative Agreements were designed to permit A.I.D. involvement in the management of what is technically considered a "PVO" grant activity. The means which A.I.D. uses to define its

involvement is the "substantial involvement understanding" clause of the CA. Substantial involvement can cover such areas as the right of approval of core recipient staff to be funded by the CA, to concurrence in the subagreements to be funded under the basic Cooperative Agreement. In principle, the CA is a negotiable instrument and the substantial involvement clause is subject to the give and take associated with a collaborative development process.

#### (ii) Annual Workplans and Budgets

Substantial involvement clauses cover big picture issues but do not get down to the details of project implementation. A major innovation developed over the last five years has been the insertion into substantial involvement clauses of a provision requiring the CA Recipient to prepare annual workplans and budgets with performance indicators which then serve as the basic reference point of the A.I.D.-Recipient relationship during that time period. This may seem like standard fare in the contracting realm and it is in fact; but for Grants and the newer Cooperative Agreements, it is a relatively new phenomena, reflecting the normal evolution in doing business where performance counts. As in a contract, measuring a PVO Recipient's performance has become an increasingly accepted requirement. Unlike a contract, and reflecting the collaborative nature of the CA, performance is negotiated between the parties and specific indicators agreed to.

These two "tools" of the Cooperative Agreement are not to be viewed as an encumbrance designed to hobble the Recipient. Rather, once the terms and conditions of the Substantial Involvement Understanding have been agreed to, and the principle of annual workplan performance negotiated, the Mission knows that it can expect: (a) certain "deliverables" to be produced at a certain time, and (b) that certain actions are subject to its approval or concurrence prior to the Recipient taking certain actions. For the PVO intermediary, it can be assured that once agreement has been reached in these areas, and it meets agreed upon targets of performance, then it can expect to undertake project management with a minimum level of A.I.D. involvement in the day-to-day activities of project implementation, a major desire of A.I.D. as well.

#### 4. Defining Project Parameters

While this study is in the order of an assessment and not a full-fledged design, it will none-the-less be both useful and necessary to define some of the parameters of a PVO/NGO Support Project. This is especially necessary as the study Terms of Reference call for developing a set of indicative staffing requirements and cost estimates for a possible Support Project. In order to comply with this requirement, certain assumptions about such a project need to be made and that is the purpose of this section. In Section A.2. above, a number of assumptions concerning what the Mission will look like, both in terms of staffing and portfolio, were presented. In this section, parameters such as project size and duration, sectoral focus and geographic coverage, and absorptive capacity of beneficiaries will be discussed as the basis for the recommendations to be made concerning staffing requirements and cost estimates. As in the preceding sections, lessons learned from other PVO/NGO projects are incorporated in the assumptions-cum-recommendations made below.

### **a) Project Purpose and Objectives**

The purpose of a Lesotho PVO/NGO Support Project would be two fold:

- To increase the amount and developmental impact of PVO and NGO activities in the key areas of agriculture and natural resource management, family planning and AIDS education and prevention, micro and small-scale enterprise development, and, democratization and local governance; and
- To increase the institutional capacity of Lesotho NGOs to undertake developmental activities in these key areas in collaboration with local organizations and community groups.

This purpose statement combines elements of both the Senegal PVO/NGO Support Project and the Malawi SHARED Project. The essential point common to both these second generation Umbrella Support Projects is their focus, by no means exclusive, on indigenous NGOs and their institutional strengthening. Given the low level of institutional capacity of Lesotho NGOs as described in Part II of this study, and A.I.D.'s assumed desire to see their meaningful participation in project activities, one component, corresponding to the second project purpose, would be NGO institutional strengthening. The other component would be the award of subgrants designed to increase the number and the impact of both PVO and NGO development activities in key Mission sectors. An important point to note here is that activities directed to the achievement of both purposes would be undertaken simultaneously and not staggered. For PVOs and NGOs that had proposals which fell within approved project criteria and were deemed to have the management capacity to implement them, immediate subgrants could be made. For the NGOs that required and requested capacity strengthening, technical assistance and training could be provided. This is essentially a dual track strategy and corresponds to the two project purposes. It has been successfully carried out in both Senegal projects and in the Malawi SHARED project.

Project objectives would include: (a) initially helping to decrease the Mission's management burden in relation PVO/NGO funded activities, either already in its portfolio, or to be funded directly by the project itself, and (b) eventually taking over the Mission's program portfolio which would consist by that point of only PVO/NGO activities. A final objective would be to build up indigenous non-governmental capacity to sustain services and programs in critical sectors.

### **b) Sectoral Scope and Geographic Coverage**

The assumption here is that an Umbrella Support Project would continue to work in all sectors previously defined in the CPSP except for basic education; pick-up and expand the pilot activities in AIDS and family planning; and, add sectoral activities in both enterprise development and democratization and governance. In addition, the SSIAP Peace Corps project and the second five year phase (beginning in 1996) of CNRMP could be added to the Umbrella managers responsibilities with only incremental increases in management requirements and costs. The Zaire SPSP demonstrates that a Peace Corps-managed activity can be successfully incorporated into an Umbrella Support Project with a minimum of contracting difficulties.

Both enterprise development and democracy and governance activities are recommended, based on CPSP recommendations, and assessed need as related by PVOs and NGOs interviewed for this study. A particular aim of an enterprise development sectoral component might be to increase on-farm and off-farm income and employment opportunities through the strengthening of support institutions providing such services as entrepreneurship training, business and technical advisory services, and credit. The Kenya-REP, both Senegal Projects, and the Malawi SHARED Project, have demonstrated the impact that NGOs can have in micro- and small-scale enterprise, and they all share important features which have contributed to their success. The Rwanda PVO/NGO Support Project, recently released for competition, is a good example of the first of third generation Umbrella projects to focus solely on enterprise development using PVOs and NGOs exclusively.

The fact that successful elections have recently been held and a democratically elected government is about to take power, only reinforces the need for continued USG/USAID support of this process. Any number of activities can be considered including: supporting decentralization strategies incorporating grassroots participation through local organizations (e.g. grazing associations, women's groups, etc.); promoting civic education; increasing media independence and effectiveness; and, direct assistance to the National Assembly or the constitutional reform process. The two most recent project designs (Rwanda DIG and Zambia Democracy and Governance) under the Africa Bureau's Democracy and Governance Project both feature project management by PVO/NPO umbrella intermediaries.

It is anticipated that a new Umbrella Support Project would have no geographic limitations and would thus have a country-wide focus and coverage. In fact, Umbrella Support Projects have, in a number of countries (Malawi in particular), been able to promote both wide-spread geographic coverage as well as movement into underserved sectors through the grant award mechanism. The Umbrella intermediary can ensure geographical and sectoral spread by applying approved subproject selection criteria to the subproject selection process.

#### **c) Intended Beneficiaries**

Direct beneficiaries are the PVOs and NGOs which receive direct TA/training or financial grant assistance from the project to improve and increase their programming and its impact; and enhanced institutional capacity for Lesotho NGOs so that they can better deliver programs and services to local communities. The ultimate beneficiaries are the grassroots communities, individuals and groups, and local organizations representing them, who are served by and strengthened through PVO and NGO programs and projects. Mention should be made here of the expected role of U.S. PVOs. The recommendation is made and flows from findings found in Chapter II above, that U.S. PVOs not currently resident in Lesotho should in all but a few exceptions be required to partner with a Lesotho NGO(s) in order to be eligible for project funding. The purpose of such partnerships would be to combine the sectoral and/or management expertise of the U.S. PVO with the local knowledge, understanding and outreach of Lesotho NGOs. In a very few cases, consideration could be given to funding PVO program start-up when (a) there is no sectoral expertise resident in the Lesotho PVO/NGO community, and/or, (b) if a U.S. PVO was willing to make a long-term commitment including a significant financial one, to establishing and maintaining a country program. U.S. PVOs with current programs in Lesotho

should be encouraged, but not necessarily required to partner with Lesotho NGOs provided that their programs target ultimate beneficiaries as noted above.

#### **d) Types of Assistance**

At a minimum, two types of assistance would be provided through a Support Project and managed by the project management unit, mission or intermediary: (a) technical assistance and training and (b) financial grant assistance. TA and training would be provided to Lesotho NGOs by (a) the Umbrella intermediary, (b) through partnerships with U.S. PVOs, or (c) through small "institutional development" grants which the NGO could manage itself under close supervision by the Umbrella intermediary. Three types of grants could be considered: (a) Development Grants to either PVOs or NGOs for discrete project activities in one of the approved sectors, (b) Partnership Grants between U.S. PVOs and Lesotho NGOs where the dual objectives of NGO capacity strengthening and increasing program or project impact are combined, and (c) institutional development grants designed to enhance NGO capacity including TA/Training and modest funding to cover essential operational support costs. These types of assistance are consistent with virtually all the second generation Umbrella Support Projects which recognize and promote the importance of indigenous NGO institutional strengthening.

#### **e) PVO/NGO Absorptive Capacity**

Determining the size of a Lesotho Umbrella Support Project, is primarily a function of need and the capacity of PVOs to effectively utilize funding made available to meet identified problems. The CPSP thoroughly establishes the need for continued development assistance, and the assessment of PVO/NGO institutional capacity, clearly indicates that with a long-term approach and strategy, significant levels can be effectively absorbed and utilized. It is estimated that U.S. PVOs both resident in Lesotho, and those willing to operate in a partnering capacity with Lesotho NGOs would be able to immediately undertake major projects in all the sectors of interest to the Mission. At the same time, a number of Lesotho NGOs would be ready, with a minimum of prior capacity strengthening (or capacity strengthening built into Development Activity Grants) to initiate projects themselves. The larger community of Lesotho NGOs would require varying degrees of institutional strengthening, ranging from TA/training to the management of modest Institutional Development Grants. As noted below, this translates into significant levels of funding. Areas such as AIDS and family planning, currently in a pilot phase, could most likely be expanded over the life of a project to absorb whatever level of funding was made available. A project like CNRMP, that is both successful and replicable could as well absorb significant amounts of funding given a competent management unit such as is currently in place.

#### **f) Project Size and Duration**

The assumption is made that (i) there is every intention to maintain an A.I.D. program in Lesotho through the foreseeable future, i.e., indefinitely, based on assessed need. In addition, it has been recognized that projects which aim at increasing indigenous NGO capacity require sufficient time to do so. Given both these factors, it is recommended that an Umbrella Support Project be authorized for a period of ten years with an initial CA issued for five years (legal maximum), in the event that an umbrella intermediary mechanism is chosen. It is thus anticipated that a new

Umbrella Support Project could be obligated from the first quarter of FY 1995, (October 1, 1994) through the end of FY 2004 (September 30, 2004).

The assumption is made that there will be an average funding level for the Umbrella Support Project of roughly \$3.5 million per year through the 10 year life of project (LOP), or \$35.0 million, with a five year initial LOP of \$18.0 million. It is assumed that in Year 3, the Project would pick-up CNRMP funding and continue to fund it for five years (CNRMP Phase II) at roughly \$1.5 million per year. Years 1 & 2 of the Umbrella Support Project are budgeted at \$3.0 million per year and Years 3 - 5 at \$4.0 million per year (including CNRMP funding), or a five year total of \$18.0 million. For the last five years of the Project a total of \$17 million is budgeted with no new grants being made in the ninth year (Year 4 of Phase II).

Given the experience of other Umbrella Support Projects, Development Grants in support of discrete project or programs have been made in the area of \$1.0 million over a two to three year period. This has been limited more by total project funds available than by need or absorptive capacity. Certainly, there are projects similar to CNRMP in other countries that were contracted out as separate projects to either for-profit or non-profit organizations, that could have been funded under an umbrella mechanism. The issue had more to do with the requirement to undertake an in-depth design of such projects than in the ability to manage them. An interesting thought in this regard, is to look at Umbrella Support Projects in terms of undertaking major design efforts themselves or contracting them out, or even looking at a combined design and performance (DAP) contracting process limited to PVOs as a way to get around the funding of larger more technically complex projects.

As detailed in Annex G "Cost Estimates and Staffing Patterns," management, including technical assistance and training costs will average about 25% to 27% of total project costs if managed by a PVO umbrella intermediary assuming office and housing rental costs and equipment, furniture and household appliances are taken care of by A.I.D. for the first five years of the project, and thereafter only office and house rents. If management of the Project were to be undertaken directly by the Mission, then it is estimated that management costs to total overall project costs would average about 27% to 29% a year over the LOP. This however, does not cover the hidden costs associated with non-Lesotho based A.I.D. officers such as the Regional Contracting Officer, Regional Controller, etc. who will be required to sign-off on all contractual matters (e.g. PIOs, Contracts, Grants and/or CAs).

### **C. Conclusions and Recommendations**

Lessons learned from other PVO/NGO Support Projects support the contention that, in most cases, an umbrella intermediary mechanism has been a more appropriate model for the management of project activities than the available alternatives, i.e., direct Mission management or a for-profit contractor. Section B.1.a above notes those instances where internal mission management may be more appropriate than the umbrella intermediary. In Section B.1.b a review of different umbrella intermediary modalities has been undertaken with the conclusion that a U.S. PVO or Non-Profit Organization has been, by far, the model of choice selected by project designers in both first and second generation umbrella projects. In fact, the last five PVO/NGO Support Projects designed, have all employed a U.S. PVO intermediary. There is every reason

to believe that as more experience is gained with the umbrella intermediary mechanism, it will continue to evolve to meet the needs of missions, PVO/NGO communities and the umbrella managers themselves.

Undertaking a PVO/NGO Support Project with a U.S. PVO intermediary working under a Cooperative Agreement arrangement with A.I.D. is both a medium-term and long-term solution to current and anticipated management requirements for the Lesotho program. The major difference between this proposed undertaking and previous A.I.D.-financed Umbrella projects is in the magnitude of the endeavor and its centrality to the overall Lesotho Program. It is certainly "doable," and as pointed out in the preceding discussions, sufficient "safeguards" can be built into the Cooperative Agreement to provide the level of oversight necessary to ensure A.I.D.'s mandated responsibility for project outcome.

#### **IV. DESIGN CONSIDERATIONS**

The Project Identification Document (PID) stage of project development will be an extremely important one should the Mission decide to forward with a project along the lines discussed in this assessment. It will be even more important if a decision is made to combine the eventual design and implementation of a "Umbrella" project through a single collaborative development approach such as that used in a Design and Perform (DAP) mode of contracting ... the recommendation of this Study Team. As the intention is to engage a U.S. PVO to serve as the Umbrella intermediary through an Cooperative Agreement (CA) instrument, a DAP itself cannot be employed as it over specifies the performance requirements of the implementing agent, and is thus inconsistent with the collaborative intent of a CA mechanism. In order to establish and maintain the important linkage between design and implementation in terms of the relationship between the Mission and Implementing agency, an alternative contracting mode would be to issue a Request for Invitations (RFA) for a Cooperative Agreement to do the design of the new Project. If the Mission is satisfied with the design effort of the CA Recipient then it could either amend the CA to include implementation of the project, or issue a new CA for the implementation. If A.I.D. wanted to restrict competition to a pre-qualified group of PVOs and NPOs with known competence in the area of umbrella management, it could issue an Invitation for an Application (IFA) for a Cooperative Agreement to a pre-identified number of such organizations. Obviously, should the Mission decide that for -profits as well as PVOs/NPOs will be eligible for design and implementation responsibilities, then a DAP itself is the applicable alternative.

In either event, the PID will necessitate a level of effort commensurate with the greater degree of analysis needed to fulfill A.I.D. contracting, i.e., RFA/IFA or RFP, requirements that would attend a DAP or DAP-like approach. As one of the contracted services sought under this approach would be the preparation of the Project Paper, the PID would thus become the prime document used in the preparation of the corresponding PIO/T, and related documentation. Given the significant down-sizing of the Mission to take place over the next three to six months, serious consideration should be given to what internal staff resources will need to be made available for such an effort, and what will have to be sought externally from REDSO, A.I.D./Washington, or contracted to supplement in-house expertise. In short, it will be at the PID stage that the decision

must be made to ahead with an umbrella project, and if so, to prepare the necessary documentation to undertake a DAP or DAP-like approach to a collaborative design and implementation process.

**TERMS OF REFERENCE**

**LESOTHO PVO/NGO ASSESSEMENT:**  
**THE POTENTIAL FOR AN INCREASED PVO/NGO ROLE**  
**IN USAID/LESOTHO'S TRANSITION STRATEGY**

## Scope of Work

### **I. OBJECTIVE**

The primary objectives of the analysis are (1) to provide an assessment of current U.S. PVO and Lesotho NGO activities in Lesotho and potential for expanding program activity in selective sectors and (2) to assess potential options for PVO involvement in program and project management options. This information will assist USAID/Lesotho in determining scope for further support to PVOs/NGOs implementing programs that support the A.I.D. country development strategy for Lesotho. Note: PVO refers to U.S. Private Voluntary Organizations and NGO refers to Lesotho Non-Governmental Organizations.

### **II. BACKGROUND**

NGO/PVO activity has grown significantly over the past decade. Although relatively few in number, U.S. PVOs have been active in several sectors in Lesotho including food assistance, training, agriculture and rural development, environmental management and energy, health and family planning, and credit mobilization. The number of U.S. PVOs currently operating in Lesotho is fewer than a decade ago as several PVOs implemented specific donor funded projects and then terminated their presence following project completion. USAID has supported PVOs/NGOs programs in Lesotho through both individual projects and central funding mechanisms.

The number of local NGOs has increased steadily over the same period. Amongst the reasons for this increase is an increasing awareness by the donors of the role that NGOs can play in providing services in a cost effective way and the desire to increase host country national management in the development process. The Government of Lesotho (GOL) is increasingly supporting a role for NGOs in development activities. Several NGOs have also improved their management capacity and may be capable of assuming a larger role.

USAID/Lesotho's current funding levels are in the range of \$7 million annually and approximately half of this amount is programmed for existing projects. USAID/Lesotho program focus areas are agriculture, natural resource management, and basic education. Targets of opportunity in AIDS and family planning are currently under development.

Expanding the roles and scale of PVO involvement in development processes is consistent with current legislation governing United States development cooperation policy. Furthermore recent guidance from AID/W encourages missions to consider use of PVOs and NGOs for program implementation in areas where PVOs/NGOs have a unique capability by virtue of their community level involvement.

USAID/Lesotho is currently developing a program management transition strategy that will result in fewer U.S. Direct Hire (USDH) staff located in Lesotho to manage the program. As part of this strategy development the Mission is assessing options to assist in program implementation,

including the increased use of PVOs/NGOs. AID has used PVOs for project implementation in countries that require a lower level of AID on-site management.

### III. TERMS OF REFERENCE

This study will be in two parts consisting of a section on (A) U.S. PVOs and Lesotho NGOs currently operating in Lesotho or interested in establishing programs and (B) assessment of various options relating to project/program management. A team of two consultants is envisioned.

#### A. PVO/NGO Programs

1. The Contractor will review a survey conducted by the Lesotho Council of NGOs of U.S. PVOs and selected Lesotho NGOs currently operating in Lesotho. The findings will be summarized to present an overview of PVO/NGO operations and program focus. The Contractor will comment on the management and implementation capability of organizations surveyed and indicate the potential for program expansion. The Contractor will also assess the potential for developing a broad base of donor support by individual PVOs/NGOs that would lead to long-term sustainability.
2. Assessment of potential for partnerships between U.S. PVOs and local NGOs to implement projects through sub-granting arrangement. Included in this assessment both in-country PVOs and those that may have interest in establishing a program in Lesotho in selected sectors.
3. Identify and describe NGO/PVO consortiums, councils, or other organizations (e.g. National Council of NGOs and the Institute of Extra Mural Studies) in Lesotho with regard to membership, funding, functions, status with the government. Assess the potential for such organizations to serve as venues for training and other institutional building activities directed to NGOs.
4. Interview established NGOs operating in USAID/Lesotho's focus areas to determine their interest in seeking funding from AID should a funding mechanism be established. Assess the potential for these NGO to utilize additional funding and determine if there is adequate program and financial management capability.
5. Interview U.S. PVOs or their affiliates currently operating in Lesotho to determine if there is an interest in expanding programs in USAID/Lesotho focus sectors if there were a funding mechanism available. The following PVOs should be included: CARE, OIC, Near East Foundation, World Vision, ADRA, Winrock. The contractor will solicit additional information from home offices when deemed necessary.
6. Interview a sample of PVOs not currently operating in Lesotho but with significant African programs to determine their potential interest in establishing a program in Lesotho if funding were available. The requirement for PVOs to provide a minimum of 25 per cent funding from non U.S. government sources will also be addressed. The following PVOs are suggested:

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Save the Children, Foster Parents Plan, Africare, Experiment in International Living, Heifer Project International, Technoserve, Center for Development and Population Activities (CEDPA), Pathfinder, and Family Health International. This task will be undertaken through visits to offices of selected PVOs or if appropriate through questionnaires and telephone interviews. The contractor will identify all PVO officials interviewed.

7. Review and incorporate as appropriate findings from a family planning and AIDS strategy assessments planned for February 1993 into the report. It is anticipated that the family planning and AIDS strategy assessments will examine the current roles and potential of PVOs/NGOs in family planning activities in Lesotho. If it is determined that the family planning and AIDS strategy assessments have adequately addressed issues relative to potential roles of PVOs/NGOs in these two sectors, this information will be summarized and incorporated into this study. Any further follow up is required with these PVOs and NGOs will be considered to be part of the Contractor's Scope of Work.

8. Meet with U.S. based PVO organizations including InterAction and PACT to solicit information relative to member PVO interest in potential program activity in Lesotho in USAID/Lesotho's focus sectors. Assess the level of support, including specialized training and other institutional building activities, that could be provided to PVOs/NGOs working in Lesotho.

## **B. Management Options**

This analysis shall undertake an assessment of management options for long-term management of AID-funded activities in Lesotho with PVO/NGO involvement. In assessing the options, consideration will be given to the planned reduction of USDH staff presence, staff sharing with neighboring missions, and the possibility of no USDH presence in Lesotho.

1. The Contractor will assess various project/program management options for management of PVO activities and other USAID program activities in Lesotho including, but not limited to the following:

- USAID/Lesotho or regional management of a PVO co-finance project using USDH or a personal services contracted project manager and utilizing a contract (Grant/Cooperative Agreement) to a lead PVO to manage a PVO co-finance project or a contract to a for-profit firm to manage a PVO co-finance project.
- Buy-In to existing Partnership Grants or other centrally-funded PVO for the purpose of project management.
- PVO or PVO organization managing overall implementation of AID-funded activities in Lesotho.

The potential role for local NGOs and the NGO council will also be considered in all scenarios.

The Contractor will indicate staffing requirements for all scenarios above and give a preliminary indication of the required mix of skills/experience likely to be required to implement the various options referred to above. The Contractor will also cite examples of other A.I.D. program that have utilized any of the above scenarios and include comments as to the advantages of each and constraints/problems encountered. USAID/Lesotho will obtain from CDI for use by the Contractor information and reports including interim and final evaluations on A.I.D. PVO co-finance projects or other such projects and programs which provide for a substantial role for PVOs in project and program implementation.

2. The Contractor will prepare cost estimates for each scenario presented, including a list of all assumption used in preparing the cost estimate. Cost estimates will be for one, five, and ten year periods.

3. The Contractor will review prior AID experience using both direct contracts and cooperative agreements with PVOs to implement A.I.D. funded programs/projects.

#### **IV. TIME AND PLACE OF PERFORMANCE**

The contractor will perform the above tasks in the U.S.A. and in Maseru, Lesotho between the dates of February 16 and March 31, 1993. A six day work week is authorized.

#### **V. EFFECTIVE DATE AND COMPLETION DATE**

The contract is effective upon signature and the completion date for task reports is March 31, 1993.

#### **VI. DELIVERY**

The contractor shall meet at a minimum weekly, while in Lesotho, with the USAID/Lesotho Project Development and Program Officers for a progress report. Any constraints encountered will be raised during these meetings. The contractor shall propose briefly annotated outlines for the final reports, based on the Terms of Reference above within one week of starting the contract. These outlines can be faxed to USAID/Lesotho. Upon arrival in Lesotho, the contractor will meet with the Mission Director, Project Development Officer and Program Officer to review the outlines and make such adjustments as shall be required by USAID/Lesotho. Five days prior to the completion date a draft report and will be provided to USAID/Lesotho. The Contractor will give an oral briefing to the Mission two days later. Written Mission comments will be given to the Contractor the day after the oral presentation. A final draft report is due prior to departure from Lesotho. Five copies of the report (four bound and one not bound) will be due within two weeks of Contractor departure from Lesotho.

The Contractor must demonstrate prior experience with assessment of PVO/NGO management capability, extensive knowledge of and experience in working with the U.S. PVO community and host country NGOs. A two person consulting team is envisioned.

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The consultant working primarily with Sec. III A. will have demonstrated operational field experience with implementation and evaluation of PVO/NGO activities. The consultant should also have experience with conducting new country assessment for establishing PVO/NGO programs. African field experience is preferred. Knowledge and relative working experience with U.S. PVOs and PVO organizations is desirable. Excellent oral communication and writing skills are required.

The consultant working with Sec. III. B. will require experience in assessing management options for PVO funding projects. Prior experience in managing a PVO funding project is desirable. Demonstrated knowledge of A.I.D. operations and program management is essential. Long term A.I.D. employment in a PVO related position is preferable. Experience with A.I.D. program planning is desirable. An understanding of USAID procedures and programs is important. Excellent oral communication and writing skills are required.

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## VII. LEVEL OF EFFORT

A two person team is proposed with one consultant primarily responsible for Section A above (PVO/NGO Survey) and the second consultant primarily responsible for Section B (Management Options). The Contractor will designate one member to be the team leader. The Contractor may suggest alternative approaches to completing the tasks described in Sec. IV (Terms of Reference) such as sharing the tasks among different staffing arrangements.

### Illustrative Timetable

Activities	Work Days
Report Outline*	1
U.S. based activities including assessment of U.S. PVOs interested in considering program activity in Lesotho, interest in partnerships between U.S. PVOs and Lesotho NGOs, and meeting with U.S. PVO organizations (e.g. InterAction and PACT) to assess potential for involvement, and specifically training and institutional strengthening activities, for PVO/NGO activities in Lesotho.*	10
Survey of current PVO and NGO activity in Lesotho including review of PVO and NGO profiles	5
Assessment and profile of PVO/NGO membership organizations in Lesotho.	3
Assessment of interest of US PVO currently working in Lesotho to expand programs conditional on availability of funding.	5
Assessment for potential for partnership between PVOs and NGOs.**	8
Assessment of Management Options for AID program implementation.	15
Report preparation	5
International Travel (two consultants) 4 days each	8

Total Person Days

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\* U.S. based activities

\*\* Both Lesotho and U.S.

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**QUESTIONNAIRE FORMS**

**LESOTHO PVO/NGO ASSESSEMENT:**  
**THE POTENTIAL FOR AN INCREASED PVO/NGO ROLE**  
**IN USAID/LESOTHO'S TRANSITION STRATEGY**

**LESOTHO NGO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE - LESOTHO NGO**

Name of NGO:

Contact Person/Title:

Address:

Phone:

Fax:

Date of Interview:

Interviewer:

Type of PVO:

Sectoral Programme Scope:

Summary/History:

**II. PROGRAM BACKGROUND AND FUTURE PLANS**

Objectives:

Current Activities:

Geographic Coverage:

Funding Sources:

Proposed Activities:

**III. ORGANIZATIONAL DEVELOPMENT:**

Management Structure:

Inst'l Infrastructure:

Beneficiary Outreach:

Inst'l Linkages:

Inst'l Capacity:

Sustainability:

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

Name of PVO:

Contact Person/Title:

Address:

Date Contacted:

Type of PVO:

Funding:

Summary/History:

**II. DEVELOPMENT BACKGROUND**

Sectoral Expertise:

Geographical Scope:

AID Experience:

NGO Experience:

**III. LESOTHO EXPERIENCE**

Current Experience:

Previous Experience:

Potential Interest:

## NGO Assessment Guide: Lesotho

USAID/Lesotho has commissioned an assessment in cooperation with the Lesotho Council of NGOs to determine the capability and capacity of PVOs and NGOs operating in Lesotho to assume a larger role in the management and implementation of activities in USAID's areas of program focus in Lesotho - Agriculture, Natural Resources, Education, Health (and possibly HIV and Family Planning).

The following set of questions will be used as a guide in conducting interviews with selected Lesotho-based PVOs/NGOs.

The questions fall into the following categories:

- NGO mission
- Background
- Interventions/projects
- Staffing and management structure
- Management systems
- Equipment/materials
- NGO relationships
- Monitoring and evaluation
- Summary of constraints and proposals to overcome them
- Estimates of recurrent costs, cost recovery and sustainability
- Expansion potential and plans

NGO: \_\_\_\_\_ Date: \_\_\_\_\_ Interviewer: \_\_\_\_\_

Postal Address: \_\_\_\_\_ TEL: \_\_\_\_\_

\_\_\_\_\_ FAX: \_\_\_\_\_

\_\_\_\_\_

**Contact Person:** \_\_\_\_\_ **Title:** \_\_\_\_\_

**Person(s)**

**Interviewed:** \_\_\_\_\_ **Title:** \_\_\_\_\_

\_\_\_\_\_ **Title:** \_\_\_\_\_

\_\_\_\_\_ **Title:** \_\_\_\_\_

**A. NGO Mission**

A.1. Goals

A.2. Focus of Activities (with priority ranking)

**B. Background**

B.1. When did the NGO begin operation in Lesotho?

B.2. Approximate funding level.

<u>Year</u>	<u>Maloti</u>	<u>\$ Equiv.</u>	<u>Source</u>
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(See Annex A. Intervention Data Sheets for more detail.)

B.3. What NGO project documents exist?  
Quarterly/monthly reports? Project Summaries? Newsletter?

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B.4. Issues affecting in-country NGO operations (e.g. regs. and procedures, tax exemptions, duty free privileges, reporting, etc.)?

B.4.a. Describe GOL registration process. Difficulties?

B.4.b. Duty Free? Difficulties?

B.4.c. Tax Exempt? Difficulties?

**C. Interventions/Projects**

(See Annex A. Intervention Data Sheets)

**D. Staffing and Management Structure**

D.1. What is the staff structure? Organogram?  
Describe key positions by title, responsibility, background and experience.

\*Additional information attached as Annex B.

D.2. Number of paid vs. volunteer staff?

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- D.3. Characteristics of staff tenure. Long tenure vs. high turnover?  
Issues affecting tenure?

**E. Management Systems**

E.1. Planning

E.1.a. Timelines for projects/interventions?

E.1.b. Overall strategic planning? With who?

E.2. Personnel

E.2.a. Needs and resources available for training.

E.2.b. Distribution of tasks. Are there job descriptions?

E.2.c. Are proposed interventions feasible given staff skills/qualifications?

E.2.d. Who supervises staff? How? Are performance evaluations completed on staff? What is the general morale of the staff?

E.3. Financial

E.3.a. Who does bookkeeping?

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E.3.b. Are there established systems for reception, banking and disbursement of funds? Computerised?

E.3.c. Software?

E.3.d. What is the budgeting process? Who is involved?

E.3.e Who does auditing? When was the last audit?

E.4. Equipment/materials

E.4.a. List of key equipment/vehicles.

E.4.b. Is there an inventory of existing equipment and supplies?

E.4.b. Estimated annual budget for capital equipment?

E.4.c. Are there equipment/vehicle related constraints? Proposed solutions?

## **F. NGO Relationships**

Nature of relationships with:

F.1. PVOs (local and international), other NGOs, partnerships, government, communities, other service providers, NGO councils/networks.

**G. Monitoring and Evaluation**

G.1. What type of monitoring/evaluation is done? How often? By whom?  
When was the most recent evaluation?

G.2. Does the NGO have the capacity to prepare case study material?

**H. Training**

H.1. Training in management?

H.2. Training in technical areas?

**I. Summary of Constraints and Proposals to Overcome Them**

**J. Estimates of Recurrent Costs, Cost Recovery and Sustainability**

**K. Expansion Potential and Plans**

- K.1 Priorities for the next four years. Focus areas.
- K.2 Absorptive capacity.
  - K.1.a. Staff and staff skill levels/training, space, equipment, transport.
- K.2. Anticipated funding levels and sources.
- K.3. Interest in and capability to expand program and/or interventions.

**NGO Project/Intervention Data Sheet**

**NGO:** \_\_\_\_\_ **Date:** \_\_\_\_\_ **Interviewer:** \_\_\_\_\_

**Postal Address:** \_\_\_\_\_ **TEL:** \_\_\_\_\_  
\_\_\_\_\_ **FAX:** \_\_\_\_\_  
\_\_\_\_\_

**Contact Person:** \_\_\_\_\_ **Title:** \_\_\_\_\_

**Project/Intervention**

**Title:** \_\_\_\_\_ **Start Date:** \_\_\_\_\_

**Purpose:** \_\_\_\_\_ **End Date:** \_\_\_\_\_

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**A. Resource Level(s):**

Year    Staff    Maloti    \$Equiv.    Source(s)

**B. Objectives:**

**C. Target Groups/Beneficiaries:**

1. What is the target population of the NGO? The percent of the population served by specific interventions? How were groups identified? When were they identified? Were they involved in any project/intervention planning? Criteria for selection. Nature of pre-assessments or appraisals conducted.
2. Services provided to target populations: training, financial support, technical assistance, other?

**D. Approach:**

**E. Baseline data and progress indicators:**

**F. Outputs:**

1. Planned

2. Actual

Indicators demonstrating that target population/beneficiaries have been reached.

**G. Specific Issues:**

1. Were/are inventions on track (time line, resource allocation, outputs)?
2. Problems/Constraints. How were they identified?  
Are they being overcome? How?
3. Are there gaps in efforts to reach target populations? Other strategies/proposals to reach these populations?
4. Degree of success to date.
5. Recurrent Costs, cost recovery, sustainability.

**H. Lessons learned:**

**PROFILE: LESOTHO NON-GOVERNMENTAL ORGANIZATIONS**

**LESOTHO PVO/NGO ASSESSEMENT:**  
**THE POTENTIAL FOR AN INCREASED PVO/NGO ROLE**  
**IN USAID/LESOTHO'S TRANSITION STRATEGY**

### Lesotho Non-governmental Organizations

Basotho Mineworkers Labour Cooperatives Society (BMLC), Mr. Puseletso Limpho Salae, Coordinator, P.O. Box 0417, Maseru 100, Tel: 324004

Christian Council of Lesotho (CCL), Seisa Mokitimi, Development Secretary, P.O. Box 547, Maseru 100, Tel: 313639

Development for Peace Education (DPE), Sister Veronica Phafoli, Coordinator (also Palesa Senkhane), P.O. Box 4149, Maseru 104, Tel: 317558

Federation of Women Lawyers (FIDA), Mrs. Tau-Thabane, Acting President, P.O. Box 0534, Maseru 105, Tel: 323088

Lesotho Catholic Bishops' Conference (LCBC), Father George Moekebi, General Secretary, Sister Lucia Moekebi, Project Office, P.O. Box 200, Maseru 100, Tel: 323092

Lesotho Catholic Bishop's Conference - Caritas & Development Lesotho, Sister Marie Philippi, Coordinator, P.O. Box 200, Maseru 100, Tel: 312525

Lesotho Chamber of Commerce and Industry (LCCI), Mr. Kaneleo Tlebere, Project Coordinator, P.O. Box 79, Maseru 100, Tel: 312383/323482

Lesotho Council of NGOs (LCN), Mr. Caleb N. Sello, Executive Director, Ms. Mateboho Green, Information Officer, Ms. Palesa J. Tsoene, Programme Officer, Tel: 317205, Fax: 310412

Lesotho Manufacturers' Association (LMA), Mr. Karabo Leboella, President, Tel: 317106

Lesotho Mine Labour Workers, Jacob Kena, General Secretary, P.O. Box 441, Maseru 100, Tel: 315713

Lesotho National Council of Women (LNCW), Mathabiso Mosala, President, P.O. Box 1340, Maseru 100. Tel: 325482/322511

Lesotho Planned Parenthood Federation (LPPA), Mrs. Maasoofe, Executive Director, Tel: 316 278

Lesotho Red Cross Society (LRC), R.C. Mokoma, Chief Programme Coordinator, Tel: 313911

Lesotho Save the Children (LSC), Elizabeth A. T. Everett, Chairperson, P.O. Box 151, Maseru 100, Tel: 322543

Lesotho Teachers Trade Union (LTTU), Joakim Metimebe Motopela, Secretary General, Tel: 313722

Mennonite Central Committee (MCC), Arli Klassen, Country Representative, Tel: 312227

Private Health Association of Lesotho (PHAL), Thabo Makara, Executive Secretary, Tel: 312500

Transformation Resource Center (TRC), Keith Regehr, Coordinator, Tel: 314463

Unitarian Services Committee of Canada, Marasoeu Moholi, Programme Officer, P/Bag A139, Maseru 100, Tel: 315202

Women in Business (WIB), Pinkie Lesole, Office Administrator, P/Bag A197, Maseru 100, Tel: 24397

Lesotho Workcamps Association (LWA), Mr. Buti Nkhabutle, P.O. Box 6, Maseru 100, Tel: 314862

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## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Basotho Mineworkers Labour Cooperatives Society (BMLC)

**Contact Person/Title:** Mr. Puseletso Limpho Salae, Coordinator

**Address:** P.O. Box 0417 **Phone:** 324004  
Market Street, Tlou Building **Fax:** 310406  
Maseru 100

**Date of Interview:** 15 March 93 **Interviewer:** WAF

**Type of NGO:** Labour cooperative society affiliated with the National Union of Mineworkers (NUM) in the Republic of South Africa.

**Sectoral Program Scope:** Community development and income-generation activities with retrenched mineworkers and their families.

**Summary/History:** BMLC began operation in 1987 in response to the retrenchment of over 10,000 Basotho miners after the NUM strike of 1987. The organization was registered in Lesotho in October of 1988.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To engage retrenched mineworkers and their families in community development and income generating activities.

**Current Activities:** Five community agricultural projects: Thaba Bosiu (12 men, 8 widows), Roma (a new project with 10 men, 2 widows), Berea (13 men, 7 widows), Buta Buthe (12 men, 8 widows) and Mokhotlong (a new project with 15 men).

Three block making projects for men in Quthing, Peka and Leribe employing 72 men.

One knitting and sewing project employing 17 widows and wives, and a candle-making project for 10 women, both in Buta Buthe.

One diamond digging pilot project in Mafeteng District (The Kolo Diamond Cooperative) with 23 men.

**Geographic Coverage:** Five Districts as described above.

**Funding Sources:** There are 700 paid members, each contributing 5 M for registration and another M 10 per year for annual membership. The bulk of

assistance has come from NUM, with some EEC support for irrigation system equipment and block-making devices.

**Proposed Activities:** BMLC would like to increase the number of projects, and expand to other Districts. They are particularly interested in establishing poultry components in their three more established agricultural projects. They are interested in becoming involved in the distribution of day old chicks to the projects and associated communities and in establishing a nursery for vegetable seedlings. Carrying out these activities will require an increase in core and technical field staff.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** Six paid staff including a coordinator, agriculturalist (woman who is a former MOA ag extension officer), poultry specialist, community education specialist, a secretary/bookkeeper, and the Secretary of the National Executive Committee of the BMLC. They have no driver or cleaner. The group members prepare monthly workplans and conduct weekly reviews of their activities. Monthly written reports are prepared on the projects. Bookkeeping is done by ledger system. Lesotho Cooperative College does the auditing which is paid for by NUM. An audit is currently in progress.

**Inst'l Infrastructure:** Two 4 x 4's, good offices (M 1000/month), second hand computer with printer. The organization does not have tax exempt or duty free status.err.

**Beneficiary Outreach:** BLMC is cautious about its approach to outreach, since its current capacity limits its ability to deliver effective assistance to more than small fraction of miners and miners' families affected by retrenchment. Rather than raise unrealistic expectations among the large unemployed miner community, the organization has concentrated on trying to work with a manageable group of small projects. It does have District Committees all over the country and the Chairmen of these committees make up an Executive Committee whose paid Executive Secretary works with the BMLC staff.

**Inst'l Linkages:** BLMC is a member of the Council of NGOs and is closely affiliated with NUM. It has cooperated with Development for Peace Education, CARE and the Urban/Rural Mission of the World Council of Churches. Five of the projects are supported by WFP food for work.

**Inst'l Capacity:**

The Coordinator is dynamic, capable and forthright. He is a former miner who was Executive Secretary to the BMLC from 1988-1991 prior to assuming his current position. However, the organization has limited institutional capacity and would benefit from technical assistance in agriculture and small enterprise development. It would also appear to be a strong candidate for partnership arrangements.

**Sustainability:**

The organization will continue to function with NUM and EEC support, membership dues/revenues and income generation at the community level.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Catholic Bishops' Conference (LCBC)

**Contact Person/Title:** Father George Moekebi, General Secretary  
Sister Lucia Moekebi, Project Officer

**Address:** P.O. Box 200                      **Phone:** 323092  
Maseru 100                                **Fax:**

**Date of Interview:** 9 March 93                      **Interviewer:** WAF

**Type of NGO:** Religious institution with development arms.

**Sectoral Program Scope:** Health, AIDS education, natural family planning, migrant labor assistance, justice and peace, vocational-technical education, education (primary, post-primary and secondary schools), agricultural education (mandatory in the schools) and food relief.

**Summary/History:** Registered under the Societies Act in 1971. Not tax exempt (Sister Lucia has been trying since Aug. 92). Exemption from duty on a case by case basis. The Lesotho Catholic Secretariat (LCS) represents the Catholic Bishops' Conference, which leads the largest church in Lesotho. An estimated 70% of Lesotho's population is Catholic and most schools and many hospitals are Catholic administered. There are four Roman Catholic Dioceses in Lesotho. The Catholic Church has 75 parishes or missions throughout Lesotho with 420 outstations. Most have priests. The Church also operates 600 primary schools for over a 150,000 children and 79 post-primary schools for 17,500 children and young adults. The Church manages four hospitals, 60 health centers, a school for the deaf and 3 vocational-technical schools for migrant laborers (Leribe, St. Michael's Vocational on the Road to Roma, and Quithing Vocational. There are also twelve religious institutes.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** Socio-economic development, emergency relief, education, health and social welfare within the context of evangelization and pastoral care.

**Current Activities:** The Bishops' Conference has four separate Commissions: Christian Service (Caritas and Social Welfare and Development, Migrant Labor, Health Care/AIDS Awareness Programme, Christian Family Life and Natural Family Planning), Commission for Social Concern

(Justice and Peace, Social Communications), Education (Catholic Schools, Secretariate/Schools, Catechetics, Seminaries) and Ministries (dealing primarily with religious issues, youth, doctrine & liturgy, clergy, ecumenism and missionary endeavours). In addition at the Commission level there are groups responsible for accounts and projects. The Project Officer for the Bishops' Conference heads the latter. The Commissions are coordinated by a General Secretary and headed by a Bishop, who is the President and who in turn reports to the Administrative Board of four Bishops under the Lesotho Catholic Bishop's Conference. Within the Commission for Christian Service are the activities of Caritas (See the profile for Lesotho Catholic Bishop's Conference - **Caritas & Development Lesotho** below for a description of the Caritas social welfare program); Migrant Labor, for which the church operates three vocational technical schools (there are also 15 students at LOIC); and a staff person responsible for Business Support and Coordination within the Maseru Secretariate. The Secretary of the Commission is responsible for Health; there is a nurse responsible for AIDS, another for Natural Family Planning. In 1985 LCS started a Natural Family Planning program with the assistance of USAID, through the U.S. based International Federation for Family Life Promotion. A NFP Coordinator was employed and the following activities were implemented: a) training of NFP teachers, b) promotional talks and fertility awareness talks held in Catholic schools and health institutions, c) teaching and counselling of clients on NFP method. The original funding ended in 1988. The LCS NFP program received a new grant under USAID FHI II Project. Logistical and salary support, as well as some technical assistance from Georgetown University was provided under the new grant. The LFHS project came to an end in August 1992. Due to lack of new funding, LCS has reduced its involvement in NFP activities. The LCS provides NFP in 25 of its 72 facilities. The Project was evaluated (by a NFP specialist) and was found to be non functional, primarily due to a lack of administrative and management skills (failure to supervise and follow-up). Under the Commission for Social Concern, the Justice and Peace Department has a university trained staff member, and under the Commission for Education, the Catholic School Department has three staff members with university degrees part of whose responsibility is the integration of agriculture into the schools. Recently the LCBC has also been encouraging community self-reliance projects in communal gardening, pig raising, poultry, brick-making, etc.

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- Geographic Coverage:** Country-wide through parishes, missions, outstations, hospitals, health centers, primary and post-primary schools and vocational-technical schools.
- Funding Sources:** Lesotho Catholic Church, Misereor, Cebemo and Missio, with some external donor financing (A.I.D. for natural family planning, UNICEF for herdboyc education).  
The total budget is on the order of US\$ 5 million per annum.
- Proposed Activities:** Preparation of the Lesotho Catholic Bishops' Conference 5-year Development Plan (1994-1998) for approval in January 1994. Long, medium and short-term planning workshops for this purpose. Funding and construction of the LCBC Evangelization Centre in Maseru. Evaluation of the LCBC Commissions and Departments are coordinated down to local level. External and internal evaluations by Cebemo and LCBC. A herdboyc education project to be funded by UNICEF. Training of teachers at LTI and NTTC.

### III. ORGANIZATIONAL DEVELOPMENT

- Management Structure:** See Section II. Current Activities above. Altogether the Secretariate has 34 paid staff. Accounts are computerized. Auditing is internal by a Catholic Father. Previous audits were poorly done.
- Inst'l Infrastructure:** Eleven vehicles serving the dioceses and two computers (1 in accounts, 1 in education).
- Beneficiary Outreach:** Potentially the greatest outreach of any organization in Lesotho through the Church's parishes, missions, outstations, primary schools, post-primary schools and hospitals.
- Inst'l Linkages:** A member of the National Christian Council and PHAL, however the Bishops' Conference appears to have no direct relationship with the Christian Council or PHAL. All three institutions are scaling back their operations.
- Inst'l Capacity:** Given the Church's current fiscal situation, the Bishops' Conference is unlikely to be able to improve its development outreach without streamlining current operations so as to be able to provide better training for all professional staff and higher salaries for lay personnel. Should this occur the Conference also would be in a better position to attract external donor funding for its development-related activities. Under present circumstances institutional capacity in support of community development, rural enterprise, and AIDS/natural family planning, agriculture/natural

resource management appears weak. The opportunity exists through the planned Cebemo evaluation of LCBC projects and the development of LCBC 5-year Development Plan (1994-1998) to address these issues.

**Sustainability:**

While many of the Church's programs appear weak, the potential exists for a much more substantial contribution to development in the future, provided sufficient attention is given to technical and management training for all professional staff and appropriate salaries for lay personnel. Present low salaries contribute to a high turnover rate for lay personnel and low morale, conditions which are not conducive to sustainable development.

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## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Catholic Bishop's Conference - Caritas & Development Lesotho

**Contact Person/Title:** Sister Marie Philippi, Coordinator

**Address:** P.O. Box 200      **Phone:** 312525  
Maseru 100      **Fax:**

**Date of Interview:** 3 March 93      **Interviewer:** WAF

**Type of NGO:** Religious development institution, a department of the Commission for Christian Service of the Lesotho Catholic Bishop's Conference.

**Sectoral Program Scope:** Social welfare and development, drought and food relief, sale of secondhand clothing.

**Summary/History:** Established circa 1972 (the Lesotho Catholic Bishop's Conference registered under the Societies Act in 1971).

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** Socio-economic development, emergency relief, and social welfare within the context of evangelization and pastoral care.

**Current Activities:** In the past Caritas has undertaken water supply projects for villages (discontinued as a result of lack of funds). More recently they have been involved in organizing volunteers and resources to assist with food relief associated with drought. They respond to other emergencies as well such as destruction of property by wind storms. Caritas is now encouraging community projects in communal gardening, poultry, pig farming, etc.

**Geographic Coverage:** Country-wide.

**Funding Sources:** Minimal, a few thousand Maloti from the Church and Misereor (German Catholics), Cebemo (Holland).

**Proposed Activities:** Limited to current activities.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** Each of the four Roman Catholic Dioceses in Lesotho has a Caritas worker, a volunteer coordinator and secretary. The volunteers make up the National Caritas Committee, while most parishes have their own committees. Including the Caritas workers based in the Catholic Secretariat in Maseru there are 10 staff in all. The Maseru office consists of Sister Marie Phillipi, a secretary/bookkeeper, two people who sell secondhand clothing donated from Holland. Caritas is coordinated by a General Secretary and headed by a Bishop, who is the President and who in turn reports to the Administrative Board of four Bishops under the Lesotho Catholic Bishop's Conference. There are four Roman Catholic Dioceses in Lesotho. The Catholic Church has 75 parishes or missions throughout Lesotho with 420 outstations. Most have priests. The Church also operates 479 primary schools for some 142,500 children and 69 post-primary schools for 17,500 children and young adults. The Church also manages four hospitals and a school for the deaf. There are also twelve religious institutes.

**Inst'l Infrastructure:** Each parish and mission has access to a small vehicle and every diocese has a truck. Caritas' central office has two vehicles and shares the office resources of the LCBC (see profile of LCBC above).

**Beneficiary Outreach:** Potentially very significant through the Church's parishes, missions, outstations, primary schools, post-primary schools and hospitals.

**Inst'l Linkages:** Limited by lack of internal and external financial support.

**Inst'l Capacity:** Caritas in Lesotho has very limited institutional capacity despite its impressive outreach potential. The lack of full-time trained staff constrains its ability to engage in development activities and has confined Caritas activities primarily to food relief (with mixed results) and the sale of second hand clothing.

**Sustainability:** At its present level, Caritas' development activities are sustainable, but almost non-existent.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Christian Council of Lesotho (CCL)  
**Contact Person/Title:** Seeisa Mokitimi, Development Secretary  
**Address:** P.O. Box 547                      **Phone:** 313639  
Maseru, 100                                  **Fax:**  
**Date of Interview:** 3 March 93                      **Interviewer:** WAF  
**Type of NGO:** Religious umbrella development agency

**Sectoral Program Scope:** Agriculture and water development, small scale enterprise, health including HIV/AIDS and alcohol/drug education; women's rights and empowerment; justice, peace and reconciliation, assistance to the destitute, school scholarships, counseling and refugee relief.

**Summary/History:** The CCL was formed in 1965 and registered in 1970. It is supported by and serves member churches including: The Lesotho Evangelical Church (LEC), the Roman Catholic Church (RCM), the Anglican Church in Lesotho (AGL), the Assemblies of God of Lesotho (AGL), the African Methodist Episcopal Church (AME), and the Methodist Church of Southern Africa (MCSA). Associate members include: The Transformation Resource Centre, the Mennonites Central Committee, African Independent Churches, Students Christian Movement, St. John's Church, Maseru United Church and the Young Christian Students Association.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To foster closer co-operation and unity among churches and organizations of different Christian traditions and to enable them more fully to share in the Council to serve people, with particular responsibility towards their spiritual, social and development needs.

**Current Activities:** Projects to provide clean drinking water to 75 mountain and lowland villages under the Southern Mountain Water Project (SMWP) and Village Water Project are nearing completion and are being replaced by a Combined Agriculture, Water and Small Scale Enterprise Promotion Programme for employment generation. CCL also runs training centers in agriculture/rural development and income generation. Activities in progress include the construction of a skills training center at Sekake and continuing village community development projects with training of village supervisors in afforestation and soil conservation, workshops on

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sustainable agriculture and business orientation courses for small enterprises.

**Geographic Coverage:** The CCL as a national body operates throughout Lesotho.

**Funding Sources:** CCL has an annual budget of approximately US\$ 5 million per year. Approximately 50% of this funding has come from German Protestant churches, 25% from the World Council of Churches (WCC), and 25% from a combination of religious donor organizations including, Christian Aid, Danish Church Aid (contributes M 1 million/year to CCL's AIDS education project), Church of Canada, Disciples of Christ, etc. and local member churches (a minimal contribution of no more than about M 15,000). By the year 2000, CCL is expecting the annual budget to be cut in half as the local member churches become more directly involved in development activities and outreach.

**Proposed Activities:** Implementation of the 'Combined Agriculture, Water and Small Scale Enterprise Promotion Programme' for employment generation. Increasing assistance to member churches in assuming greater responsibility for the training and development program. Re-orientation of the 'Ecumenical Church Loan Fund' away from funding large construction projects to funding small scale income-generating projects. Continuation of women's programs with a focus on women's rights and democratization (a recent evaluation led to full funding by Bread for the World in Germany and a continuing smaller contribution from United Church of Canada). Continued work on justice, peace and reconciliation through workshops on civic education, etc.

### III. ORGANIZATIONAL DEVELOPMENT

- Management Structure:** Under World Council of Churches policy direction the organization is currently in transition from an development group implementing projects to a facilitating/enabling organization for member churches who are expected to play a greater role in rural development outreach in Lesotho. As part of this transition, the level of CCL paid personnel dropped from 121 in 1989 to 89 in 1993. The organization anticipates a continuing reduction to a core staff of 20 by the year 2000. The CCL is managed by an executive committee elected at the Annual General Meeting. The Committee meets monthly to set policy and approve budgets. The CCL is organized into four cluster units: Development and Project Promotion (small scale enterprise, agriculture and water, migrant labor, Justice and Gender (woman's programs, youth, social services and justice, peace and reconciliation), Information and Education (AIDS ed., alcohol and drug ed., communications), and Finance. Individual cluster units produce annual workplans, six month and monthly progress reports. Each unit operates relatively independently with their own budget allocations and control of equipment.
- Inst'l Infrastructure:** The CCL is constructing a new office block funded by the Evangelical Protestant Development Agency in Germany. It has four computers and a total of 15 vehicles.
- Beneficiary Outreach:** The organization's extensive network is through member churches. Its development efforts are substantial, but its program success appears to have been somewhat limited.
- Inst'l Linkages:** CCL does not belong to the Lesotho Council of NGOs, considering itself to be umbrella organization in its own right. The Development Secretary attends meetings as an observer. Links with member churches are only moderately effective though monthly executive committee meetings and annual general meetings and a bimonthly newsletter published in Sesotho and English.
- Inst'l Capacity:** As might be expected the transition to a much smaller core CCL operation has created tension in the organization. Morale has been affected as dedicated professionals leave the organization in search of other development positions (over half the staff have had university degrees or technical diplomas). Under the new CCL policy, the organization would not implement new donor supported development projects, but rather serve as a catalyst for involving member churches in development activities. The exceptions might be AIDS/HIV education and Democratization. CCL's Development

Secretary is well-trained and dedicated, but the organization could benefit from more efficient management as well as linkages with other PVOs/NGOs with experience in rural income generation and community development.

**Sustainability:**

CCL will continue to exist as a major Lesotho institution supported by religious donations, however at a much scaled down personnel level and with roughly half its \$US 5 million budget by the year 2000.



## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Development for Peace Education (DPE)

**Contact Person/Title:** Sister Veronica Phafoli, Coordinator  
(also Palesa Senkhane)

**Address:** P.O. Box 4149                      **Phone:** 317558  
Maseru 104                                      **Fax:** none

**Date of Interview:** 12 March 93                      **Interviewer:** WAF

**Type of NGO:** Development institution

**Sectoral Program Scope:** Community agricultural/rural development and income-generation.

**Summary/History:** Established by Veronica Phafoli and registered with the Law Office in 1987.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** Community building through community identification of needs and assistance in project design and implementation.

**Current Activities:** Seven small community-based projects (less than 1000 people per community): The GROW Project in Mokhotlong District (see NEF Profile); 1 in the north (Berea), 1 central (Phase II of LHDA), 1 in Quacha's Nek and 3 in the lowlands.

**Geographic Coverage:** See above.

**Funding Sources:** DPE's total budget is on the order of \$250,000 year for the next four years with commitments from donors roughly divided as follows: Misereor/Cebemo (30 %), UNICEF (30%), German Agro Action (25%). The remaining funding will come from other donors such as the Kellogg Foundation and the membership fees of the participating communities.

**Proposed Activities:** Continue working with the 7 communities over the next four years and evaluate effectiveness.

## III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** DPE has a three person core staff, including the Coordinator, a Finance Administrator and an Office Administrator. There are four national animators working with 7 regional animators to help

communities with needs identification and proposal preparation. The Finance Administrator does accounting by ledger. Auditing is done by Lenk & Sekake. Auditing was first done two years ago and an audit is currently in progress. An Executive Committee sits monthly.

**Inst'l Infrastructure:** Offices are currently in a rented house near Maseru High School and LOIC. DPE has 3 vehicles, 2 in Maseru and 1 with the GROW project in Mokhotlong District. The organization is not tax exempt or duty free, although the Near East Foundation has tax exempt status for commodities.

**Beneficiary Outreach:** Limited to the communities listed above under **Present Activities**.

**Inst'l Linkages:** DPE has a partnership with the Near East Foundation which supports the GROW project. It is providing animator training for a community building project being undertaken by the Highland Church Action Group (Oxfam and Christian Aid supported). DPE is a member of the Lesotho Council of NGOs and of the Lesotho Association of Non-formal Education which DPE considers to be an effective grassroots organization. They also have ties to the Human Rights Alert Group (a spin-off from the Council of NGOs), the Lesotho Evangelical Church's development arm, the Community Legal Resource and Advice Center, and a group known as Personality and Human Relationships (Run by a Catholic priest and two nuns.)

**Inst'l Capacity:** DPE is led by a dynamic nun dedicated to community building for development. Although the organization is small and its institutional capacity limited to the activities planned for the near term, it is highly regarded by other members of the NGO community.

**Sustainability:** DPE has diversified guaranteed funding for the next four years, including commitments from the communities they are working with.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Federation of Women Lawyers (FIDA)

**Contact Person/Title:** Mrs. Tau-Thabane, Acting President

**Address:** P.O. Box 0534                      **Phone:** 323088  
Maseru West 105                      **Fax:**

**Date Interviewed:** March 16, 1993                      **Interviewer:** LMF

**Type of NGO:** Membership organization with 50 members

**Sectoral Scope:** Women's rights, human rights, Women in Development and democratization.

**Summary/History:** Founded in 1988 to work towards the improvement of the legal status of Women in Lesotho. Roughly 50 members, primarily lawyers or in the legal profession and of late non-legal individuals joining because of their interest in FIDA's mission.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** 1) To promote the legal status of Basotho women, and to promote Women's basic human rights; 2) to educate women in Lesotho about the law especially in the areas of family law, property, succession, and employment; 3) to encourage and undertake public education and awareness campaign about the rights of women; 4) to lobby for law reform; 5) to support other NGOs which work towards promoting womens development; 6) to carry out projects which promote women's rights & interests; 7) encourage women to participate in the decision making and the democratic process.

**Current Activities:** Dissemination of women's/human rights information through workshops and training; social mobilization; production of booklet: "Women and the Law in Lesotho" and pamphlets on various legal subjects: family law, property, succession, employment, etc.; and running of a legal clinic.

**Geographic Coverage:** Primarily located in Maseru, but FIDA volunteers do get out to the districts on occasion.

**Funding Sources:** Diverse funding base including: two USAID grants under 116(3) human rights funding for \$15,000 and new grant for \$25,000 to be signed 3/17/93; SIDA for the production of educational materials for \$10,000; EEC funding to cover office rent for one year; UNDP

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anticipated funding of office rent and UNICEF; Danish Embassy small funding for operating support; and membership fees at 25 Maluti a year and 50 for initial registration.

**Proposed Activities:** Would like to be able to expand current programs into all districts with paralegals in district legal clinics.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** Membership represented at Annual General Meetings to elect an executive committee with subcommittees and a full-time secretariat composed of Executive Director, Legal Aide Officer and two support staff.

**Inst'l Infrastructure:** Rented office; one computer and a photocopier; no vehicle. Slightly more than bare-bones.

**Beneficiary Outreach:** Primarily through periodic workshops held in different districts, its Maseru office and legal aide clinic, and through the dissemination of its booklet and pamphlets.

**Inst'l Linkages:** Are members of the Lesotho Council of NGOs and have co-sponsored a workshop with it. Good relations with the Ministry of Planning which approves all multi-lateral funding of organization. Collaborates with most of the women's NGOs (e.g., Lesotho National Council of Women, Girl Guides, Women's Institute); regional organizations, such as Women and Law in Southern Africa; good donor relations. Evidently highly thought of by donors and fellow NGOs as it has been referred to frequently and as measured by funding.

**Inst'l Capacity:** Limited and uncertain funding decreases potential impact and makes long-term planning difficult. No trained accounting staff is worrisome to FIDA officers and should be of concern to donors. Technical capacity is very good as for the most part the organization is made up of professionals. Very dynamic acting president and strong Executive Director. Board and secretariat have had both management and technical training, locally, regionally and internationally. Inadequate funding, primarily due to donor unwillingness to cover operating costs, leaves little possibility for absorptive capacity.

**Sustainability:** Membership fees and voluntary contribution of members time are hardly adequate to cover even the most basic of operating costs let alone investments in new equipment and programming.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Chamber of Commerce and Industry (LCCI)

**Contact Person/Title:** Mr. Kaneleo Tlebere, Project Coordinator

**Address:** P.O. Box 79                      **Phone:** 312383/323482  
Maseru 100                              **Fax:** 310273

**Date of Interview:** 3 March 93                      **Interviewer:** WAF

**Type of NGO:** Business community umbrella

**Sectoral Program Scope:** Private enterprise promotion.

**Summary/History:** Registered under the Societies Act in 1976 with adjustments to the constitution in 1987.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To promote private enterprise activities in Lesotho and liaise with the GOL on matters relating to business promotion and regulation. To facilitate cooperation among local businessmen.

**Current Activities:** A small business initiative program to promote small scale industry in Lesotho through loans and other mechanisms including short courses through RSA training institutions, attachment to South African firms or training at local technical schools. (There have been 38 loans in the first year on the order of M 5 - 10,000. Repayment rate has been 90 per cent, and a higher rate is expected). Establishment of a data bank on Lesotho businesses. Other management skills training programs.

**Geographic Coverage:** Nationwide.

**Funding Sources:** There were approximately 1400 paid members in 1992 (1600 in 1991). Dues are M 30 per year. IDRC is to provide M 50 - 70,000 over two years to establish a data bank on Lesotho businesses. USAID has been supporting management skills training programs on the order of US\$ 100,000 over three years through its HRDA project. It also financed the position of Executive Director up until August of 1992. Funding for these activities ends in September 1993. Anglo-American is supporting the Small Business Initiative (M 500,000) to promote small scale industry. UNDP has paid for an evaluation of the Chamber by the firm Monsti and Associates.

**Proposed Activities:** Re-establish the Chamber as a viable organization. Continuation of small business initiative, training and improved servicing of needs of member organizations to promote private sector development.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** An elected Executive Committee meets monthly, hires and directs the activities of an executive director. Core Staff positions include the executive director, executive officer, project coordinator, secretary and messenger. The secretary is responsible for bookkeeping and uses a ledger. The Chamber has had support from the U.S. (four volunteers). One worked in the Maseru Office, but left to head the PVO/NGO drought and food relief effort in Lesotho being coordinated through the Lesotho Council of NGOs. The other three were assigned to District offices.

**Inst'l Infrastructure:** A small office in the Fairways Office Complex with a phone and photocopier. Lesotho Telecoms has offered them a FAX. No vehicles, which has meant that the project coordinator has been confined to the office most of the time.

**Beneficiary Outreach:** Potentially all 1400 member businesses, but in reality the members are receiving very little in the way of benefits from the organization.

**Inst'l Linkages:** In addition to the business members, the LCCI has links with the World Bank funded five year Business Advisory and Promotion Project which is in its first year (Irish advisor, Mosotho director, 6 professionals) and the U of L Institute for Extramural Studies - Business Training Division.

**Inst'l Capacity:** Currently the positions of Executive Director and Executive Officer are unfilled and two previous Executive Directors left after less than a year in that position. Positions remain unfilled because the salaries, wages and benefits are uncompetitive and because of disputes among the organization's leadership as to what activities the organization should undertake. LCCI's present staff consists of a secretary, messenger and Mr. Tlebere who is only working part-time on loan from Anglo-American's Small Business Initiative Project. Mr. Tlebere appears quite capable (he holds accounting and economics degrees), but he has found that his work on behalf of the Chamber's management interferes with the responsibility he has to implement the Small Business Initiative. Audits are done free of charge, Moleko & Associates (April '92) and Lenka & Associates (June '93) The organization has been paralyzed since

1991 because of excessive control of operations by the Chamber's elected Management Committee. An October 1992 evaluation of the organization funded by UNDP concluded that the Chamber appears to be "nothing but a 'club' of Basotho businessmen the majority of whom are small traders."

**Sustainability:**

The organization has been losing membership and is unattractive to large, non-Basotho and foreign businessmen. "Those large businesses that have continued to support the Chamber are increasingly disillusioned by its inefficiency and the hostile attitudes of its members even at official meetings." As a result, a number of business associations have emerged to fill the vacuum left by the Chamber. Nevertheless the Chamber is represented nationwide, and still enjoys favor with many small and major business establishments. If the Chamber is able to address the problems of representation and adopt the recommendations in the UNDP evaluation it can still become a strong institution.

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## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Council of NGOs

**Contact Person/Title:** Mr. Caleb Sello, Executive Director

**Address:** P/Bag A445 **Phone:** 317205  
Maseru 100 **Fax:** 310412

**Date of Interview:** 16 March 93 **Interviewer:** WAF

**Type of NGO:** Umbrella development institution representing NGOs/PVOs operating in Lesotho.

**Sectoral Program Scope:** NGO support services

**Summary/History:** In May 1990 a launching Conference of the National Council of NGOs approved the draft Constitution and Plan of Action and elected the first Executive Committee. Registration under the Societies Act also took place June 1990. It represents approximately 80 affiliates of which 42 are currently paid up.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To stimulate, promote and support NGOs in their development efforts. To serve as the focal point for coordinating and collaborating the activities of all NGOs in line with national development objectives in the country. To provide NGO support services through networking, leadership, information, training, coordination and representation of their interests when dealing with government, international NGOs, donor agencies and others.

**Current Activities:** Supporting five LCN commissions: Human Resource Development; Agriculture and Natural Resource Management; Business and Commercial Development; Disaster Relief; and Social, Economic and Political Concerns. Coordinating Lesotho's multi-million Maloti drought/food relief program.

**Geographic Coverage:** Country-wide

**Funding Sources:** Total annual budget is on the order of M 270,000 per year. Core funding for the period 1991 - 1993 has been provided by Partnership Africa Canada (PAC) and the Unitarian Service Committee of Canada (USCC). During 1992 the contributions were as follows: SIDA (M 16,000), UNICEF (M 33,750) USCC (M 103,916), Canda Fund (M 43,000), Other Income (M 68,811),

Subscriptions (M 10,250). Membership subscriptions are M 250 per organization per year. USAID contributed US\$ 6000 in 1990 for preparation of the organization's Constitution and Bylaws, and LCN recently received another small grant of US\$3000 to assist in the preparation of USAID/Lesotho's NGO/PVO assessment.

**Proposed Activities:** Strengthen the LCN Commissions. Implement LCN training strategy as detailed in the LCN's **Management and Technical Needs Assessment Study of Lesotho NGOs** (November, 1992). Find new office space with conference and training facilities (as well as build an office complex to house affiliate member NGOs). Obtain tax exempt status and then become involved in making bulk purchases on behalf of Lesotho NGOs. Encourage NGOs to combine resources (e.g. trimming down the number of NGOs without dictating coverage.)

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** The LCN is managed by a nine member Executive Committee elected at an Annual General Meeting for two year terms. The Executive Committee is responsible for hiring the Executive Director of the Secretariat and meets at a minimum every two months. Other members of the Secretariat are hired by the Executive Director. In addition to the Executive Director, LCN has a Program Officer, an Information Officer (funded through Danida/Danish Volunteer Service for a period of 3 years) and a Secretary. The office also has a Peace Corps Volunteer coordinating the Lesotho Drought/Food Relief Operations and a Danish Volunteer. The organization submits quarterly reports to USCC. Accounting is done by the firm Moleko and Associates. The LCN Executive director did not know if they were done by ledger or computer. He perceives the need for a full-time accountant as critical.

**Inst'l Infrastructure:** One LandCruiser and access to a second vehicle through the Danish Volunteer Service. One computer, one fax and a photocopier.

**Beneficiary Outreach:** Outreach is extensive through both the 80 affiliate members as well as other NGOs on LCN's mailing list.

**Inst'l Linkages:** LCN's has over 120 NGO organizations on its mailing list and the following paid members: ADRA, ADF, BMLC, Boiteko Women's Assn., Community Legal Resource & Advice Centre, Construction & Allied Workers, Union o Lesotho, DPE, FIDA, Rural Self Help Development Assoc., Hatooa Mose Mosali, Hlokomela Bana,

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Lesotho Alliance of Women, Lesotho Association for Disabled Riders, Lesotho Business Taxi Association, Lesotho Ecumenical Society for Dev., Lesotho Federation of Disabled Persons, Lesotho Girl Guides Assn, Lesotho Homemakers Assn, Lesotho Labour Congress, Lesotho Library Assn, Lesotho Manufacturer's Assn./Manufacturer's Assistance Program, LNCW, Lesotho National League of the Visually Impaired Persons, LRC, LSC, Lesotho Workcamps Assn., Maoamafubelu Watershed Programme, Matsieng Development Trust, Mennonite Committee, Miners & Dependents Welfare Assn., Mission Aviation Fellowship, Mophato Oa Mantsane Orphanage Home, Outward Bound, Plenty Lesotho, SCF, Thaba Bosiu Centre, Thusanang Society, Thuso E Tla Tsoa Kae Handicapped Centre, Urban/Rural Mission, USCC, World University Service of Lesotho. LCN's strongest donor links are with USCC and PAC.

**Inst'l Capacity:**

The organization submits quarterly reports to USCC. Auditing was done by Moteane & Co. in 1990 and 1991, and another audit is currently underway. A project evaluation is scheduled for July 1993 by Partnership Africa Canada. Several representatives of affiliated NGOs felt LCN may be trying to do too much, too soon and exceeding its absorptive capacity. They felt that: 1) the organization must be more careful not to become involved in implementing programs (such as coordination of the IMF structural adjustment/NGO grants program, Drought/Food Relief or Street Children Support) and should instead concentrate on supporting information exchange and coordination among NGOs through the Commission structure; 2) make staff more accessible (i.e. use members of the Executive committee more frequently to represent the LCN at meetings and conferences rather than tying up LCN staff); 3) implement the LCN training strategy. (LCN members would themselves benefit from further short-term management training).

**Sustainability:**

LCN's sustainability is high with a number of donors prepared to contribute to its strengthening.

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## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Manufacturers' Association

**Contact Person/Title:** Mr. Karabo Leboella, President

**Address:** c/o Manufacturers Assistance Program  
(German Agro-Action)  
P.O. Box 4173 Maseru 100

**Phone:** 317 106

**Fax:** 310 410

**Date Interviewed:** March 10, 1993

**Interviewer:** LMF

**Type of NGO:** Local NGO Umbrella

**Sectoral Scope:** Business/Enterprise Development

**Summary/History:** Started in 1981, the LMA came into existence to serve the needs of the small-scale manufacturing sector (less than 10 employees and 50,000 Rand in capital formation). Under the Chamber of Commerce it was decided that an organization that dealt strictly with the needs of manufacturers needed to be set up. With the assistance of German Agro-Action beginning in 1985, the LMA became more operational.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To provide the manufacturing sector with business services and a voice in policy matters (advocacy) vis-a-vis the Government of Lesotho and specifically the Ministry of Trade and Industry.

**Current Activities:** Through the Manufactures Assistance Program financed by German Agro-Action, LMA provides the services: 1) business management training including bookkeeping, business plan development, etc.; 2) marketing promotion, information and development; 3) small revolving fund for the purpose working capital loans; and technical assistance for developing loan applications, entrepreneurial training, preparation of business (expansion) plans, project identification, etc.

**Geographic Coverage:** Represented in all 10 districts through district committees.

**Funding Sources:** Virtually all LMA funding (90%) comes all from German Agro Action through a management unit set-up to provide TA and training to LMA; the remainder comes from membership fees

contributed by roughly 300 members. Gets some assistance from a Peace Corps volunteer.

**Proposed Activities:** Want to set up a permanent secretariat with a full-time staff and to continue building up capacity at the district level.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** Under the overall direction of an Annual General Meeting and, for the moment, an executive committee which manages programmatic activities. District committees also provides outreach throughout country.

**Inst'l Infrastructure:** LMA has no physical infrastructure itself but rather depends on facilities provided to the Manufacturing Assistance Program by German Agro Action including office space.

**Beneficiary Outreach:** LMA has some 300 members spread throughout the country, 90% of which are manufacturers and 10% traders.

**Inst'l Linkages:** Both BAPS and BEDCO have provided a great deal of support and services to LMA. Member of Lesotho Council of NGOs.

**Inst'l Capacity:** Very little management or technical capacity independent of German Agro Action. GAA funding going to a parallel organizational structure (Manufacturers Assistance Programme).

**Sustainability:** Almost entirely dependent on donor funding and it has not of yet provided LMA with any direct assistance to allow it to become operational.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Mine Labour Workers

**Contact Person/Title:** Jacob Kena, General Secretary

**Address:** P.O. Box 441      **Phone:** 315713  
Maseru 100      **Fax:**

**Date of Interview:** 11 March 93      **Interviewer:** WAF

**Type of NGO:** Labour union

**Sectoral Program Scope:** Mineworkers union representation

**Summary/History:** Registered under the Societies Act in 1975.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To represent the interests of workers in local quarrying and mining; a total of about 500 members (85 - 95% men).

**Current Activities:** Labor representation and negotiation. Member meetings every quarter with training on labour laws and member rights. No development activities.

**Geographic Coverage:** Primarily Maseru and Mokhotlong.

**Funding Sources:** Membership fees of M 2 per month (45% pay regularly).

**Proposed Activities:** Seminars on the future of Lesotho, unemployment, the importance of attracting outside investment.

## III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** Executive committee with a paid General Secretary and two organizers who work part-time.

**Inst'l Infrastructure:** A phone and photocopier. No vehicles.

**Beneficiary Outreach:** Membership meetings are the only means of outreach. Each quarterly meeting attended on average by 50 - 60 people.

**Inst'l Linkages:** A member of the Lesotho Council of NGOs. Familiar with the Basotho Mineworkers Labour Cooperatives Society (BMLC) but has no direct ties.

**Inst'l Capacity:**

Minimal.

**Sustainability:**

The organization has been in existence for eighteen years, but its membership is now half what it was in the 1980's when the diamond mine in Mokhotlong District was operating.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho National Council of Women (LNCW)

**Contact Person/Title:** Mathabiso Mosala, President

**Address:** P.O. Box 1340  
Maseru 100

**Phone:** 325482/322511  
**Fax:** none

**Date of Interview:** 1 March 93

**Interviewer:** WAF

**Type of NGO:** Umbrella organization representing women's groups in Lesotho.

**Sectoral Program Scope:** LNCW represents some 25 women's groups throughout Lesotho. It also has programs in vocational training, operation of pre-schools, business management and the establishment of small scale enterprises.

**Summary/History:** LNCW was founded in 1964 as the Lesotho Federation of Women's Voluntary Organisations. A visit by King Moshoeshoe II to Israel in 1963 provided the initial stimulus for the formation of the Federation, after several heads of Women's organizations were sponsored to study women's self-help activities in Israel. Member organizations include: The Lesotho Homemakers Assn., Lesotho Labour Congress Women's Committee, Eletsang Le Elelitsoe Levis Nek, Boiteko Women's Association, Medium Apostolic Church in Zion, Lesotho Business and Professional Women, Bethel Apostolic Church in Zion, Housewives League of Lesotho, Boikopanyo Ha Paki, Basali Itekeng Women's Society, Morningstar Women's Assn., Lesotho Women's Institute, AME Church Assn., Bakopi Assn., Itekeng Knitting Assn., Thamae Burial Society, Re Ka Sitoa Keng Women's Assn., Motahanya Semonkong, Phallang Basotho Funeral Services, Itumeleng Bacha, Iketsetseng Machokha Metolong, Ntataise, LEC Mother's Union, Tsoarang Ka Matsoho, and Manonyane Tie and Die.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To increase coordination and cooperation among non-governmental and governmental organizations affecting community development, training of women, women's literacy, and womens voluntary organizations. To improve the lives of rural and urban unskilled women by increasing their income generating potential.

**Current Activities:**

Eight vocational schools with 2 year programs for young women, (two directly under the Council, six administered by affiliates) with approximately 750 enrolled. Courses include: knitting, weaving, carpentry, typing, business management, brick-laying, poultry. Operation of 200 pre-schools, training in business management and operation of a workshop (Kopang Workshop in Maseru) to help needy women establish businesses after training. There are also 200 pre-schools operated under the auspices LNCW in every district of Lesotho providing for 3000 children nationwide.

**Geographic Coverage:**

Country-wide memberships and nationwide pre-schools, with vo-tech schools in Pitseng (Leribe), Morija, Maqhaka (Berea) and Maseru. However, due to transportation constraints, most activities are confined to the lowlands.

**Funding Sources:**

Participating member organisations' dues are 50 Maloti per year which brings in about M 1000. Other revenue comes from vo-tech school fees (M 100 registration and M 20 Maloti/month from 200 girls/women). The EEC and USCC paid for the establishment of the vo-tech school buildings in Maseru. The Consulate General of Ireland funded the vo-tech building at Pitseng. UNICEF has provided grants for nursery school equipment. The International Foundation for Education and Self-Help contributed M 89,000 toward the Morija Vocational School. Matsieng Development Trust and Swazi Queens also funded a building in Morija. The U.S. Embassy made a small contribution toward construction of a nursery school and a training wing for nursery school instructors. Africacare and the British High Commission have also made donations for vo-tech equipment. Numerous donors have provided funds for study tours and workshops for members. There are also fundraising events including morning markets, jumble sales, concerts, etc.

**Proposed Activities:**

The organization would like to have a women's vocational school in every District of Lesotho, and expand it's training and support for women's small enterprises. Such a program, as well as improved communication and coordination among affiliate members, would benefit from creation of a full-time paid secretariat, with equipment and vehicle support.

### III. ORGANIZATIONAL DEVELOPMENT

- Management Structure:** LNCW has a Standing Committee of affiliate members with executive powers that meets at least monthly. There are 14 staff based in Maseru, the majority of whom are teachers, except for the Director and Accountant. There are two Skillshare Volunteers and one Peace Corps volunteer working as instructors. LNCW also has numerous volunteers through its affiliates.
- Inst'l Infrastructure:** The organization has no vehicles, and its office is shared with the vo-tech school at Lakeside, Maseru. The organization does not have tax exempt or duty free status.
- Beneficiary Outreach:** Potentially the LNCW has the ability to reach up to 20,000 women through its affiliated voluntary organizations. Its vo-tech programs reach about 750 trainees and its pre-school program serves about 3000 children nationwide.
- Inst'l Linkages:** Each member organization sends a representative to monthly general meetings of the LNCW. There are LNCW jointly sponsored conferences. However, there are no newsletter or formal links to other affiliates other than through the monthly meetings.
- Inst'l Capacity:** The organization had very limited institutional capacity since it has no full-time paid secretariate, instead borrowing staff from the Maseru LNCW vo-tech school (The LNCW President is the Director of the vo-tech school and the LNCW accountant is also from the school). Accounts are kept by ledger (Thaabe & Company is the auditor with a audit scheduled for 1993). LNCW appears to have a long-standing reputation for being effective. It also appears to have potential for further outreach and strengthening of affiliate organizations, vocational training and small enterprize development for women, but without a paid core office staff its absorbtive capacity will remain limited. Also the President of LNCW, a driving force since the Council's inception in 1964, is nearing retirement.
- Sustainability:** LNCW has operated successfully since 1964, through a combination of fees for training, donor and GOL support. There appears to be sensitivity to cost control in the fee structure for the Maseru-based vocational training and small business management training programs, and the overall impression is that LNCW continues to be efficiently run.

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## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Planned Parenthood Federation

**Contact Person/Title:** Mrs. Maasofoe, Executive Director

**Address:** **Phone:** 316 278  
**Fax:**

**Date Interviewed:** March 11, 1993 **Interviewer:** LMF

**Type of NGO:** Local affiliate of International Planned Parenthood Federation; private, non-profit registered under the Society Act.

**Sectoral Scope:** Family planning services, information and education

**Summary/History:** Started in 1968 to promote family planning through its headquarters and four regional branches and primarily to complement public services provided by the Ministry of Health.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To promote family planning including information and education and family life education.

**Current Activities:** Through its headquarters and four regional branches all LPPA programs including information, education and communications campaigns are implemented. In addition, it operates 10 family planning clinics and 17 peripheral centers in cooperation with the Ministry of Health and the Lesotho Red Cross. Promotion of Family Planning/Family Life Education among youth is one of LPPA's main objectives including: 1) visits by its field educators to schools for talks on FP/FLE, sexually transmitted diseases and AIDS, and 2) a similar program in the workplace. With World Bank funding LPPA is also funding a program of community-based distribution in three pilot areas.

**Geographic Coverage:** LPPA has extensive country-wide coverage through its regional branches and family planning clinics and peripheral centers.

**Funding Sources:** LPPA has a Maloti 1.3 million budget for fiscal year 1993. 75% of this budget is financed by International Planned Parenthood Federation. The rest comes as a GOL subvention, its own revenues generated from service fees, and from donors such as the World Bank which is funding a joint nutrition and population project.

**Proposed Activities:** LPPA feels that rural areas are underserved and thus would like to expand family planning services and its family life education programs to these rural communities through its newly developed community-based approach. It would also like to improve the quality of its services through improved facilities and equipment, and to find additional ways to increase the financial sustainability of its programs including its administrative costs.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** LPPA has an Annual General Meeting which approves yearly workplans and budgets for submission to the Regional IPPF headquarters in Nairobi. The AGM elects a National Executive Committee with corresponding branch executive committees for the North (4 districts), Central (2 districts), South (3 districts) and the West (1 district).

The Secretariat is led by an Executive Secretary, a Program Director and 3 Program Officers responsible for Service Delivery, IEC, and Youth Counseling (FLE) programs. In addition, it has a Financial Director, Personnel Officer, and support staff. In total, the Secretariat has 15 paid staff while the regional and branch offices including static health facilities employ another 55 staff. There are some 500 volunteer members.

**Inst'l Infrastructure:** The secretariat has two vehicles and each branch has one vehicle. The Secretariat also has computer equipment including the capability to computerize its accounts.

**Beneficiary Outreach:** With its regional branches and static clinics and peripheral centers, LPPA has country-wide outreach.

**Inst'l Linkages:** Was a founding member of the Lesotho Council of Social Services; however does not think it is living up to its objectives. A member of the Inter-ministerial Task Force on Family Planning and an IEC Task Force to develop educational and training materials. Informally, works with Christian Council in AIDS education.

**Inst'l Capacity:** With the level of funding and staff that it currently has it can not undertake additional activities. Because of low salaries it has

suffered from a high turn-over of staff and particularly professionals. Its staff is technically competent but suffers from inadequate financial incentives and lack of training opportunities.

**Sustainability:**

LPPA has seen a major reduction of donor support in the past two to three years. It will have to look more closely at raising revenue from the services it provides and perhaps to broaden its donor base.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Red Cross Society

**Contact Person/Title:** R.C. Mokoma, Chief Programme Coordinator

**Address:** P.O. Box 366      **Phone:** 313911  
Maseru 100      **Fax:** 310166

**Date Interviewed:** March 10, 1993      **Interviewer:** LMF

**Type of NGO:** Local national affiliate of the international NGO

**Sectoral Scope:** Emergency food and refugee relief and rehabilitation; best know for first aid program.

**Summary/History:** Initially (1952) started under British Red Cross; 1967 Lesotho Red Cross formed by an Act of Parliament as an autonomous agency. Branches in each district with over 4,000 volunteers.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** LRC's overall objective is to provide emergency relief in times of natural disaster and war without regard to political, religious or sectarian affiliation.

**Current Activities:** 1) Health program including the operation of four health centers providing blood collection and health education; 2) disaster preparedness & relief, setting up a data base on vulnerable groups, disaster actions teams with early warning capability; 3) divisional development relies on mobilizing volunteers for local development including day care, savings and income generation, sewing & knitting, land reclamation; 4) youth program setting up groups (30-40 throughout country) that are taught first aid, community development and primary health care and participate in a number of divisional development activities such as tree planting, hospital visits; 5) First Aid Program for individuals, groups, companies etc.; 6) information dissemination about AIDS, blood donations, etc.; 7) fund-raising including the sale of used clothes, raffles, sporting activities and newsletters and brochures; and 8) community-based rehabilitation of children and adults with appropriate technology and training.

**Geographic Coverage:** Four field officers covering the districts of Maseru, and Thaba Tseka, Berea, Leribe and Butha-Buthe, and Mohale's Hoek; and

two divisional secretaries in Teyateyaneng and Leribe. But 4,000 volunteers in all ten districts.

**Funding Sources:** Average yearly budget since 1987 between \$.75 and \$1.0 million. 80% of this budget comes from international Red Cross and specifically its sister Red Cross organizations from Sweden, Iceland, Netherlands, and Britain. Remainder from locally raised funds and specific projects funded by donors.

**Proposed Activities:** Want to strengthen divisional committees and volunteer groups within a policy of decentralization in which grassroots volunteer groups are supported. Requires both training and operational support.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** Annual General Meeting is the overall governing body and meets yearly and elects an Executive Committee (eight members) that is responsible for the overall guidance and policy making. Secretariat is responsible for executing AGM approved and Executive Committee guided yearly plan and budget. Structure from national to Divisional (district) and Branch level manned by volunteers.

Secretariat composed of a Secretary General, a Director, Program Coordinator, Disaster Preparedness Officer, Field Officers in three districts (down from four), Finance Officer, and four support staff. Volunteers run all youth groups and form all the Action Teams.

**Inst'l Infrastructure:** Red Cross owns its own building, part of which it rents out for additional income, as well as the building in which UNDP is located. Has 9 vehicles, three of which are stationed in the mountains and are devoted to specific projects and four which are four wheel drive. Has two computers, fax, telex, single-side band radio, photocopier, etc.

**Beneficiary Outreach:** With its extensive network of divisional and branch offices and 4,000 volunteers, the Red Cross has country-wide outreach and most of its programs operate as such.

**Inst'l Linkages:** Red Cross sits on the Executive Committee of the Lesotho Council of NGOs and heads the Relief Commission. Member of both Linaso and Sinaso, national and regional AIDS networks respectively.

**Inst'l Capacity:** The LRC believe they are well placed to undertake a greater role in AIDS with additional funding. However, high turnover of

professional staff due to low salaries hampers progress and there are few opportunities for training thus acting as a discentive.

**Sustainability:**

One of the most successful of the local NGOs in terms of generating revenues, in fact 60% of core operating costs are covered from locally generated revenues. With 4,000 volunteers this certainly helps maintain if not extend programs without large recurrent costs.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Save the Children (LSC)

**Contact Person/Title:** Elizabeth A. T. Everett, Chairperson

**Address:** P.O. Box 151                      **Phone:** 322543  
Maseru 100                                      **Fax:** 310085

**Date of Interview:** 11 March 93                      **Interviewer:** WAF

**Type of NGO:** Development institution

**Sectoral Program Scope:** Institutional care of homeless or disabled children, community care for destitute families, agricultural training.

**Summary/History:** The organization was founded in 1964 with the assistance of the British High Commission and Save the Children, U.K. It was registered in 1979 under the Societies Act. The President is H. M. Queen 'Mamohato. It has tax exempt and duty free status. The organization is beginning to shift emphasis away from institutional care and toward community development.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** Promoting the welfare, health and education of children.

**Current Activities:** LSC runs three programs: 1) Maseru Children's Village, a home providing short-term care for approximately 100 disabled or homeless children which LSC is proposing to rennovate and expand to accomodate residential units for the children's family members; 2) a community care project (reintegration of children into their families and counseling, primary school sponsorships, food aid and medical assessment for approximately 300 families); and 3) a boy's center and farm at Masite 40 kms from Maseru which is being converted into an agricultural training center to begin operation in mid-1993 (10 students in 1993, with a plan to accomodate 50).

**Geographic Coverage:** Maseru and Masite based, but children come from throughout Lesotho.

**Funding Sources:** The children's home, Maseru Children's Village, receives M 375,000 from the GOL. Other contributions have come from USCC, Dan Church Aid for the Resource Centre for the Blind and local fundraising. The community care project has a recurrent budget of approximately M 200,000 per year primarily supported

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by fund-raising activities. The budget for the Masite agricultural training college is M 968,500 for the next three years. Funding is to come from FAO (40%), the South African Embassy (25%), the British High Commission (15%) and private donations (10%). LSC has numerous fund-raising activities, business and diplomatic donations, dinners and luncheons.

**Proposed Activities:** Expansion of the Maseru Village (renovation and construction of residential units at a cost of M 775,000) and addition of an assessment center with funding of approximately M 75,000 for the next three years by the GOL through the Department of Social Welfare; conversion of the Masite boys home and farm to the Masite Tholoana Lerato Training Centre as described above.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** The organization is controlled by a Central Committee of forty. This committee delegates the responsibility of managing the organization to a management committee of 7 which meets weekly. LSC has 38 paid staff. The core office includes the chairperson, a financial administrator, a financial development officer, and two secretaries (one of whom is administrative). Accounting is shared between the financial development officer and the financial administrator, and is done by ledger. The community care project has a counselor/secretary and rehabilitation worker who travel to visit families of children under LSC's care. The Masite boys home and farm has a staff which includes a farm manager and assistant farm manager (with degrees in agriculture from the National University) farm laborers and a Peace Corps Volunteer (a farmer and agricultural instructor).

**Inst'l Infrastructure:** The core office has one vehicle, a loaned fax and leased photocopier and one computer. The community care project has one vehicle, the Maseru Village has two and the Masite agricultural training center has one.

**Beneficiary Outreach:** Limited to the children and children's families of the LSF's three projects.

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**Inst'l Linkages:** Close working relationship with Save the Children, U.K., USCC and the Department of Social Welfare.

**Inst'l Capacity:** LSC has been effective in carrying out its existing programs. Proposed expansions will require additional staff. The new chairperson is capable and energetic. Staff morale is high and turnover has been low except that a number of elderly staff are now retiring (four since January). The organization is audited by Father David Wells. The last audit was in Sept. 1992.

**Sustainability:** LSC has been in existence since 1964, operating on a combination of GOL funds and fund-raising activities. It's community care program attempts to assist families in becoming more self-sufficient, but most of it's program is provided on humanitarian grounds to individuals and families with no ability to pay for services. The Masite agricultural training center is expected to raise revenue through the sale of farm produce, with a portion of the revenues applied to operation of the farm, and a larger portion placed in trust for the students' use upon graduation.

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## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Lesotho Teachers Trade Union

**Contact Person/Title:** Joakim Metimebe Motopela, Secretary General

**Address:** P.O. Box 0509 Maseru **Phone:** 313-722  
**Fax:**

**Date Interviewed:** March 12, 1993 **Interviewer:** LMF

**Type of NGO:** Trade Union, registered under Trade Union Law

**Sectoral Scope:** Advocacy, education and training, information dissemination.

**Summary/History:** Following the National teachers strike in 1990, the LTTU was formed to represent the interests of teachers at work in primary, secondary and high schools.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To conscientize members as to their rights and benefits as well as their duties and obligations as teachers and workers under Lesotho laws.

**Current Activities:** Only able to hold workshops at district level every three to six months depending on funding. Has advocated for better salaries and benefits vis-a-vis government with limited success.

**Geographic Coverage:** Presented in six districts of the country.

**Funding Sources:** Membership dues (12 Rand per year); South African Democratic Teachers Union and Congress of Democratic Unions funding for training and workshops.

**Proposed Activities:** Would like to form a permanent secretariat and increase training and education activities for members.

## III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** An Annual General Meeting (there have been three) which elects a Central Committee (Secretary General, Treasurer, Secretary, etc.) and district committees in six districts.

**Inst'l Infrastructure:** Virtually no physical infrastructure, i.e., equipment, office space, and no full-time staff. Works are entirely voluntary and primarily

by the central committee who travel on weekends to work with committees and members in the districts.

- Beneficiary Outreach:** Organization has 5,100 plus members in all 10 districts of the country (only six district committees) which cover virtually all primary and secondary schools.
- Inst'l Linkages:** Member of the Lesotho Council of NGOs, and collaborates with the university professors union (NULSA), and the Congress of Democratic Unions.
- Inst'l Capacity:** Little capacity to do more than what they have been doing for the past three years. Need more technical training, and the continuity that a permanent secretariat would bring. Low impact.
- Sustainability:** For the level of activities currently undertake; they are sustainable.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Mennonite Central Committee

**Contact Person/Title:** Arli Klassen, Country Representative

**Address:** P.O. Box 4437                      **Phone:** 312-227  
Gababoleng,                              **Fax:** 310-161

**Date Interviewed:** March 18, 1993                      **Interviewer:** LMF

**Type of NGO:** International NGO; Volunteer organization

**Sectoral Scope:** Education, Peace and Justice, and Ecumenism

**Summary/History:** Program started 20 years ago to promote ecumenism among the countries various church denominations. 1977 MCC registered as a local NGO and has no formal agreement.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To promote peace and understanding as well as development through ecumenism among the Churches of Lesotho. Supports the ecumenical programs of the churches.

**Current Activities:** It has seven volunteers from North America working with a number of different church-related organizations as follows: Transformation Resource Center, Highlands Church Action Group, Lesotho Evangelical Church, Maseru Preparatory School, Heads of Churches Group, and Human Rights Alert Group.

**Geographic Coverage:** Through the organizations to which its volunteers are attached, MCC has fairly wide outreach.

**Funding Sources:** 100% of its \$60,000 annual budget comes from MCC organizations in Canada and the United States.

**Proposed Activities:** Wants to undertake more exchange type programs between with Basetho going from to North America as well as its volunteers coming continuing to Lesotho.

### III. ORGANIZATIONAL DEVELOPMENT

- Management Structure:** Has a local Board of Advisors that meets annually. The Board has no authority but acts rather in an advisory role to the Country Representative. Small office with no staff other than the Country Representative.
- Inst'l Infrastructure:** Three vehicles and one computer terminal.
- Beneficiary Outreach:** As it works closely with all the major church denominations and particularly with the Christian Council of Lesotho, it has tremendous outreach potential for its promotion and facilitation activities.
- Inst'l Linkages:** Its primary linkages are with the Christian Council of Lesotho and the church denominations that make it up.
- Inst'l Capacity:** With only seven volunteers including the Country Representative and no desire to become operational, there is little thought given to issues of capacity.
- Sustainability:** It is supported exclusively from its headquarters operations in North America.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Private Health Association of Lesotho (PHAL)

**Contact Person/Title:** Thabo Makara, Executive Secretary

**Address:** P.O. Box 1632  
Maseru

**Phone:** 312-500  
**Fax:** 310-314

**Date Interviewed:** March , 1993

**Interviewer:** LMF

**Type of NGO:** Non-profit umbrella organization representing Protestant and Catholic Churches in Lesotho working in the field of health care.

**Sectoral Scope:** Health including curative, promotive and preventive health care and specifically EPI, training of village health workers, child survival and training of nurses.

**Summary/History:** PHAL is a private, non-profit organization founded in 1974 by the Lesotho Evangelical, Roman Catholic and Anglican churches. The Assembly of God and the Methodist churches joined in 1979. All members are involved in the provision of health services. The religious groups which compromise the membership of the association are autonomous and have individual responsibilities for managing their facilities and the Health Service Areas they have been assigned.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To provide the highest quality of health services to the widest number of people in Lesotho in partnership with the Government of Lesotho (Ministry of Health).

**Current Activities:** Provides support to and coordination of the nine PHAL hospitals (of 18) and 73 (of 126) health centers in Lesotho. The MOH provides financial support (subventions) through PHAL to these church-run health facilities. All PHAL facilities, with the exception of its Catholic clinics, provide a full range of family planning and educational services in addition to curative and preventive care. PHAL also contributes to the training of nurse clinicians by maintaining a number of schools for training nurses and nurse assistants. PHAL provides training, both technical (e.g., AIDS, PHC) and management (e.g., financial management) to its member institutions and personnel as well as the provision of administrative and logistical support.

- Geographic Coverage:** Country-wide through all of its members.
- Funding Sources:** Membership Fees, fees for services, government subvention, donor contribution including Danish Church Aid, Unicef, etc. To an for annual budget of M 210,000/year (PHAL only, not individual health facilities).
- Proposed Activities:** To rebuild PHAL to its former level of capacity in order to provide necessary managerial and support services to members. To promote increased emphasis among members churches of primary health care and related interventions and particularly on decentralized service delivery.

### III. ORGANIZATIONAL DEVELOPMENT

- Management Structure:** The Annual General Meeting is the overall policy body of the organization made up of the principal church denominations. The AGM elects a Board of Trustees which is responsible for ensuring that PHAL policy is adhered to and which provides oversight to the PHAL Secretariat. The Board of Trustees has three basic subcommittees, i.e., planning, community health services and manpower. The Secretariat has an Executive Secretary, a Community Health Nurse, AIDS Counselor, an accountant and four support staff. Over the past year a major retrenchment has taken place with four program officers and the Finance Officer having been cut from the Secretariat, effectively reducing professional staff by two-thirds.
- Inst'l Infrastructure:** PHAL has four vehicles, a computer, fax and adequate office furniture and related equipment.
- Beneficiary Outreach:** PHAL provides over 50% of the health services in the country with a far greater percentage in rural Lesotho.
- Inst'l Linkages:** PHAL was a founding member of the Lesotho Council of NGOs but has more or less pulled out of the organization citing its politicized nature and uncertainty over the benefits it has received. PHAL is a member of both LINASO and SANASO, the national and southern regional AIDS networks respectively.
- Inst'l Capacity:** Its management and technical capacity has been significantly reduced as noted above. This was as a result of a decrease in core donor funding and a decision taken at the AGM. PHAL certainly has the capacity to absorb additional funding should the right program activities present themselves.

**Sustainability:**

With the down-sizing of the organization, it is now able to cover the majority of its operational costs as a function its revenue base.

## I. General Profile - Lesotho NGO

**Name of NGO:** Transformation Resource Center

**Contact Person/Title:** Keith Regehr, Coordinator

**Address:** P.O. Box 1388                      **Phone:** 314463  
Maseru 100                                      **Fax:**

**Date Interviewed:** March 10 , 1993                      **Interviewer:** LMF

**Type of NGO:** Lesotho NGO

**Sectoral Scope:** Development education and training

**Summary/History:** Started in 1979 by South African exiles who ended up in Lesotho and pursued activities to stimulate locally-based solutions to development problems; with a particularly religious orientation.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** Ultimately working for a more just and humane society. This to be accomplished through community transformation and self-analysis. Facilitating problem identification problem solving and training for transformation.

**Current Activities:** Has a reading library of 3,000 books and 200 periodicals on Lesothan and Southern African development and political issues including social change and liberation theology. Education and training for clergy working in mountains to bring different denominations together in spirit of ecumenism for better development. Also training of trade unions (e.g., teachers, construction and allied workers) and community groups in social change methodology.

**Geographic Coverage:** Based in Maseru but works through the churches, trade unions, etc., and thus has great outreach capacity.

**Funding Sources:** Majority (about \$80,000) of \$100,000 - \$130,000 annual budget comes from two German church organizations, Miserior and EZE (Catholic and Protestant respectively), with remaining funds coming from a variety of sources including the Swedish Lutheran Church, the Menonnite Central Committee, Canada Fund, World Council of Churches, Danish Volunteers, etc.

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**Proposed Activities:** Currently in the process of redefining its Mission to determine whether it should become more operational, i.e., undertake more implementation rather than relying on or working through other organizations.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** Has an Annual General Meeting which elects a Management Committee to ensure policy is implemented. Implementation is carried out by a permanent secretariat responsible for day-to-day operations of the organization.

The secretariat is made up of a coordinator (volunteer expatriate), one librarian, two community workers, an administrative and accounts person and a journalist.

**Inst'l Infrastructure:** Has one 4x4 vehicle (a second was stolen and totalled), a computer with three terminals on a LAN with latest soft-ware and modem, and a photocopier.

**Beneficiary Outreach:** Its has excellent outreach especially in the mountains through its church partners. Its resource center has one of the best selection of books and periodicals in Southern Africa outside of South Africa and is therefore utilized a great deal.

**Inst'l Linkages:** A member of the Christian Council of Lesotho and the Lesotho Council of NGOs with strong linkages to like-minded organizations which share its philosophy and methodology. The government has not been at all supportive and has threatened to close it down numerous times.

**Inst'l Capacity:** Small but well managed. Accounts are computerized, staff motivated (R 8,000 spent on training annually). Essential institutional infrastructure and decent funding. With increased incremental funding it could undertake additional programs without greatly upsetting its current arrangements.

**Sustainability:** Depends largely on the good will of its donors. Has not yet thought about generating funding locally.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Unitarian Services Committee of Canada

**Contact Person/Title:** Peete J. Lerotholi, Country Director (Acting)

**Address:** P/Bag A139 **Phone:** 315202  
Maseru 100 **Fax:** 310237

**Date of Interview:** 3 March 93 **Interviewer:** WAF

**Type of NGO:** Religious development organization

**Sectoral Program Scope:** Integrated rural development in agriculture, health and nutrition, water systems, sanitation, literacy and improved infrastructure.

**Summary/History:** Registered in 1985 under the Societies Act.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To alleviate poverty through rural income generation, improvement in health and diet, literacy and development of infrastructure.

**Current Activities:** 1) Operation of a skills training center at Moteng (opened in 1991) whose aim is to assist people in the Muela area develop skills and income-generating projects. The center provides training to young men and women in carpentry, brick-laying, knitting, home management and poultry. USCC joint funds this project with the EEC at a annual cost of approximately M 187,000. The EEC finances the construction of buildings and USCC pays the administrative costs. 2) An integrated rural development project in Ketane. This project was initiated in 1988 with completion scheduled for 1993, but it is to be extended, possibly for another three years. The project focuses on agriculture (including home gardens, forestry, fruit trees growing), water systems and sanitation, road construction, health and nutrition. It has a budget of approximately M 150,000 per year. 3) A similar project at Seforong with a budget of approximately M 100,000 per year. 4) A scholarship program for 250 students costing on the order M 138,000 per year. 5) Financial support for startup operation of the Lesotho Council of NGOs.

**Geographic Coverage:** Area based projects in Seforong, Ketane and Moteng (Butha Buthe area).

**Funding Sources:** Primarily Unitarian Services Committee of Canada (collections), PAC, CIDA and additional support from the EEC.

**Proposed Activities:** Continuation of current program.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** A total paid staff of twenty-five with six staff based in Maseru headquarters including a country director, a programme officer, an accountant, an administrative secretary, a driver and an office assistant. In the field, Seforong has a project coordinator, nutritionist, home garden supervisor, water supply mason and a volunteer. At Moteng there is one director and five instructors. In the Ketane area USCC has a staff of ten extensions workers and one Peace Corps Volunteer working closely with volunteers from the community and members of the VDC. The office operates on a consensual basis although headed by a country director. The project coordinators are answerable to the programme officer and they in turn are responsible for the other field staff. There is a locally elected Projects Advisory Committee which is advisory only.

**Inst'l Infrastructure:** The Maseru headquarters is in new offices in Christie House. They have copiers and a fax. Five vehicles: three in Maseru, one four wheel drive in Seforong and one in Ketane. Truck hire for Food-for-Work.

**Beneficiary Outreach:** Limited to the three project areas.

**Inst'l Linkages:** In addition to its area-based activities, USCC was an instrumental force in the creation of the Lesotho Council of NGOs, has supported the LSC residential homes, and has close ties to CIDA, LNCW, MADWA and the EEC (USCC and the EEC jointly funded the Lesotho National Council of Women's vocational center buildings in Maseru).

**Inst'l Capacity:** A well-run, well-organized local NGO USCC has a very capable Country Director with Master's level training in development from Canada. The Programme Officer has a B.A. degree in economics and statistics from the University of Lesotho, and the Accounts/Personnel Officer has a B.A. in accounting from the National University.

**Sustainability:** Continuing funding is anticipated from Unitarian Services Committee of Canada and other donor sources (primarily

Canadian). The USCC's integrated rural community projects are ultimately expected to be self-sustaining.

## I. GENERAL PROFILE - LESOTHO NGO

**Name of NGO:** Women in Business (WIB)

**Contact Person/Title:** Pinkie Lesole, Office Administrator

**Address:** P/Bag A197 **Phone:** 24397  
Maseru 100 **Fax:** 310230

**Date of Interview:** 2 March 93 **Interviewer:** WAF

**Type of NGO:** Development institution for businesswomen

**Sectoral Program Scope:** Training, technical assistance, and credit for women-owned businesses.

**Summary/History:** Women in Business (WIB) was registered as a non-profit making organization in August 1989. It now has 146 members, most of whom are from (Maseru (92), Leribe (14) and Quithing.

## II. PROGRAM BACKGROUND AND FUTURE PLANS

**Objectives:** To help businesswomen operate successful ventures and also to assist women intending to go into business in setting up and operating their businesses, especially women in the rural areas of the country. To help eliminate discriminatory laws which constrain women from full participation in the economy.

**Current Activities:** WIB has produced a directory of women owned businesses, helped identify women for training in business management and organized short training courses for rural women. It has also sponsored study tours for members to the U.S. and attendance at women's conferences in RSA. It has helped process women's loan applications to the Lesotho National Bank (approximately 14 applications submitted, 2 or 3 approved.) The organization's members established a revolving loan fund of M 18,000 with eighteen members contributing M 1,000 each. Interest is 2% per month with a 2% service charge. Eleven loans have been made from this fund. Three members have paid back their loans and re-applied. There have been two defaults (one beyond the control of a member).

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**Geographic Coverage:** Nationwide, but the majority of members are from Maseru and the larger towns. WIB advertises their services by radio.

**Funding Sources:** M 14,600 through annual memberships. WIB received for 1991 a startup grant for offices and operations from Catholic Relief Services on the order of M 50,000 per year for three years. UNESCO funded preparation of the directory of women owned businesses. UNDP has helped provide transport.

**Proposed Activities:** Expansion of the small credit initiative to rural women and improved short course training in business management. Long-term goals: 1) to establish a national center for women professionals to address skills applications and conduct; 2) to establish a women's bank with branches throughout Lesotho and RSA; to create worldwide marketing for products produced by Lesotho women.

### III. ORGANIZATIONAL DEVELOPMENT

**Management Structure:** WIB has an Executive Committee of five office-bearers and three other members. Most executive members operate their own businesses. The committee make up includes a prominent public accountant, an owner of beauty care and wool/mohair businesses, the owner of a knitwear business with a Masters from the London School of Economics, a project officer with the National Development Corporation, the head of the legal section of the Lesotho Highlands Development Corporation, the manager of the Central News Agency and a private businesswoman, the former head of administration for the LNDC and a Master's degree holder in sociology and administration. The organization has three paid staff: a project manager responsible for processing loans and maintaining financial records (recently resigned - the executive committee was not satisfied with her performance), an administrative officer and a secretary. WIB also has a Peace Corps Volunteer, and is expecting a Skillshare volunteer.

**Inst'l Infrastructure:** New office, phone, 2 computers, a typewriter, photocopier and fax. The organization has no vehicles. Auditing is done by The WIB President's own auditing firm of Motwane which has just merged with Ernst & Young.

**Beneficiary Outreach:** The organization's membership consists of 146 women, mostly established businesswomen in the major towns, but including some market women. WIB would like to offer greater business and management training assistance to rural women. There have been

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two general meetings of the membership in the British Council Hall.

**Inst'l Linkages:**

A partnership is under consideration between CARE and WIB through CARE's proposed Small Scale Credit Scheme for women in Lesotho. Catholic Relief Services has funded the initial startup of WIB, and operational support for the first three years to 1994. WIB is dissatisfied with channels of communication with the Lesotho Chamber of Commerce and the Ministry of Trade and Industry.

**Inst'l Capacity:**

The strength of the organization has been through it's Executive Committee and the initial support from CRS. The current absence of a project manager hampers WIB's effectiveness. Long term goals do not seem to be well-matched to present capabilities. Without additional staff and interest in the needs of small businesswomen, the organization will have difficulty achieving its primary objectives.

**Sustainability:**

Monies from annual subscription fees and fund-raising activities cover only a fraction of operating expenses. CRS operational support is designed to phase out over three years, but they are proposing to support a Small Scale Industry Project revolving fund. Unless CRS funds this effort in the near future, or the CARE/WIB partnership materializes the momentum of this potentially impressive group and the continuing viability of WIB may be in question.

**PROFILES: U.S. PVOS BASED IN LESOTHO**

**LESOTHO PVO/NGO ASSESSEMENT:**  
**THE POTENTIAL FOR AN INCREASED PVO/NGO ROLE**  
**IN USAID/LESOTHO'S TRANSITION STRATEGY**

**Lesotho-based U.S. Private Voluntary Organizations**

Adventist's Development and Relief Agency (ADRA), Mr. Sobhuza Sopeng, Director, P.O. Box 714, Maseru 100, Tel: 312644

African Development Foundation, Mr. Sid Mokatse, Country Liaison Officer, P.O. Box 973, Maseru 100, Tel: 322640

CARE International, Peter McCallister, Chief Programme Officer, P.O. Box 682, Maseru 100, Tel: 314398

Lesotho Opportunities Industrialisation Centre (LOIC), Mr. E.T. Ramalefane, Executive Director, P.O. Box 2542, Maseru 100, Tel: 323119

Near East Foundation (NEF), Richard C. Robarts, President, (Lyle Jaffe, Country Representative), 342 Madison Avenue, New York, New York 10173, Tel: (212) 867 - 0064

Save the Children, U.K. (SCF), Mr. Bant Bryer, Country Director, P.O. Box 4065, Maseru 104, Tel: 312279

World Vision International (WVI), Mrs. Nthunsi T. Borotho, Area Manager (Country Director), Private Bag A256, Maseru 100, Tel: 317371

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## I. GENERAL PROFILE - PVO LESOTHO-BASED

**Name of Registered PVO:** CARE International

**Contact Person/Title:** Peter McCallister, Chief Programme Officer

**Address:** P.O. Box 682      **Phone:** 266 314398  
Maseru 100      **Fax:** 266 310195

(Behind the Hotel Victoria)

**Date of Interview:** 1 Mar 93      **Interviewer:** Wes Fisher

**Type of PVO:** Development and relief organization

**Sectoral Programme Scope:** Village Water Supply, Rural Enterprise Promotion, Womens' Credit for Small-scale Enterprise, AIDS/HIV, Agriculture and NRM Development

**Summary/History:** Basic Agreement signed with the Ministry of Planning in 1968 and revised in 1989. The organization is tax exempt and duty free under its country agreement.

## II. DEVELOPMENT BACKGROUND

### Projects:

#### Existing Projects

Purpose	Years	US \$ in thousands	Source
1) Rural Enterprise Promotion Project (REP) - Identify and develop appropriate small scale employment and income generating opportunities for poor Basotho	88-97	300/year	NORAD (70%) CARE (30%)
2) Village Water Supply	88-93	500/year	NORAD (40%) CARE (60%)
3) Agroforestry/Fruit Trees (Unsuccessful)	Ended 91		Netherlands

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**Geographic Coverage:** VWSS Central Region only, REP rural Lesotho (women emphasis) countrywide, Agroforestry/Fruit Trees six regional nurseries.

**Proposed Projects**

Purpose	Years	US \$ in thousands	Source
1) Village Water Supply (re-evaluating role)	93 renewal	--	--
2) Rural Enterprise Promotion under CARE's Small Enterprise Activity Development	93-97	1500	NORAD/ (70%) CARE/ (30%) 8%GOL
3) Women's Small Scale Credit Programme	24 to 30 months	500	--
4) Football Association AIDS/HIV Education	93-95	40	AID/W SIP Pilot
		100-150	USAID/ ODA

**Geographic Coverage:** VWSS Central Region only, REP rural Lesotho (women emphasis), Women's SSE Credit countrywide, Football Assn. AIDS/HIV lowlands with 16 A Division teams.

**Management Structure:** CARE has approximately 20 professionals including three expats (Country Director, Chief Programme Officer and REP Project Manager). There are 12 Basotho technical staff assigned to REP, one to VWS, two to project development. Administration is headed by a Masotho with 13 years experience with CARE.

**Outreach and Linkages:** CARE is not engaged in health clinic maintenance programs, education or food relief and therefore has a network limited to VWS in the Central Region and the communities affected by the REP project. Proposals to partner with and strengthen Women in Business should extend coverage for women's small credit, and partnering with the Lesotho Football Association should provide an important lowlands network for AIDS/HIV education. CARE has informal associations with Women in Business, the Lesotho Council of NGOs (LCN), the Transformation Resource Centre (TRC), the Federation of Women Lawyers, and Development for Peace Education (DPE). CARE partnerships with these and other effective Lesotho NGOs should be strongly encouraged. The Village Water Supply Programme has been carried out in cooperation with the VWSS of the Ministry of Interior.

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**Institutional Capacity (Management, Technical and Absorptive):** Care has strong institutional capacity. Salaries for Basotho staff are in the top quartile of NGOs. Morale is good and staff turnover has been limited to one or two people over the last two years. There are six month and annual personnel evaluations. Workplans are set quarterly. The Rural Enterprise Project is the largest employer and keeps staff interested in the CARE programs. Accounting is done by a fully trained accountant and accounts assistant using 'Mansoft' an accounting software supplied by CARE/Manila which also does CARE/Lesotho's auditing annually. In the future USAID/CARE agreements will be audited locally by Piet Marwick. There are eleven vehicles (3 for core office, 8 for projects), 8 computers, 2 copiers and a fax machine. CARE has a strong design, monitoring and evaluation program and could absorb A.I.D. funding on the order of US\$ 1-2 million per year without significant alteration of its current management and staff structure. However, the CARE programme officer indicated that large new initiatives would require additional expatriate technical advisors.

**Sustainability:** CARE's Rural Enterprise Promotion Project focuses on sunflower oil production, local manufacture of fibre concrete tiles, candle-making and rural bakeries all of which are intended to be sustainable income generating activities for rural populations. Other pilot activities including wheat threshing and production of diamond mesh fencing were rejected as uneconomical. Over the last two years the project has 1) delivered more than 200 candlemaking units to rural producers; 2) applied over 69,000 square metres of roof with fibre concrete tiles, representing an income in excess of US\$ 39,000; 3) produced over 1,786 litres of high quality sunflower oil by smallholders, worth US\$ 2,870; designed and pilot tested rural bakeries, costing less than \$150. In addition, all participants are required to contribute, even in the pilot testing phase, either a direct cash investment, or a least provision of resources in kind. The REP project forms a component of the GOL approach to small enterprise development. Their commitment is demonstrated by a contribution in cash equal to 8 per cent of the total project costs, provided through the Ministry of Trade and Industry. The Village Water Supply Project is currently being re-evaluated to determine CARE's future role in promoting community maintenance of existing VWS systems and the recurrent costs involved. The proposed small scale enterprise credit program for women is intended to be self-sustaining. CARE's overall program is currently supported by a multiyear agreement with NORAD as well as CARE International funds raised through private contributions and a number of donors including A.I.D.

## **I. GENERAL PROFILE - PVO LESOTHO-BASED**

**Name of Registered PVO:** World Vision International (WVI)

**Contact Person/Title:** Mrs. Nthunsi T. Borotho, Area Manager  
(Country Director)

**Address:** Private Bag A256 **Phone:** 317371  
Maseru 100 **Fax:** 310255

**Date of Interview:** 8 March 1993 **Interviewer:** Wes Fisher

**Type of PVO:** Religious development and relief organization, with a large child sponsorship program dependent on individual private contributions.

**Sectoral Program Scope:** Child sponsorship and associated community development projects.

**Summary/History:** World Vision International began operations and was registered in Lesotho in June 1987. WVI's international agreement with the Ministry of Planning was signed in September 1990. The organization is tax exempt and has duty free status.

## II. DEVELOPMENT BACKGROUND

### Projects:

#### Existing Projects

Purpose	Years	US \$ in thousands	Source
Sponsorship of 15 - 16,000 children through 44 primary school sponsorship projects involving 200 - 300 children/school.	87 - present	1500/yr for the overall program	Private Contrib.
Approximately 50 community development projects associated with school sponsorship projects. Emphasis is on income generation (poultry, sewing, knitting, etc.); infrastructure (roads, water supply; environment (reforestation), health (nursery school immunization, nutritional status and medical checks, etc.)	87 - present	2.3 - 3.3/ month per c.d. prjct  20/prjct/yr	Private Contrib.
5 women in development projects			WVI U.S. WVI Austria

**Geographic Coverage:** WVI activities are presently concentrated primarily in the lowlands of Lesotho, from Butha-Buthe to Mohale's Hoek.

**Proposed Projects:**

Purpose	Years	US \$ in thousands	Source
<p>Over the short-term WVI is interested in improving the quality of its existing community development projects. The organization would also like over the longer term to extend its program into the foothill zone. In addition Mr. Leland Brenneman, WVI Project Development Officer for Southern Africa (World Vision/W) is interested in expanding their program in Lesotho, especially in natural resource management.</p>			

**Geographic Coverage:** The organization will continue to concentrate development activities in the lowlands, but would like to expand efforts in the foothill areas.

**Management Structure:** Lesotho World Vision International has thirty-one paid staff all of whom are Basotho, including a core professional staff of twelve and seven community development project coordinators. Mrs. Nthunsi T. Borocho was the former Permanent Secretary in the Ministry of Health, joining WVI in October 1990. The accounting department has a professional staff six including an internal auditor and an assistant auditor. The financial manager recently joined WVI and was formerly the Senior Accountant in the Treasury of the GOL. In addition each project has two local, paid workers so that there are about 96 workers, primarily in the lowland districts of Leribe, Berea an Mochaie's Hoek. Each Project has a Project Committee made up of seven to nine locally elected people an the chief. They are responsible for deciding on the priorities of the project in their particular area.

**Outreach and Linkages:** World Vision has a very extensive primary school and community development network in the lowlands of Lesotho.

**Institutional Capacity (Management, Technical and Absorptive):** While the size of the professional staff is impressive, the WVI Area Manager would like to see key personnel receive additional training in project management, project preparation, personnel training and project evaluation. Management at the community level is the most difficult problem. Training for project coordinators is needed as well as increased commitment to community development efforts. Staff morale appears high, but project coordinators remain with the project for an average of only one and one-half to two years. WVI has six vehicles (including one recently stolen), only three of which are fit for project work. The office has five computers and two

printers. Financial records are computerized on FOFS software. World Vision schedules external audits once every two years, internal audits are carried on continuously. Project committees are required to submit their returns for review monthly. WVI is not lacking in financial resources, but its organisation could benefit from strengthening of management and personnel systems, as well as external technical assistance and training in community development.

**Sustainability:** WVI efforts to develop sustainable community development projects need strengthening through specialized training and technical assistance.

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## **I. GENERAL PROFILE - PVO LESOTHO-BASED**

**Name of Registered PVO:** Save the Children, U.K. (SCF)

**Contact Person/Title:** Mr. Bant Bryer, Country Director

**Address:** P.O. Box 4065      **Phone:** 312279  
Maseru 104              **Fax:** 310411

**Date of Interview:** 1 March 93    **Interviewer:** Wes Fisher

**Type of PVO:** Development and relief organization

**Sectoral Programme Scope:** Child sponsorships, food relief and school feeding with smaller activities in health, child disability and juvenile rights.

**Summary/History:** SCF has been operating in Lesotho for over thirty years, and operates through specific agreements with the GOL ministries they work with. The organization was registered through the law office in 1984. SCF has duty free and tax exempt status. In the 1980s the program was dominated by two long-standing activities, The School Feeding Programme (SFP) and sponsorships of children. These two project areas are still important but the program has now expanded into a variety of disability projects, motorcycle management for health workers, juvenile justice and a major food relief transport operation.

## II. DEVELOPMENT BACKGROUND

### Existing Projects

Purpose	Years	US \$ in thousands	Source
1) School Feeding (delivered circa 10,000 MT of food to 1000 primary schools in 1992) Undergoing phase-down and replacement with school self-reliance projects. SCF questions whether self-reliance projects are a realistic substitute for school feeding.	63 - 92	500-600/year  (\$200/child/yr)  500/yr	WFP   Parental Contrib
2) Construction of stores and kitchens for remote schools	92 - 94	500	UNCDF (50%) Parental Contrib. (50%)
3) Sponsorships (circa 2000 secondary school students and 75 families in 1992. This represents circa 5 % of Lesotho sec. school population.)	63 - present	500	Private contrib
4) Scott Hospital Community Based Rehabilitation (CBR) project	91 - 93		
5) Lesotho Natl Fed of Disabled (LNFOD) 3 year program of workshops	92 - 95		Comic Relief
6) Disabled Children's Support Group	91 - 93		
7) Motorcycle management for health workers (27 motorcycles). A successful program which may be expanded to cover other countries in the region.	92 - 94		Riders for Health

Purpose	Years	US \$ in thousands	Source
8) Juvenile Justice (Probation Advisor took up post in Sept. 92) Min of Justice very supportive, re-graded probation staff and probation team expanded to five.	92 - 94	circa 400/3 years	Comic Relief
9) Food Relief (related to drought) Moves food nationwide from GOL Food management Unit (FMU) stores to distribution points at the village level). Program is run in conjunction with school feeding program.	91 - 93	1000	ODA

**Geographic Coverage:** Country-wide

**Proposed Projects:**

Purpose	Years	US \$ in thousands	Source
1) Constructions of school stores and kitchens and efficient stoves for remote mountain schools. 2) Woodlot projects for schools 3) SCF has a interest in using its extensive school feeding and sponsorship network for AIDS/HIV education and family planning at some point, perhaps beginning in 1995.	93 - 94	continuation of previous program	UNCDF

**Geographic Coverage:** Country-wide

**Management Structure:** SCF has 33 paid professional staff, seven of whom are expatriates. Twelve are assigned to school feeding, twelve to food (drought) relief, 5 to child sponsorships.

**Outreach and Linkages:** SCF has an extensive network developed through the school feeding and food relief programs they operate. They also work closely with the independent NGO Lesotho Save the Children.

**Institutional Capacity (Management, Technical and Absorptive):** SCF is managing a program of around US\$ 2 million a year, divided roughly among school feeding (25%), sponsorships (25%), drought relief (25%) and other programs. Most Basotho staff have been with SCF for 5 years or longer, expatriates usually have two to four year postings and morale is generally high. The SCF director, Mr. Bant Bryer has been with SCF in Lesotho for two years. He is attempting to develop Basotho staff capabilities since their responsibilities have been limited in the past. More external and on-the-job training for staff is needed. Evaluation/reporting/monitoring appears to need strengthening. Accounts have not been computerized. The current accounts manager started in April 1992, before that the country director was doing them. SCF plans to move to computerized accounts once the accounts manager has mastered the existing ledger system. The school feeding program is moving to computerized tracking. Piet Marwick conducted an audit in 1991. An internal audit was conducted in May 1992 using an SCF management accountant from London. Starting in 1993 all auditing will be done by an internal team from the U.K. SCF has 14 vehicles, 5 desktop computers, 5 laptops, a photocopier and fax. It appears that over the near term SCF could effectively implement new initiatives on the order of approximately US\$ 100,000 per year. The professional staff would benefit from management skills training.

**Sustainability:** Over half of SCF project activities are supported by private contributions for school sponsorships and school feeding. Since most activities are related to child relief and protection, they are not self-sustaining. The improved school stove component and possible school woodlot activities would have value as sustainable natural resource activities. Contributions from other donors have been diversified, including UNCDF, WFP and ODA.

## I. GENERAL PROFILE - PVO LESOTHO-BASED

**Name of Registered PVO:** Lesotho Opportunities Industrialisation Centre (LOIC)

**Contact Person/Title:** Mr. E.T. Ramalefane, Executive Director

**Address:** P.O. Box 2542      **Phone:** 323119  
Maseru 100      **Fax:** c/o 31 01 30  
Maluti Grp. Holdings

**Date of Interview:** 3 March 93      **Interviewer:** Wes Fisher

**Type of PVO:** Development organization

**Sectoral Programme Scope:** Training of disadvantaged youth and adults in vocational-technical skills and small enterprise management.

**Summary/History:** LOIC was founded in Lesotho in 1978 by O.I.C. International and began a five year development plan with funds from A.I.D. The organization was registered with the GOL on September 29th, 1989 and the constitution is currently being revised.

## II. DEVELOPMENT BACKGROUND

### Projects:

#### Existing Projects

Purpose	Years	US \$ in thousands	Source
1) 18 month vo-tech training program for 150 disadvantaged youth in carpentry, bricklaying, plumbing, sheet metal; foreman training for the construction industry. The vo-tech program is considered successful with 1,250 applicants waiting for admission. (Entry fee is only M 25).		170 from GOL	GOL/ MTI contri- butes M 500 thsnd/yr
2) An entrepreneurial training wing in small scale business skills for people who already have small businesses - A 2wk course heavily attended by govt. employees (88 graduates in '92), especially the police.			some LOIC income- genera- tion activity
3) 6 month training program in brick-laying for retrenched miners.	92- 93	4	EEC micro- projects
4) A management/business development component with Private Agencies Collaborating Together (PACT) was unsuccessful due to funds mismanagement in which PACT withheld the last US\$ 10,000 for lack of accountability.	1988	55	PACT

**Geographic Coverage:** Primarily Maseru based.

## Proposed Projects

Purpose	Years	US \$ in thousands	Source
1) To establish an LOIC branch in the Southern part of Lesotho, to serve mainly the female participants in the remote areas of Quthing, Mophale's Hoek and Mafeteng.			ILO/ UNDP? pending since 1987
2) To expand the Management/Business Development Component in Maseru, in order to serve more women drop-outs from the Junior High School system (46 women went through the program in 1992).			
3) To expand the vocational training component by including electrician and auto-mechanical training.	93 - 98	1700	UNDP?
4) To set up a production unit for farm implement parts and household equipment as a basis for cooperative and skills training for Basotho migrant workers - A project combining training with fund raising.			
5) To build a hall for training and fund-raising purposes.			
6) Production of poultry feeding and drinking troughs for low income farmers		185.26	

**Geographic Coverage:** Proposed expansion of female vo-tech training centre serving remote areas of Quthing, Mophale's Hoek and Mafeteng.

**Management Structure:** LOIC has as staff of twenty including 9 instructors and 11 individuals involved in administration. The executive director is in his second year with the organization and the deputy director, Mr. P.T. Lesela, is currently being trained in Canada and is expected to assume the Executive Directorship upon his return. The LOIC also has a new accountant in her second year. In addition to the instructors there is one U.S. volunteer from

the Foundation for Education Resource Mobilization on a 9 month assignment providing staff training in resource mobilization.

**Outreach and Linkages:** Annual training completions and job placements include: vocational training (70), management/business development (150), foreman training (60); vocational job placements (60). The proportion of job placements upon course completion as of March 1992 was 92%

**Institutional Capacity (Management, Technical and Absorptive):** The organization has had problems in the past with administration, including fund mismanagement, but a restructuring took place two years ago with hiring of a new executive director and accountant. At that time approximately half the staff were retrenched and many of the personnel with experience left, although most of the trainers have been with the organization more than five years. As a result of these problems LOIC lost opportunities from the Arab States Ag Fund in 1990 to assist LOIC graduates under an ILO self-reliance project. In addition, LOIC has been unable to make effective use of a USCC grant of approximately US\$ 20,000. With the new staff now in place, morale is high and staff turnover low. The organization's operating budget is 500,000 Maloti per year, primarily from the Ministry of Trade and Industry. LOIC has several new and ambitious proposals, but does probably not yet have the capacity to implement them should they be funded, without provision of additional long-term technical assistance. Additional strengthening grants and TA would be beneficial. LOIC audits were conducted by Moteane & Company which has recently merged with Ernst & Co. The most recent audit was in Sept. 92. The Executive Board now meets quarterly or more frequently. Quarterly reports go to OIC Philadelphia.

**Sustainability:** The placement rate for graduates from vo-tech program is high. The entry fee of M25 per participant is not a significant contributor to program sustainability.

## **I. GENERAL PROFILE - PVO LESOTHO-BASED**

**Name of Registered PVO:** Adventist's Development and Relief Agency (ADRA)

**Contact Person/Title:** Mr. Sobhuza Sopeng, Director

**Address:** P.O. Box 714      **Phone:** 312644  
Maseru 100      **Fax:** 312644/310014

**Date of Interview:** 2 March 93    **Interviewer:** Wes Fisher

**Type of PVO:** Religious development and relief agency

**Sectoral Programme Scope:** Rural community development in agriculture and small enterprise development. Limited involvement in food relief.

**Summary/History:** ADRA was registered and began operations in January 1988. The organization's application for tax exempt status has been before the Sales Tax Department since December 1987. The Department claims it grants tax exempt status only to organizations working with the destitute. The operating budget is on the order of M 90,700 per year.

## II. DEVELOPMENT BACKGROUND

### Projects:

#### Existing Projects

Purpose	Years	US \$ in thousands	Source
1) Small scale ag/health/community development at Thuathe in Leribe District under the Thuathe III Matching Grant. Project hampered by ineffective manager and 1992 drought. Director is proud of water projects (capping springs, excavating dams at a cost of M 7-10,000 each).	Oct 88 - Sept 93	20	AID/W Central Funding
2) Secondary school 25 km north on TY road.		5	25% Advnt Church 75% Com-munity
3) Thetsane Medium School in Maseru.		72	Church 50% Com-minity 50%

**Geographic Coverage:** Primarily Leribe District and northern Lesotho.

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**Proposed Projects:**

Purpose	Years	US \$ in thousands	Source
1) Re-open home for destitute children in Leribe (orphaned 5 - 12 years), at Emmanuel Mission. Day school at Leribe served them. The home housed 60 -100 children. 2) Stone mason project in Leribe rebuilding the Leribe home. 3) Involvement in AIDS/HIV and family planning through the Adventist's run church, clinics and hospital. 4) Center for small enterprises on the Adventist's property across from the New Bus Park. 5) Reforestation if provided land. 6) Sunflower production with oil extraction from hand presses.		100	

**Geographic Coverage:** Primarily Leribe District and northern Lesotho.

**Management Structure:** Three paid staff in the central office, sixteen teachers.

**Outreach and Linkages:** ADRA had to abandon food relief efforts in the south (Quithing District). The organization's infrastructure is in the north. The ADRA director is impressed with the relief work of Lesotho Red Cross and Save the Children U.K.

**Institutional Capacity (Management, Technical and Absorptive):** The director has been head of ADRA since 1988. The teachers usually stay with the organization for two or three years. The Masotho project manager for the USAID funded Ag/nutrition Thuathe III matching grant stayed three years. A church treasurer does the accounting using a computerized system. Auditing is done by the Church once a year and the last audit was in April 1992. Only USAID has required written quarterly reports which go through ADRA International in Washington, D.C. The local ADRA director makes an oral report to the church twice a year. The director is dedicated and interested in development (he has had some USAID sponsored training in SSE development, but the capability of the organization appears very limited. Staff morale is generally low. The organization has no vehicles and hires out transport. ADRA may be a candidate for institutional strengthening.

**Sustainability:** Despite the drought in 1992, 40 - 50 people are moving toward self-sufficiency under the Thuathe III matching grant. Mr. Sopeng believes this project has successful elements despite having had an ineffective project manager. The only revenues currently provided to ADRA are from school fees and church donations.

## I. GENERAL PROFILE - PVO LESOTHO-BASED

**Name of Registered PVO:** Near East Foundation (NEF)

**Contact Person/Title:** Richard C. Robarts, President  
Lyle Jaffe, Country Representative

**Address:** 342 Madison Avenue                      **Phone:** (212) 867 - 0064  
New York, New York                              **Fax:** (212) 862 - 0169  
10173

Lyle Jaffe is the Director of the Grow Project based in Mokhotlong District and can be contacted through the Development for Peace Education Office.

**Date of Interview:** 6 March 93

**Interviewer:** W. Fisher/L. Fox

**Type of PVO:** Development organization

**Sectoral Programme Scope:** Activity in Lesotho is currently limited to a community-based integrated rural development project in a remote village of Mokhotlong District.

**Summary/History:** NEF has an established partnership with Development for Peace Education (DPE) which was registered with the GOL in 1986. DPE is the recipient of NEF funds and has a direct agreement with the Ministry of Agriculture.

## II. DEVELOPMENT BACKGROUND

### Projects:

#### Existing Projects

Purpose	Years	US \$ in thousands	Source
1) The GROW project is a community building project emphasizing community identification of needs and project development with assistance from GROW staff and limited external inputs in gardening/nutrition/health and family planning.	91 - 94	50/year	NEF
		18/ 2 years	EEC for earlier VWS
		160/ 3 years	German Agro Action

1.1

**Geographic Coverage:** Single remote village in Mokhotlong District.

**Proposed Project**

Purpose	Years	US \$ in thousands	Source
1) Extend GROW Project to two other valleys in Mokhotlong District. The current project affects approximately 850 people (85% women, 25% men). The new project would affect similar numbers of beneficiaries in two other remote locations in the district.  2) NEF may also be interested in other partnership arrangements in Lesotho.	94 - 99	1200	?

**Management Structure:** The GROW Project has a project director, an expatriate agricultural extension officer and two Basotho technicians. If the project were to replicated elsewhere, the country director and extension officers would initially be split among the original and second phase community.

**Outreach and Linkages:** The GROW Project affects 850 people directly, and potentially a valley population of four to six thousand. The proposed expansion to two other valleys would reach roughly 1700 beneficiaries directly. As a successful model for rural development in remote areas it could have a significant influence on remote rural development programs in Lesotho.

**Institutional Capacity (Management, Technical and Absorptive):** Management and technical capacity for this small project is high, but absorptive capacity is limited by the degree to which the existing staff are able to transfer lessons learned to other rural villages.

**Sustainability:** The GROW Project is expected to be fully sustainable by 1994 with no external donor inputs required.

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## **I. GENERAL PROFILE - PVO LESOTHO-BASED**

**Name of PVO:** African Development Foundation

**Contact Person/Title:** Mr. Sid Mokatse, Country Liaison Officer

**Address:** P.O. Box 973                      **Phone:** 322640  
Maseru 100                                      **Fax:** 311640

**Date of Interview:** 1 March 93              **Interviewer:** Wes Fisher

**Type of PVO:** Development organization

**Sectoral Programme Scope:** Microenterprise development.

**Summary/History:** ADF began operations in Lesotho in 1984 under a country agreement through the Ministry of Planning. ADF has a Southern Africa Regional Program (Zimbabwe, Zambia, Botswana, Lesotho) which receives roughly \$US 1.5 million per year from the U.S. Congress to promote community development activities. ADF has had thirteen microenterprise projects in Lesotho since 1984.

## II. DEVELOPMENT BACKGROUND

### Projects:

#### Existing Projects

Purpose	Years	US \$ in thousands	Source
1) Ha Monyollo Candle Making Project. Training women in candle making and assisting them in establishing small businesses.	89 - 92	12.55	ADF
2) Hatoa Mose Mosali Tapestry Weavers Project. Establishing a tapestry and jersey production and export marketing business.	91 - 94	65	ADF
3) LCBC Migrant Labor Project. To provide training and business start-up support for young men.	88 - 93	200.7	ADF
4) Limamarela Steet Vendors Loan Fund Project. Supports development of street vendors' businesses by providing credit and training. Includes a revolving loan fund component.	91 - 94	57.9	ADF
5) Mahlabachana Farmers Project. To expand agricultural production to include both winter and summer crops.	89 - 94	61	ADF
6) Mashai Moreneg Soap Making Project. Training women in soap making and assisting them in establishing small businesses.	89 - 93	19.3	ADF
7) Thamae Women's Development Project. Establishing individually managed home poultry businesses.	89 - 92	26.8	ADF

**Geographic Coverage:** Country-wide.

**Management Structure:** ADF representation is limited to a part-time country liaison officer with a background in accounting, a secretary and a messenger. The liaison officer used to be the

local ADF auditor from 1984 to 1987. The Lesotho program receives a visit from the Southern Regional manager in Washington, D.C. roughly once a quarter. There is also one regional meeting per year among the liaison officers and one Africawide meeting.

**Outreach and Linkages:** Limited to project beneficiaries. The Country Liaison Officer serves as Treasurer to the Lesotho Council of NGOs.

**Institutional Capacity (Management, Technical and Absorptive):** The Liaison Officer has limited time for the identification of potential projects, assistance in proposal development and monitoring of ADF funded activities. Bookkeeping is done by the Liaison Officer using a ledger system. Auditing has been done by Moteane and Company and Piet Marwick Co. Technical Assistance is hired on a short-term basis to assist with development of proposals. ADF's approach is to respond to grass roots requests for assistance. Radio is used to advertise ADF's existence. There is a budget of about \$30,000 per year for assistance in project proposal development. No new projects have been identified for 1993/94. ADF has one vehicle. A recommendation has been made to establish a full-time ADF Liaison position.

**Sustainability:** All ADF grants are meant to foster self-sustaining income generation projects. Success in Lesotho has been mixed. An evaluation of projects funded during the 1984 - 1988 period (Seshibe, N., **ADF Reports**, Nov.89) considered two out of five income-generating projects to be successful.

**PROFILES: U.S. PVOS NOT BASED IN LESOTHO**

**LESOTHO PVO/NGO ASSESSEMENT:**  
**THE POTENTIAL FOR AN INCREASED PVO/NGO ROLE**  
**IN USAID/LESOTHO'S TRANSITION STRATEGY**

## **U.S. PVOS NOT BASED IN LESOTHO**

Africare, Kevin Lowther, Regional Director for Southern Africa, Tel: (202) 462-3614, Fax: (202) 387-1034

Agricultural Cooperative Development International (ACDI), Joshua Walton, Vice President, Africa Region, Tel: (202) 638-4661 Fax: (202) 626-8726

American ORT Federation - Technical Cooperation, Celeste Angus-Schieb, Director

Catholic Relief Services (CRS), Paul Miller, Desk Officer, East and Southern Africa

Center for Educational Development and Population Activities (CEDPA), Khadijat Mojedi, Deputy Director, Programs, Family Planning Services Division, Tel: (202) 667-1142

Family Health International (FHI), Lynda Cole, Director of Operations, Tel: (919) 544-7040 Fax: (919) 544-7261

Heifer Project International, Daniel Gudahl, Program Director, Africa and Near East, Tel: (501) 376-6836 Fax: (501) 376-8906

InterAction, Barbara Oganga, Africa Regional Director, Tel: (202) 667-8227

International Executive Service Corps (IESC), Peter Cross, Tel: (203) 967-6000

Planning Assistance, Robert Learmonth, Executive Director, Tel: (202) 466-3290 Fax: (202) 466-3293

National Cooperative Business Association (NCBA), Jim Cawley, Senior Program Associate, Jim Alritz, Regional Representative Africa, Tel: (202) 638-6222, Ouagadougou, Burkina Faso Tel: (226) 33-32-19

New Transcentury Foundation, Faye Cowan, President, Tel: (703) 351-5500 Fax: (703) 351-5510

Plan International, J. Andy Ruby, Executive Director (acting), Richard Thwaites, Regional Director, East Africa, Nairobi, Kenya (Regional Headquarters) Tel: (254) 2-562 899 Fax: (254) 2-565 913

Private Agencies Collaborating Together (PACT), David Williams, Director for Africa, Tel: (202) 466-5666 Fax: (202) 466-5669

Project Hope, Jeff Waller, Regional Director for the Americas (previously Africa), Tel: (703) 837-2100

Save the Children Federation, U.S.A., Mark Schomer, Director African Programs (Westport), John Salamack, Regional Manager (Zimbabwe), Tel: (203) 221-4168 Fax: (203) 222-9176 Harare, Zimbabwe Tel: (263) 4-726220

South North Development Initiative, Lisa Cannon, Manager of Foundation Support Programs, Tel: (212) 472-6500 Fax: (212) 472-3581

Synergos Institute, John Tomlinson, Associate, Tel: (202) 517-4900

Technoserve, Ronald Gilesppie, Director, Africa Region, Tel: (203) 852-0377 Fax: (203) 838-6717

Volunteers in Technical Assistance (VITA), Richard Slocam, Africa Program Director, Tel: (703) 276-1800 Fax: (703) 243-1865

Winrock International, Will Getz, Vice President for Africa, David Mattocks, Program Officer, Tel: (501) 727-5435 Fax: (501) 727-5360/5417

World Education, Jill Garb, Senior Program Officer/Southern Africa, Tel: (617) 482-9485 Fax: (617) 482-0617

World Learning (formerly Experiment in International Living (EIL), Bonnie Ricci, Director, Development Management, Fax: (202) 408-5397

World Resources Institute and the Center for International Development and Environment, Peter G. Veit, Manager from the Ground Up Program (CIDE), Tel: (202) 662-2586 Fax: (202) 638-0036

World Wildlife Fund (WWF) U.S., Dr. Cynthia Jensen, Program Director, East and Southern Africa, Tel: (202) 293-4800

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Volunteers in Technical Assistance (VITA)

**Contact Person/Title:** Richard Slocam, Africa Program Director

**Address:** 1600 Wilson Blvd, Suite 500  
Arlington, Virginia 22209-8438  
Tel: (703) 276-1800 Fax: (703) 243-1865

**Date Contacted:** February 18, 1993

**Type of PVO:** Non-profit, A.I.D.-registered PVO

**Funding:** Primarily A.I.D. and other multi-laterals including world bank and UNDP; and with private sources as well.

**Summary/History:** Started in 1960 to promote enterprise development and specifically, support of the small business sector.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Enterprise development including financial services (credit, loan policies and procedures); non-financial services (training, technical assistance and information; and institutional development.

**Geographical Scope:** Worldwide with extensive African experience (Chad, Liberia and Kenya) and Southern Africa (Zambia, Zimbabwe and South Africa).

**AID Experience:** Extensive A.I.D. experience through the full range of contracting mechanisms and project types.

**NGO Experience:** Primarily with enterprises but also with support to NGO institutions that provide business or financial services

**III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Would be interested in expanding into the region either a short or long-term basis with adequate funding.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Catholic Relief Services (CRS)

**Contact Person/Title:** Paul Miller, Desk Officer, East and Southern Africa

**Address:** 209 West Fayette Street  
Baltimore, Maryland 21201

**Date Contacted:** 9 March 1993

**Type of PVO:** Registered PVO with AID; traditional VolAg

**Funding:** Private, AID grants & Cooperative Agreements, PL-480, European Community (in-kind and cash), some in-country funding from Canadian High Commission, Australian High Commission, etc.

**Summary/History:** One of the oldest and largest U.S. PVOs, with programs throughout Africa, Asia, and Latin America. Initially started in emergency relief and food aid which still accounts for the majority of its programming in percentage terms.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Emergency relief, sustainable agriculture (NRMS, community forestry), small enterprise development, health/water & sanitation.

**Geographical Scope:** Three regions: Latin America and the Carribean, Europe-Asia, and Africa. In Southern Africa CRS has an office in Harare which serves Lesotho, Zimbabwe, Malawi, South Africa, Mozambique, Zambia and Namibia. Also have an office in Angola serving Angola. Have also worked previously in Botswana and Swaziland.

**AID Experience:** Have worked as an AID Cooperating Food-AID Sponsor since the start of the Title II PL-480 program.

**NGO Experience:** Have an explicit strategy to link programs and work through indigenous NGOs, particularly Catholic development arms and dioceses in each country where it works. Although they no longer have an office in Lesotho, CRS continues to work there with: 1) Women in Business, 2) Catholic Bishops Conference in health education and training, and 3) a

community group, Maoma Fubedu, working in a watershed area of Leribe District.

### III. LESOTHO EXPERIENCE

**Current Experience:** See above

**Previous Experience:** Had an office in Lesotho for 15-20 years focussing on: food aid; agriculture (oilseeds), health, and emergency relief. Office was closed in 1990 due to scaling back of their Title II activities.

**Potential Interest:** Sustainable agriculture, watershed resource management. They claim to have a lot of experience and lessons learned in these areas which would be useful today. An evaluation of the Maoma Fubedu project is in fact ongoing at the time of this interview. The experience there could provide lessons for future programming. Other areas of interest include: micro-enterprise (TA and credit) as well as health.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** World Learning (formerly Experiment in International Living (EIL))

**Contact Person/Title:** Bonnie Ricci, Director, Development Management

**Address:** 1015 15th Street, NW  
Washington D.C. 20005  
fax: (202) 408-5397

**Date Contacted:** March 10, 1993

**Type of PVO:** 501(c)3 registered with A.I.D.

**Funding:** AID, private contributions (corporate and individual), other U.S. federal agencies (USIS and State), U.N., World Bank, fees from programs run by the School for International Training and through its College Year Abroad Program.

**Summary/History:** Founded in 1932 with the goal fo promoting global peace and understanding through cross-cultural exchange and interaction.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Strengthening and institutional development of NGOs; NRMS; health/AIDS prevention and education; democracy and governance; popular participation; human resource development.

**Geographical Scope:** Latin America and the Carribean, Asia, and Africa. Southern Africa experience in Malawi and South Africa (some under sub-contract or subagreement).

**AID Experience:** PVO/NGO umbrella projects (Cooperative Agreements) in Malawi, Zaire, Liberia, Somalia, Uganda, Guatemala and Indonesia. Participant training. Democracy and governance project in Haiti (sub-contractor). NRMS project management lead in consortium arrangement with Africa Bureau funding in Mali, Madagascar, Cameroon and Uganda.

**NGO Experience:** Administration of project management units supporting NGO umbrella projects. Role in institutional and human resource development of NGOs in this regard, teaming of US PVOs and indigenous NGOs, etc.

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### III. LESOTHO EXPERIENCE

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Management of umbrella contracts supporting PVO/NGO efforts under a Cooperative Agreement type arrangement.

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Family Health International (FHI)

**Contact Person/Title:** Lynda Cole, Director of Operations

**Address:** P.O. Box 13950  
Research Triangle Park, North Carolina 27709  
Tel: (919) 544-7040 Fax: (919) 544-7261

**Date Contacted:** February 19, 1993

**Type of PVO:** Non-profit [not a 501(c)3] and A.I.D.-registered

**Funding:** Primarily A.I.D. funded with some private contributions

**Summary/History:** Founded in 1971 to conduct clinical trials on contraceptive methods. Eventually expanded into research and TA for contraceptive development, reproductive health and AIDS. Managed AIDSTECH ending in 1992 and now AIDSCAP.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Family planning and population activities. AIDS prevention and education. Maternal and infant health.

**Geographical Scope:** Through its involvement in AIDSTECH and AIDSCAP, FHI has worked extensively throughout the world (70-80 countries) in all major regions. In Southern Africa it has AIDSCAP offices in Malawi and South Africa. Kenya has a regional population office.

**AID Experience:** The recipient of two of the largest Cooperative Agreements ever made by A.I.D., i.e., AIDSTECH and AIDSCOM.

**NGO Experience:** Institutional support with family planning NGOs in Zambia, South Africa, Botswana. Through AIDSCAP, works with a number of NGOs in AIDS prevention.

**III. LESOTHO EXPERIENCE**

**Current Experience:** Will continue to provide services to USAID, GOL and NGOs under AIDSCAP.

**Previous Experience:** Has provided services to USAID/Lesotho and GOL and NGO agencies in AIDS prevention.

**Potential Interest:** Is interested in a more permanent non-AIDSCAP project or program activity. Wants to be kept informed of developments with this effort.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Heifer Project International

**Contact Person/Title:** Daniel Gudahl, Program Director, Africa and Near East

**Address:** 1015 South Louisiana, P.O. Box 808  
Little Rock, Arkansas 72203  
Tel: (501) 376-6836  
Fax: (501) 376-8906

**Date Contacted:** February 16, 1993

**Type of PVO:** Private, non-profit, A.I.D.-registered PVO

**Funding:** Private including individual contributions, church groups, foundations, etc. Donors including A.I.D.

**Summary/History:** Founded in 1945 with a Mission to alleviate hunger and poverty through improving the quality of livestock and small ruminants stocks. Church affiliate.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Livestock and small ruminant stock improvement and raising; food security and nutrition; dairy management; draft animals; sustainable agriculture and cooperative development. Considers its work in empowering individuals and communities as democratization.

**Geographical Scope:** Worldwide with Programs throughout Africa and in Zimbabwe and Zambia in Southern Africa and Kenya, Uganda and Tanzania in East Africa.

**AID Experience:** Has received three Matching Grants from A.I.D. for its headquarters functioning and has received project support from a number of different USAIDs.

**NGO Experience:** Has worked very closely with a number of U.S. PVOs and indigenous NGOs, cooperatives and community groups in its operating countries. Works particularly closely with Church organizations.

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### III. LESOTHO EXPERIENCE

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Interested in working in Lesotho but would need to undertake feasibility study first and require funding to do so as well as actual program support. In the areas of grassroots community development.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** American ORT Federation - Technical Cooperation

**Contact Person/Title:** Celeste Angus-Schieb, Director

**Address:** 2025 I Street, N.W. Suite 320  
Washington D.C. 20006

**Date Contacted:** 8 March 1993

**Type of PVO:** U.S. PVO, American affiliate of international NGO with London Headquarters

**Funding:** Private, AID, World Bank, EEC, and other bi-lateral donors (primarily European), through international headquarters

**Summary/History:** One of the oldest and largest international NGOs in the world. Origins in Russia and eastern Europe engaged in vocational training of Jews in those countries. Expanded in the early 1960's with AID support to provide vocational training in Africa.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Health, agriculture, rural development, micro-enterprise, vocational training and infrastructure (water, municipal training, transportation, road transport) computer training.

**Geographical Scope:** Affiliates in Africa, Near East, Latin America. In Southern Africa: Botswana, R.S.A., Malawi. Other Africa: Senegal, Guinea, Ghana, Chad, Mali, Zaire, Togo, Central African Republic and Rwanda. Have an ORT affiliate office and vocational training center in RSA and are implementing a World Bank financed project there.

**AID Experience:** Thirty years working with AID in all above sectors

**NGO Experience:** Managed the first of the AID Africa Bureau PVO/NGO Umbrella Projects (Zaire ESF/PVO Support Project); currently working NGOs in Ghana.

### III. LESOTHO EXPERIENCE

**Current Experience:** Nothing currently

**Previous Experience:** Two projects in the past: transportation project funded by Swedish SIDA (1984-1986). A second project funded by the World Bank in training and manpower development(1984); follow-on component also financed by Bank to implement low-cost housing project.

**Potential Interest:** They are interested working in all above areas and if an Umbrella project were to develop, would be interested in bidding on it.

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO-PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Planning Assistance

**Contact Person/Title:** Robert Learmonth, Executive Director

**Address:** 1832 Jefferson Place, N.W.  
Washington D.C. 20036  
tel: (202) 466-3290  
fax: (202) 466-3293

**Date Contacted:** 9 March 1993

**Type of PVO:** Non-Profit AID-Registered PVO and Cooperating Food AID Sponsor

**Funding:** 50% AID funding -- two big USAID funded Programs in Bolivia; 50% Foundations or World Bank funded host country contracts (health and population). AID funding currently restricted to Bolivia.

**Summary/History:** Started in 1973. Purpose was/is to provide planning and management assistance in three areas: health, population activities, and food aid management. PA is not a "program" or traditional Volag. It is a non-profit TA, management assistance and training organization.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Health, Population, and Food Aid Management

**Geographical Scope:** Food Aid: Latin America & Africa; Health: West Africa; Poulation: Africa, Turkey. Most projects are in Africa, although largest funding source is Bolivia.

**AID Experience:** AID/La Paz: Involved in food aid and non-food aid activities; in the latter they are the Umbrella manager for an Umbrella PVO Support Project in micro-enterprise and agriculture.

Have done other AID-funded work in Africa and LAC, mainly short-term consulting assignments. Just closed a long-term food aid planning and management project in central America, funded by AID; also did short-term assignment in Haiti on a food aid project funded by the Mission.

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**NGO Experience:** In Bolivia, working with 35 NGOs, both international and local. Have also worked with NGOs in Lesotho and other African countries. In an early PA project, had a contract to provide management and planning support to NGOs worldwide.

### **III. LESOTHO EXPERIENCE**

**Current Experience:** Nothing currently

**Previous Experience:** Food aid planning and nutrition (Learmonth, himself, was in Lesotho for two years, 1979-80; another PA person from 1981 to 1984). Have also done nurses training for CRS in lesotho. In 1985, learnmonth evaluated the impact of CRS's pullout from the food aid program funded by AID through a centrally funded strategic planning contract.

**Potential Interest:** Very interested. Would like to continue work in food aid and nutrition planning. Also, health planning, such as work that they have done under World Bank. The latter is important for Lesotho because they have an uneven health delivery system, according to Learmonth.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** World Education

**Contact Person/Title:** Jill Garb, Senior Program Officer/Southern Africa

**Address:** 210 Lincoln Street  
Boston, Massachusetts 02111  
Tel: (617) 482-9485 Fax: (617) 482-0617

**Date Contacted:** February 17, 1993

**Type of PVO:** 501(c)3, non-profit and A.I.D.-registered

**Funding:** 27% private contributions; remainder from U.S. Government (primarily (AID) agencies, multilaterals including the World Bank and Unicef.

**Summary/History:** Founded in 1951 to promote literacy and functional education for adults.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** NGO capacity building; small enterprise development; adult literacy, workplace learning, and non-formal education programs in such areas as: environmental education, AIDS, maternal child health care and family life education; and refugee education and resettlement.

**Geographical Scope:** Extensive experience throughout Africa. Southern Africa: South Africa, Swaziland, Mozambique, and Malawi.

**AID Experience:** Extensive A.I.D. experience working under contracts, cooperative agreements, grants and subgrants. Have served as Umbrella managers on the well known Kenya Rural Enterprise Project. Bid on USAID READ Project.

**NGO Experience:** Have worked closely with indigenous African NGOs and collaborated with U.S. PVOs in many partnership and assistance activities. Work with Kenyan, Senegalese and Malian NGOs is extremely well-known.

### **III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Very interested as they are now in the region. Want to be kept informed of the development.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** World Wildlife Fund (WWF) U.S.

**Contact Person/Title:** Dr. Cynthia Jensen, Program Director, East and Southern Africa

**Address:** 1250 24th Street, N.W.  
Washington D.C. 20037  
Tel: (202) 293-4800

**Date Contacted:** February 16, 1993

**Type of PVO:** 501(c)3 Private, non-profit and A.I.D.-registered

**Funding:** Private primarily from individual, foundations and corporations; and multi-lateral and bi-lateral donors.

**Summary/History:** WWF-US is an affiliate of the larger international NGO Federation. Started in the early 1960s to promote wildlife preservation, has evolved into a natural resource conservation organization. Linking conservation and human needs.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Community-based natural resource management; technical assistance and training; NGO strengthening; analysis, applied research and policy development; networking and information dissemination; protected areas; and range management.

**Geographical Scope:** WWF-US supports and manages programs worldwide and throughout Africa. Africa regional office in Nairobi; Country offices in Zambia, Tanzania, Madagascar, Cameroon and Zaire; and programs in Botswana, Namibia, Malawi, Zambia and Zimbabwe.

**AID Experience:** Has been the recipient of numerous grants and cooperative Agreements in Africa and was a subgrantee in partnership with a local NGO in the Liberia PVO/NGO Support Project. With CARE and World Learning, manages the PVO/NGO NRMs Project.

**NGO Experience:** While its work has been primarily with concerned governments has become quite involved with assistance to African NGOs through both regional initiatives (PVO/NGO NRMs) and individual country programs

such as Campfire in Zimbabwe. Has bid to become the Umbrella manager of the new Namibia NGO Project

### III. LESOTHO EXPERIENCE

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Extremely interested in becoming involved. Want to be kept informed of the development of a possible project.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Winrock International

**Contact Person/Title:** Will Getz, Vice President for Africa  
David Mattocks, Program Officer

**Address:** Petit Jean Mountain  
Morrilton, Arkansas 72110-9537  
Tel: (501) 727-5435  
Fax: (501) 727-5360/5417

**Date Contacted:** February 15, 1993

**Type of PVO:** A.I.D.-registered PVO

**Funding:** Private (foundations, individuals); donors including A.I.D.

**Summary/History:** Founded by Winthrop Rockefeller for the purpose of promoting agricultural development domestically and internationally.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Agriculture research, extension, and education primarily through farming systems/low input approach; relevant Africa region programs include: African Women Leaders in Agriculture and Environment (AWLAE); Pan-African networks for Rural Social Sciences; On-farm Productivity Enhancement Project; Farmer to Farmer.

**Geographical Scope:** Africa, Asia and the Middle East. Throughout Africa with regional and subregional programs and individual projects including in Southern Africa: Malawi, Zimbabwe and Namibia (farmer to farmer); Zimbabwe (Training and TA for Agricultural Development in Southern Africa); Lesotho (CNRMP); and Malawi (BRIDGE).

**AID Experience:** Extensive A.I.D. experience working under contracts, Cooperative Agreements and Grants from late 1960s-early 1970s. In Malawi as a Subgrantee in partnership with local NGO and USAID-financed through the SHARED Project.

**NGO Experience:** Has worked extensively with indigenous NGOs and other U.S. PVOs throughout Africa and Southern Africa in particular in both programs and individual projects. In Zimbabwe working with World Vision; and in Malawi with the local NGO Christian Services Committee.

### **III. LESOTHO EXPERIENCE**

**Current Experience:** Subcontractor to Associates in Rural Development on the Community Natural Resources Management Project.

**Previous Experience:** Through its regional and subregional programs, i.e., AWLAE, OFPEP and Farmer to Farmer

**Potential Interest:** Would like to increase activities in agriculture and small scale ruminants

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** World Resources Institute and the Center for International Development and Environment

**Contact Person/Title:** Peter G. Veit, Manager from the Ground Up Program (CIDE)

**Address:** 1709 New York Avenue, N.W.  
Washington D.C. 20006  
Tel: (202) 662-2586 Fax: (202) 638-0036

**Date Contacted:** February 17, 1993

**Type of PVO:** Non-profit corporation, A.I.D.-registered

**Funding:** Foundations, governmental including A.I.D. institutions, private corporations and concerned individuals.

**Summary/History:** Was launched in 1982 for the purpose of helping governments and private organizations of all types improve their capacity to cope with environmental, resource and development challenges of global significance.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Conducts policy research, publicizes new policy options and encourages their adoption. CIDE provides policy advice, technical assistance and other support services to government, NGOs and local groups.

**Geographical Scope:** North America, Europe, Africa, Asia and Latin America. Nothing in Southern Africa.

**AID Experience:**

**NGO Experience:** Involved in institutional strengthening of NGOs and moving them more into the advocacy field.

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### **III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Will look for results of this assignment to see if there might be some area of future involvement.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Agricultural Cooperative Development International (ACDI)

**Contact Person/Title:** Joshua Walton, Vice President, Africa Region

**Address:** 50 F Street, N.W.  
Washington D.C. 20001  
Tel: (202) 638-4661 Fax: (202) 626-8726

**Date Contacted:** February 18, 1993

**Type of PVO:** Non-profit technical and management assistance and training PVO registered with A.I.D.

**Funding:** From member U.S. organizations including many cooperatives; foundations and private contributions. Donor funding including A.I.D. and FAO.

**Summary/History:** Started in 1963 by farmer-owned agri-business and farmer's organizations to improve the well-being of farmers worldwide by assisting agricultural and member-owned organizations increase trade and achieve sustainable economic development.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Agribusiness, Trade and Investment, Credit delivery systems, natural resources, Food for Development and training and exchange programs.

**Geographical Scope:** Worldwide including Africa, Asia, Near East, Eastern Europe and Latin America. In Southern Africa: Malawi and Zambia. Strong programs in Kenya and Uganda.

**AID Experience:** Extensive A.I.D. experience managing and implementing projects and programs under contracts, Cooperative Agreements and grants from centrally, regionally and individual USAID funded projects.

**NGO Experience:** Primarily with cooperatives and other farmers' groups.

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### III. LESOTHO EXPERIENCE

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Unsolicited proposal. Will wait to see what evolves

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** InterAction

**Contact Person/Title:** Barbara Oganga, Africa Regional Director

**Address:** 1717 Massachusetts Avenue, N.W. Suite 801  
Washington D.C. 20036  
Tel: (202) 667-8227

**Date Contacted:** February 18, 1993

**Type of PVO:** Membership 501(c)3 PVO and A.I.D.-registered

**Funding:** Membership contributions, foundations, and donors, including A.I.D.

**Summary/History:** Membership organization serving as an umbrella representing U.S. PVO Community. Not operational; does not implement programs in the developing world.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Policy Advocacy and lobbying; Information collection and dissemination including Quarterly newsletter and book of members profile; training for various areas; promoting collaborative development efforts with Southern NGOs.

**Geographical Scope:** Reflecting and representing its members, it has a worldwide interest.

**AID Experience:** Has received Core (central) funding from A.I.D. Is a member of the A.I.D. Administrator's Advisory Committee. Has dealt extensively with A.I.D. on a range of issues (development) including those related to its member PVOs.

**NGO Experience:** Has picked up the tail end of the PVO/NGO Initiatives Project (PIP) and hosts seminars, workshops, and conferences on Southern NGO partnering opportunities.

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### III. LESOTHO EXPERIENCE

**Current Experience:** None

**Previous Experience:** Recently hosted visit with Caleb Sello , Executive Director of Lesotho Council of NGOs.

**Potential Interest:** Would be willing to host an explanatory meeting with U.S. PVO members to explain a Lesotho program should one develop which might involve partnering relationships.



**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Africare

**Contact Person/Title:** Kevin Lowther, Regional Director for Southern Africa

**Address:** Africare House  
440 R Street, N.W.  
Washington D.C. 20001  
Tel: (202) 462-3614  
Fax: (202) 387-1034

**Date Contacted:** February 16, 1993

**Type of PVO:** Private, non-profit, VolAg, A.I.D.-registered

**Funding:** Private (charitable foundations, corporations, etc.), bi-lateral, including A.I.D.; Multi-lateral, including UNDP; and host country governments.

**Summary/History:** Founded in 1971 for the purpose of improving the quality of life in rural Africa.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Agriculture (food security), water and sanitation, primary health care and emergency relief and refugee assistance.

**Geographical Scope:** Throughout sub-Saharan Africa and currently in 25 countries including those in Southern Africa: Malawi, Mozambique, Zambia, Zimbabwe, and Angola; and recently established a South Africa program office in Johannesburg.

**AID Experience:** For over 20 years has worked with and been financed by USAIDs throughout Africa working under Cooperative Agreements and grants.

**NGO Experience:** Is mainly a direct implementor of its own programs in conjunction with government agencies and community/grassroots organizations. Over past several years have been exploring partnership possibility with a number of NGOs in operating countries.

**III. LESOTHO EXPERIENCE**

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**Current Experience:** Have over five years of association with Lesotho including a signed (1989) Country Agreement signed with the Ministry of Foreign Affairs. A number of GOL agencies (Ministry of Planning) and a number of NGOs (Have recently talked with Caleb Sello, of the Lesotho Council of NGOs) as well as the Lesotho Ambassador to the U.S. have strongly encouraged Africare to startup a program.

**Previous Experience:** Only visits and the signing of a Country Agreement

**Potential Interest:** Extremely interested (see attached letter) but can not do it without funding and more participation of the GOL

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Center for Educational Development and Population Activities (CEDPA)

**Contact Person/Title:** Khadijat Mojedi, Deputy Director, Programs, Family Planning Services Division

**Address:** 1717 Massachusetts Avenue, N.W. Suite #2  
Washington D.C. 20036  
Tel: (202) 667-1142

**Date Contacted:** February 18, 1993

**Type of PVO:** Non-profit, A.I.D.-registered

**Funding:** Private contributions and Donor, including A.I.D. and United Nations Family Planning Agency (UNFPA)

**Summary/History:** Founded in to improve the welfare of women through the introduction and integration of family planning into all kinds of women's programs.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Family planning and the training of women in leadership and management as well as technical areas of family planning, reproductive health and related population activities.

**Geographical Scope:** Worldwide and in all regions of subsaharan Africa. In Southern Africa: Malawi and South Africa.

**AID Experience:** Have received central funding (Cooperative Agreement) for core activities and are subcontractors to World Learning on the Malawi SHARED Project.

**NGO Experience:** Work has been more with government agencies than with NGOs but has increasingly come to work with them. Prefer working through the Umbrella type mechanisms.

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### III. LESOTHO EXPERIENCE

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Want to be kept abreast of recommendations arising from this assessment. Could see working on a short-term basis.

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Project Hope

**Contact Person/Title:** Jeff Waller, Regional Director for the America (previously Africa) - Tom Kirby, Africa Region Director was not in the office.

**Address:** Tel: (703) 837-2100

**Date Contacted:** February 18, 1993

**Type of PVO:** 503(c)3 Non-profit, A.I.D.-registered

**Funding:** Substantial private funding (54%) and remainder is A.I.D.-financed (46%)

**Summary/History:**

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** AIDS prevention and education; Maternal and Child Health care; health care education including family planning.

**Geographical Scope:** Worldwide programs with an extensive African presence and in Southern Africa: Malawi, Swaziland, and Mozambique.

**AID Experience:** Receives both central (matching grants) and individual funding from USAIDs (e.g., Malawi and Swaziland).

**NGO Experience:** Partnerships with both government agencies are its modus operandi. Both in Swaziland and Malawi it is working in AIDS prevention with indigenous NGO umbrella's mainly church organizations.

**III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Actively looking for new areas in Southern Africa. Very interested in including a Southern African country in its Matching Grant AIDS program which runs for five years.

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** International Executive Service Corps (IESC)

**Contact Person/Title:** Peter Cross

**Address:** Tel: (203) 967-6000

**Date Contacted:** February 24, 1993

**Type of PVO:** Technical/Management Assistance PVO; registered with A.I.D.

**Funding:** A.I.D., host country contributions; client contributions ("client" meaning the business or organization which they provide TA or training to).

**Summary/History:** Volunteer services of business executives and technicians (primarily retired) provided around the world. Experts offer their time on a volunteer basis with IESC through its funding covering expenses. Tasks undertaken are mainly short-term in nature.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Generally all areas concerning private sector: agribusiness, manufacturing, commerce, trade, etc.

**Geographical Scope:** Worldwide. Have a Southern Africa regional office in Botswana, from they have undertaken projects in Botswana, Swaziland and Lesotho. Other African countries with offices/programs: Malawi, Zambia, Zimbabwe, Kenya, Morocco, Egypt, Mauritius (South Africa also under development).

**AID Experience:** Most work is funded by A.I.D. through Cooperative Agreements with individual Missions. In 1991/92 did three projects in Lesotho: 1) for USAID Mission helped clarify role of Mission in private sector development; 2) for Lesotho National Development Corporation undertook a study and provided TA concerning capital markets; and 3) provided TA to Lesotho Dairy Products.

**NGO Experience:** Although the primary target of IESC services is for-profit firms and enterprises, and government parastatals, IESC has and can consider assistance to NGOs or the clients with whom NGOs work.

### III. LESOTHO EXPERIENCE

**Current Experience:** See remarks above

**Previous Experience:** Still ongoing. See issues below.

**Potential Interest:** Current Cooperative Agreement which provides for office in Gabarone runs through March 1993 with likely extension through June. After this time, CA funding from USAID Mission in Gabarone will not support funding of regional expatriate director. This may impede ability to work in Lesotho and the region. Lesotho and other Southern Africa countries could consider teaming up with USAID/Gaboarone to provide funding to support regional program director.

IESC is particularly interested in increasing its work with small businesses. Most work to date is with medium to large scale enterprises.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** National Cooperative Business Association (NCBA)

**Contact Person/Title:** Jim Cawley, Senior Program Associate  
Jim Alrutz, Regional Representative Africa

**Address:** Tel: (202) 638-6222  
Boite Postale 9277  
Ouagadougou, Burkina Faso  
Tel: (226) 33-32-19

**Date Contacted:** February 17, 1993

**Type of PVO:** Cooperative, Non-profit, A.I.D.-registered

**Funding:** Member contributions, other private and donor including A.I.D.

**Summary/History:**

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Micro-enterprise, housing development including credit and support to minority firm contracting.

**Geographical Scope:** Worldwide including Africa and in Southern Africa: South Africa, Malawi, (and Rwanda).

**AID Experience:** Extensive A.I.D. funding including central funding for core activities and central funding (matching grants) through Cooperative Agreements.

**NGO Experience:** Primary work is with Cooperatives and credit unions and small and micro-enterprises.

**III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Are interested in being kept of apprised of evolving situation. Funding however, is a prerequisite.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Private Agencies Collaborating Together (PACT)

**Contact Person/Title:** David Williams, Director for Africa

**Address:** 1901 Pennsylvania Avenue N.W.  
Washington D.C. 20006  
Tel: (202) 466-5666  
Fax: (202) 466-5669

**Date Contacted:** February 16, 1993

**Type of PVO:** Technical/Management Assistance A.I.D.-registered PVO

**Funding:** Private but primarily Donor and particularly A.I.D. funded with World Bank and UNDP.

**Summary/History:** Founded in 1971 to strengthen the management and technical assistance capabilities of NGOs and PVOs. Essentially an international federation of non-profit, NGOs comitted to helping low-income people improve their social and economic well-being.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Training and technical assistance; grants inangement; strategic coalition building; policy development; humanitarian assistance; advocacy and education.

**Geographical Scope:** Asia, Latin America, Africa and Eastern Europe. In Africa: Madagascar, Senegal, and South Africa each with a field office and country representative.

**AID Experience:** Has worked closely and been financed extensively by A.I.D. and USAIDs throughout the world. Has received core funding for its headquarters operations until recently and has worked and continues to work under Cooperative Agreements and operating grants in all regions.

**NGO Experience:** PACT's primary mandate has been to improve the institutional capacity of indigenous NGOs and foster collaborative development relationships between NGOs and donors, international NGOs and Government.

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Currently managing Umbrella Projects in Madagascar, Cambodia, Peru, and Bangladesh providing TA, training and grant assistance to both U.S. PVOs and indigenous NGOs.

### **III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Extremely interested in both design and implementation of any future program (see attached letter). With Office in South Africa, should be able to provide some type of assistance with support from this office.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Plan International

**Contact Person/Title:** J. Andy Ruby, Executive Director (acting)  
Richard Thwaites, Regional Director, East Africa

**Address:** Rhode Island (International Headquarters)  
Nairobi, Kenya (Regional Headquarters)  
Tel: (254) 2-562 899  
Fax: (245) 2-565 913

**Date Contacted:** February 17, 1993

**Type of PVO:** Sponsorship PVO; A.I.D. registered

**Funding:** Over 85% of funding comes from individual sponsors in some 9 different donor countries (e.g., U.S., Canada, Australia, Netherlands, U.K. and Japon); grants received as well from donor governments including U.S. (primarily through Matching Grants).

**Summary/History:** One of oldest (1946) and largest child sponsorship agencies in the world. Following WW II, emergency relief and rehabilitation. Approach has evolved into one of community development from individual financial assistance to sponsored child and family. Currently operates in some 60 different programs in 40 different countries.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Depending on the specific needs of country, programs can include: agriculture and natural resource management; micro and small enterprise; primary and secondary education; community development and social welfare.

**Geographical Scope:** Worldwide with programs in Africa, Asia, Latin America and the Carribean. African Programs primarily in West and East Africa including Sierra Leone, Mali and Burkina Faso; Kenya and Ethiopia. Nothing in Southern Africa. Currently Zimbabwe

**AID Experience:** As a policy, does not want to become too dependent on direct bi-lateral donor funding. With A.I.D., normally seeks matching grant funding in such areas as child survival or micro and small enterprise development

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for the development and start-up new programs that cut across a number of countries.

**NGO Experience:** Normally works directly with local organizations and implements its own programs of community development, although over the past decade it has worked with and through and even given the management of its country programs to indigenous NGOs. Strengthening thus centers on local grassroots organizations.

### **III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** No intention to open program in Lesotho

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Save the Children Federation, U.S.A.

**Contact Person/Title:** Mark Schomer, Director African Programs (Westport)  
John Salamack, Regional Manager (Zimbabwe)

**Address:** Westport, Connecticut P.O. Box 2908  
Tel: (203) 221-4168 Harare, Zimbabwe  
Fax: (203) 222-9176 Tel: (263) 4-726220

**Date Contacted:** February 18, 1993

**Type of PVO:** 501(c)3, non-profit, VolAg and A.I.D.-registered

**Funding:** Individual sponsors, contributions from other private sources including corporations, foundations, etc., and donors including A.I.D.

**Summary/History:** Founded as a child sponsorship agency but over the years has broadened its approach to community development. Part of SCF Federation.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Integrated community development; child/family welfare; emergency and refugee relief; major push into AIDS.

**Geographical Scope:** Worldwide including Africa. Southern Africa: Malawi, Zimbabwe, and Mozambique.

**AID Experience:** Extensive experience including centrally funded matching grants (AIDS, Child Survival, etc.), individual USAIDs funding thru Cooperative Agreements & subgrants under umbrella projects. Has a Southern African Research and Training Initiatives (SATARI) A.I.D.-financed.

**NGO Experience:** More of an operational organization implementing own programs and thus working with community groups and organizations. Has undertaken partnerships in country programs and under SATARI (refugee project).

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### III. LESOTHO EXPERIENCE

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Currently consolidating programs and not looking to expand, especially with SCF-U.K. present. -

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** South North Development Initiative

**Contact Person/Title:** Lisa Cannon, Manager of Foundation Support Programs

**Address:** 506B East 89th Street  
New York, NY 10128  
Tel: (212) 472-6500  
Fax: (212) 472-3581

**Date Contacted:** February 16, 1993

**Type of PVO:** 501(c)3 non-profit; in the process of A.I.D registration

**Funding:** Private including foundations and individual contributions

**Summary/History:** Started in 1991 to 1) foster the emergence of new development foundation initiatives in Southern nations and 2) responsively support these initiatives to increase their prospects for success. Primarily to serve foundations from the South.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** NGO institutional strengthening including advocacy, promoting learning and exchanges between existing NGOs and donors; fostering NGO civil society role in democratization process and fostering new foundation initiatives through Endowments.

**Geographical Scope:** Asia, Africa and Latin America. In Southern Africa: Zimbabwe and Mozambique with initial contacts made in Malawi, Zambia, South Africa and Botswana.

**AID Experience:** No direct funding or project experience with A.I.D. Participated in A.I.D.-funded Africa endowments workshop in December 1992 (Paul Weatherly).

**NGO Experience:** SNDI's mandate is to work with indigenous NGOs. Co-sponsored and facilitated a work 'op in April 1992 in Maputo with NGO representatives from many Southern African Countries on " Creating Financial Mechanisms to Strengthen Civil Society and Support Sustainable Development".

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### III. LESOTHO EXPERIENCE

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Extremely interested in providing advice and practical assistance in the area of endowment creation as a possible model/mechanism for USAID/Lesotho support to NGOs (see letter attached).

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Synergos Institute

**Contact Person/Title:** John Tomlinson, Associate

**Address:** 100 East 85th Street  
New York, N.Y. 10028  
Tel: (202) 517-4900

**Date Contacted:** February 17, 1993

**Type of PVO:** Non-profit, in the process of A.I.D.-registration

**Funding:** Private including foundations and individual

**Summary/History:** To work with others to overcome through partnership approaches that bring rich and poor together to address the causes and conditions of poverty.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** NGO institutional strengthening; facilitating South-Norther NGO partnerships; and setting up endowments.

**Geographical Scope:** Worldwide including Africa: Ghana, Mozambique, Zimbabwe and Kenya.

**AID Experience:** Participated in A.I.D.-sponsored Endowments workshop in December 1992.

**NGO Experience:** Mandate is to facilitate partnerships between Southern NGOs and Northern NGOs in collaborative development efforts.

**III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Would like to be kept informed of outcome of this assignment and to participate if appropriate.

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Technoserve

**Contact Person/Title:** Ronald Gilesppie, Director, Africa Region

**Address:** 49 Day Street                      **Tel:** (203) 852-0377  
Norwalk, CT 06854                      **Fax:** (203) 838-6167

**Date Contacted:** February 17, 1993

**Type of PVO:** 501(c)3 Non-profit PVO, A.I.D.-registered

**Funding:** Primarily private funding (60%) including individual, corporate and foundations and remaining Donor, primarily A.I.D. (40%).

**Summary/History:**

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Business and Enterprise Development; Business Advisory and Technical Advisory Services (BAS/TAS).

**Geographical Scope:** Africa and Latin America. In East and Southern Africa: Tanzania, Uganda, Uganda, Rwanda.

**AID Experience:** Extensive working under both Cooperative Agreement and grant mechanisms.

**NGO Experience:** Works with both NGOs and enterprises either directly or through NGO support organizations including cooperatives and credit unions.

**III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** Lost bitter contract for CNRMP project to ARD.

**Potential Interest:** Very interested in working with Range Management Associations and or in agri-business.

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**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** New Transcentury Foundation

**Contact Person/Title:** Faye Cowan, President

**Address:** 1901 N. Fort Meyer Drive Suite 1017  
Arlington, Virginia 22209  
Tel: (703) 351-5500 Fax: (703) 351-5510

**Date Contacted:** March 9, 1993

**Type of PVO:** Non-profit Organization

**Funding:** All donor funded, 99% being A.I.D. contracts or Cooperative Agreements

**Summary/History:** Twenty years old with focus on manpower development, microenterprise credit, PVO/NGO strengthening. Also have done some work in infrastructure/public works.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Manpower development/training, small credit for microenterprise and agriculture and public works.

**Geographical Scope:** Over last five years focus has been Africa. The Transcentury Corp. has worked in Lesotho, but not NTF.

**AID Experience:** Senegal PVO/NGO Support & the CED Projects in Senegal, Swaziland Manpower Development (see below), etc

**NGO Experience:** Work primarily in association with NGOs to help strengthen them, etc. In Senegal, NTF is working with approximately 60-100 NGOs, for example.

**III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** From 1979 to about 1989, with A.I.D. funding, TransCentury Corporation did a regional manpower development project -- regional:

Botswana, Lesotho, Swaziland -- which involved training for local government employees and the provision of interim staff during the training periods. Areas of training included: education, water engineering, health, etc.

**Potential Interest:** Management of PVO/NGO umbrella project similar to Senegal, under Cooperative Agreement with A.I.D.

**U.S. PVO QUESTIONNAIRE**  
**LESOTHO PVO/NGO ASSESSMENT**

**I. GENERAL PROFILE**

**Name of PVO:** Volunteers in Technical Assistance (VITA)

**Contact Person/Title:** Richard Slocam, Africa Program Director

**Address:** 1600 Wilson Blvd, Suite 500  
Arlington, Virginia 22209-8438  
Tel: (703) 276-1800 Fax: (703) 243-1865

**Date Contacted:** February 18, 1993

**Type of PVO:** Non-profit, A.I.D.-registered PVO

**Funding:** Primarily A.I.D. and other multi-laterals including world bank and UNDP; and with private sources as well.

**Summary/History:** Started in 1960 to promote enterprise development and specifically, support of the small business sector.

**II. DEVELOPMENT BACKGROUND**

**Sectoral Expertise:** Enterprise development including financial services (credit, loan policies and procedures); non-financial services (training, technical assistance and information; and institutional development.

**Geographical Scope:** Worldwide with extensive African experience (Chad, Liberia and Kenya) and Southern Africa (Zambia, Zimbabwe and South Africa).

**AID Experience:** Extensive A.I.D. experience through the full range of contracting mechanisms and project types.

**NGO Experience:** Primarily with enterprises but also with support to NGO institutions that provide business or financial services

**III. LESOTHO EXPERIENCE**

**Current Experience:** None

**Previous Experience:** None

**Potential Interest:** Would be interested in expanding into the region either a short or long-term basis with adequate funding.

**LIST OF OTHER ORGANIZATIONS**  
**(INCLUDING PERSONS INTERVIEWED)**

**LESOTHO PVO/NGO ASSESSEMENT:**  
**THE POTENTIAL FOR AN INCREASED PVO/NGO ROLE**  
**IN USAID/LESOTHO'S TRANSITION STRATEGY**

**USAID/Lesotho**

Gary F. Towery, Mission Director  
Laura Slobey, S/GDO  
Gregg Wiitala, PDO  
Jean Durette, PRM  
Gary Lewis, Population/Family Planning Consultant  
Heidi St. Clair, Population/Family Planning Consultant

**Ministry of Foreign Affairs**

Mr. Pitso Makosholo, Acting Director, Tel: 311150

**Ministry of Interior - Department of Rural Development**

Mrs Victoria M. Mokhatla, Chief Rural Development Officer Tel: 325331

**Ministry of Planning**

Mr. P.N. Fanana, Acting Director, Department of Sectoral Planning, Tel: 311100  
Mrs. M. Mei, Chief Planning Officer, Tel: 311100

**Department of Sales Tax**

Mr. M. Mapetla, Deputy Commissioner, Tel: 325285

**Customs**

Mr. A. L. Nena, Chief Customs Officer, Tel:323796  
Mr. L. T. Sebeta, Principal Customs Officer  
Mr. P.M. Masehlela, Senior Customs Officer

**Mofolo & Company, Attorneys**

Ms. Moreosi Tau, Partner (Also Chairperson of FIDA), Tel: 322332

**Lesotho Non-governmental Organizations**

Basotho Mineworkers Labour Cooperatives Society (BMLC), Mr. Puseletso Limpho Salae,  
Coordinator, P.O. Box 0417, Maseru 100, Tel: 324004

Christian Council of Lesotho (CCL), Seeisa Mokitimi, Development Secretary, P.O. Box 547,  
Maseru 100, Tel: 313639

Development for Peace Education (DPE), Sister Veronica Phafoli, Coordinator (also Palesa  
Senkhane), P.O. Box 4149, Maseru 104, Tel: 317558

Federation of Women Lawyers (FIDA), Mrs. Tau-Thabane, Acting President, P.O. Box 0534, Maseru 105, Tel: 323088

Lesotho Catholic Bishops' Conference (LCBC), Father George Moekebi, General Secretary, Sister Lucia Moekebi, Project Office, P.O. Box 200, Maseru 100, Tel: 323092

Lesotho Catholic Bishop's Conference - Caritas & Development Lesotho, Sister Marie Philippi, Coordinator, P.O. Box 200, Maseru 100, Tel: 312525

Lesotho Chamber of Commerce and Industry (LCCI), Mr. Kaneleo Tlebere, Project Coordinator, P.O. Box 79, Maseru 100, Tel: 312383/323482

Lesotho Council of NGOs (LCN), Mr. Caleb N. Sello, Executive Director, Ms. Mateboho Green, Information Officer, Ms. Palesa J. Tsoene, Programme Officer, Tel: 317205, Fax: 310412

Lesotho Manufacturers' Association (LMA), Mr. Karabo Leboella, President, Tel: 317106

Lesotho Mine Labour Workers, Jacob Kena, General Secretary, P.O. Box 441, Maseru 100, Tel: 315713

Lesotho National Council of Women (LNCW), Mathabiso Mosala, President, P.O. Box 1340, Maseru 100, Tel: 325482/322511

Lesotho Planned Parenthood Federation (LPPA), Mrs. Maasoofe, Executive Director, Tel: 316 278

Lesotho Red Cross Society (LRC), R.C. Mokoma, Chief Programme Coordinator, Tel: 313911

Lesotho Save the Children (LSC), Elizabeth A. T. Everett, Chairperson, P.O. Box 151, Maseru 100, Tel: 322543

Lesotho Teachers Trade Union (LTTU), Joakim Metimebe Motopela, Secretary General, Tel: 313722

Mennonite Central Committee (MCC), Arli Klassen, Country Representative, Tel: 312227

Private Health Association of Lesotho (PHAL), Thabo Makara, Executive Secretary, Tel: 312500

Transformation Resource Center (TRC), Keith Regehr, Coordinator, Tel: 314463

Unitarian Services Committee of Canada, Marasoeu Moholi, Programme Officer, P/Bag A139, Maseru 100, Tel: 315202

Women in Business (WIB), Pinkie Lesole, Office Administrator, P/Bag A197, Maseru 100, Tel: 24397

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Lesotho Workcamps Association (LWA), Mr. Buti Nkhabutle, P.O. Box 6, Maseru 100, Tel: 314862

### **Lesotho-based Private Voluntary Organizations**

Adventist's Development and Relief Agency (ADRA), Mr. Sobhuza Sopeng, Director, P.O. Box 714, Maseru 100, Tel: 312644

African Development Foundation, Mr. Sid Mokatse, Country Liaison Officer, P.O. Box 973, Maseru 100, Tel: 322640

CARE International, Peter McCallister, Chief Programme Officer, P.O. Box 682, Maseru 100, Tel: 314398

Lesotho Opportunities Industrialisation Centre (LOIC), Mr. E.T. Ramalefane, Executive Director, P.O. Box 2542, Maseru 100, Tel: 323119

Near East Foundation (NEF), Richard C. Robarts, President, (Lyle Jaffe, Country Representative), 342 Madison Avenue, New York, New York 10173, Tel: (212) 867 - 0064

Save the Children, U.K. (SCF), Mr. Bant Bryer, Country Director, P.O. Box 4065, Maseru 104, Tel: 312279

World Vision International (WVI), Mrs. Nthunsi T. Borotho, Area Manager (Country Director), Private Bag A256, Maseru 100, Tel: 317371

### **U.S. PVOS NOT BASED IN LESOTHO**

Africare, Kevin Lowther, Regional Director for Southern Africa, Tel: (202) 462-3614, Fax: (202) 387-1034

Agricultural Cooperative Development International (ACDI), Joshua Walton, Vice President, Africa Region, Tel: (202) 638-4661 Fax: (202) 626-8726

American ORT Federation - Technical Cooperation, Celeste Angus-Schieb, Director

Catholic Relief Services (CRS), Paul Miller, Desk Officer, East and Southern Africa

Center for Educational Development and Population Activities (CEDPA), Khadijat Mojedi, Deputy Director, Programs, Family Planning Services Division, Tel: (202) 667-1142

Family Health International (FHI), Lynda Cole, Director of Operations, Tel: (919) 544-7040 Fax: (919) 544-7261

Heifer Project International, Daniel Gudahl, Program Director, Africa and Near East, Tel: (501) 376-6836 Fax: (501) 376-8906

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InterAction, Barbara Oganga, Africa Regional Director, Tel: (202) 667-8227

International Executive Service Corps (IESC), Peter Cross, Tel: (203) 967-6000

Planning Assistance, Robert Learmonth, Executive Director, Tel: (202) 466-3290 Fax: (202) 466-3293

National Cooperative Business Association (NCBA), Jim Cawley, Senior Program Associate, Jim Alrutz, Regional Representative Africa, Tel: (202) 638-6222, Ouagadougou, Burkina Faso Tel: (226) 33-32-19

New Transcendy Foundation, Faye Cowan, President, Tel: (703) 351-5500 Fax: (703) 351-5510

Plan International, J. Andy Ruby, Executive Director (acting), Richard Thwaites, Regional Director, East Africa, Nairobi, Kenya (Regional Headquarters) Tel: (254) 2-562 899 Fax: (254) 2-565 913

Private Agencies Collaborating Together (PACT), David Williams, Director for Africa, Tel: (202) 466-5666 Fax: (202) 466-5669

Project Hope, Jeff Waller, Regional Director for the Americas (previously Africa), Tel: (703) 837-2100

Save the Children Federation, U.S.A., Mark Schomer, Director African Programs (Westport), John Salamack, Regional Manager (Zimbabwe), Tel: (203) 221-4168 Fax: (203) 222-9176 Harare, Zimbabwe Tel: (263) 4-726220

South North Development Initiative, Lisa Cannon, Manager of Foundation Support Programs, Tel: (212) 472-6500 Fax: (212) 472-3581

Synergos Institute, John Tomlinson, Associate, Tel: (202) 517-4900

Technoserve, Ronald Gilesppie, Director, Africa Region

Volunteers in Technical Assistance (VITA), Richard Slocam, Africa Program Director, Tel: (703) 276-1800 Fax: (703) 243-1865

Winrock International, Will Getz, Vice President for Africa, David Mattocks, Program Officer, Tel: (501) 727-5435 Fax: (501) 727-5360/5417

World Education, Jill Garb, Senior Program Officer/Southern Africa, Tel: (617) 482-9485 Fax: (617) 482-0617

World Learning (formerly Experiment in International Living (EIL), Bonnie Ricci, Director, Development Management, Fax: (202) 408-5397



World Resources Institute and the Center for International Development and Environment, Peter G. Veit, Manager from the Ground Up Program (CIDE), Tel: (202) 662-2586 Fax: (202) 638-0036

World Wildlife Fund (WWF) U.S., Dr. Cynthia Jensen, Program Director, East and Southern Africa, Tel: (202) 293-4800



**LIST OF DOCUMENTS REVIEWED**

**LESOTHO PVO/NGO ASSESSEMENT:**  
**THE POTENTIAL FOR AN INCREASED PVO/NGO ROLE**  
**IN USAID/LESOTHO'S TRANSITION STRATEGY**

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## **LIST OF DOCUMENTS REVIEWED AND ON FILE IN THE USAID/LESOTHO LIBRARY**

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ADF, **ADF-Funded Projects: 1991**, African Development Foundation, Washington, D.C., Dec. 15, 1991, 62pp.

Adventist Development and Relief Agency, **Trimesterly Report on Thuathe Matching Grant III USAID for the period July 1 - October 31, 1992**, submitted November 1992, 18pp.

Business Advisory and Promotion Service (BAPS), **An Initiative of the Government of Lesotho and the World Bank to Foster the Growth of Indigenous Business in Lesotho** (brochure), 5pp.

CARE International in Lesotho, **AIDS Project Proposal, DRAFT**, June 26, 1992, 9pp. (minus 4 Appendices)

CARE International in Lesotho, **A Discussion Paper for a Small Scale Credit Scheme for Women in Lesotho**, a proposal prepared January 1993, 9pp.

CARE International in Lesotho, **Integrated Community Forestry and Agricultural Resources Management Project, PIR Narrative Attachment to AIP 1.2, Second Quarter 1990**, prepared by Ramoea, Joseph and Chris Ntho, 7pp. and 1 Appendix.

CARE International in Lesotho, **The Rural Enterprise Promotion Project (REP), DRAFT**, A small enterprise activity development (SEAD) proposal, targeted at individuals and groups in rural Lesotho, January 1993, 28pp. and 3 Appendices.

CARE International in Lesotho, **Village Water Supply 2. Project Report, CARE and CPAR/CARE Funded Projects, Reporting Period: July 1 - September 30, 1990**, prepared by Burkler, W., Regional Engineer Center, Village Water Supply Section, Khubetsoana, 14pp.

Christian Council of Lesotho, **Likereke Ntlafatsong**, (Newsletter), Vol. 5, No. 1, 1993, 8pp.

Christian Council of Lesotho, **Likereke Ntlafatsong**, (Newsletter), Vol. 4, No. 5, 1992, 8pp.

Christian Council of Lesotho, **Likereke Ntlafatsong**, (Newsletter), Vol. 3, No. 6, 1991, 8pp.

Christian Council of Lesotho, **Twenty-fourth Annual General Meeting, Thaba-Khupa Ecumenical Centre, Departmental Reports**, compiled by Mrs. C. M. Ramokhele, 1992, 7pp.

Federation of Women Lawyers, **Women and the Law in Lesotho**, Maseru, Lesotho, 1991, 38pp.

Institute of Extra-Mural Studies, **Improving Public Relations - A Handbook for Government and Non-Profit Organizations**, Institute of Extra-Mural Studies, National University of Lesotho, Roma, Lesotho, 14pp.

**Lesotho, A Review of Commerce, Industry and Tourism**, 1993, AC Braby (Lesotho)(Pty) Ltd., Maseru, Lesotho, 72pp.

Lesotho Catholic Bishops Conference, **Projects Office Summary Report and Action Plan -1993**, 6pp.

Lesotho Council of Non-governmental Organizations, **AIDS Survey Summary and Responses**, February 12, 1993, 6pp. with 16 completed survey forms.

Lesotho Council of Non-governmental Organizations, **Management and Technical Needs Assessment Study of Lesotho Non-Governmental Organizations**, Prepared by Management Consulting Associates, Maseru, Lesotho, 1992, 43pp and 9 Annexes.

Lesotho Council of Non-governmental Organizations, **NGOs Directory** (In progress), 26pp.

Lesotho National Council of Women, **Proposal for Assistance - Vocational Training for Girls and Women**, March 1993, 10pp.

Lesotho Opportunities Industrialization Centre (LOIC), **Project Proposal for Funding, Production of Poultry Utilities for Low-income Farmers**, Maseru, Lesotho, March 3, 1989, 16pp.

Lesotho Opportunities Industrialization Centre (LOIC), **Summary Feasibility Study Findings on the Expansion of LOIC into Southern Lesotho**, Maseru, Lesotho, December 16, 1987, 14pp.

Lesotho O.I.C. (Lesotho Opportunities Industrialization Center), **We Help Ourselves**, (A descriptive brochure), 1992, 5pp.

Lesotho Save the Children, **Annual Report 1990-1991**, prepared by Everett, Elizabeth A.T., Chairperson, 11pp.

Lesotho Save the Children, **Community Care Project**, (A proposal), August 1992, 4pp.

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Lesotho Save the Children, **Maseru Children's Village "Motse oa Lerato" (Village of Love)**, Project Proposal, November 1992, 14pp. and 1 Appendix.

Lesotho Save the Children, Newsletter prepared by Everett, Elizabeth A.T., Chairperson, August 1992, 4pp.

Lesotho Save the Children, **Tholoana Lerato Training Centre, Masite 1992**, (A proposal), 19pp.

Montsi and Associates, **The Review of the Lesotho Chamber of Commerce and Industry Capacity to Meet Its Mandate and Expectations**, Constantia, Cape of Good Hope, October 20, 1992, 38pp. with 6 Annexes.

Private Health Association of Lesotho (PHAL), **Primary Health Care Programme in the Private Health Association of Lesotho, A Three-Year Project Plan, 1992-1994**, PHAL Executive Office, Maseru, Lesotho, 14pp.

Sechaba Consultants, **Drought Relief and Local Organisations**, prepared by Adams, Michael with Debby Gill and David Hall, Maseru, Lesotho, 1992, 57pp. and 1 Appendix.

USAID/Lesotho, **Assessment Report on Long-term Support for Population Activities in the Kingdom of Lesotho (DRAFT)**, prepared by Lewis, Gary L. and Heidi St. Clair, March 1993, 72pp.

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USAID/Lesotho, **HIV/AIDS Prevention and Control Activities in Lesotho, Recommendations to USAID/Maseru for Mission Transition Strategy**, D. Wilson (University of Zimbabwe) M.L. Field (FHI/AIDSCAP), February 12, 1993, 60pp.

USAID/Lesotho, PIO/T 632-0510-3-20008, for a PVO/NGO assessment to be performed by the Lesotho Council of NGOs, February 12, 1993, 5pp.

USCC Lesotho, **Report on Official Launching of the Lesotho Council of NGOs**, August 21, 1990, 12pp.

Women in Business, **Basotho Business Women Participating in Decision-Making**, Project Proposal, (No date), 8pp.

Women in Business - Lesotho, (A description), 4pp.

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Information on PVOs Not Currently Operating in Lesotho

Africare, (Brochure), Washington, D.C., 2pp.

Africare, **1990 Annual Report**, Washington, D.C., 25pp.

Africare, **CDI News**, Volume 2, No. 1, Spring 1992, Washington, D.C., 12pp.

Africare, **Memorandum of Understanding between the Government of the Kingdom of Lesotho and Africare**, October 31, 1989, 6pp.

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AT International, **A Window on ATI**, Washington, D.C., 16pp.

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AT International, **Catalyst**, ATI Bulletin #24, August 1992, Washington, D.C., 4pp.

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Experiment in International Living, **Projects in International Development and Training**, Brattleboro, Vermont, 1991, 12pp.

Experiment in International Living, **School for International Training**, Brattleboro, Vermont, 1992-1993, 60pp.

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Family Health International, **AIDSCAP**, (Brochure), Research Triangle Park, N.C., 8pp.

Family Health International, **AIDSTECH Final Report, 16 September 1987 - 15 September 1992, Volume 1**, Research Triangle Park, N.C., 236pp.

Family Health International, **Contraceptive Technology Updates**, (Brochure), Research Triangle Park, N.C., 6pp.

Family Health International, **Improving Family Planning, A Decade of FHI's Programmatic Research**, prepared by Hardee-Cleaveland, Karen and Barbara Janowitz, 1990, Research Triangle Park, N.C., 46pp.

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