

ADVISORY COMMITTEE ON VOLUNTARY FOREIGN AID  
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PANEL DISCUSSION ON THE NEW PARTNERSHIPS INITIATIVE

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I'D LIKE TO SHARE WITH YOU WHAT THE MISSION IN GUINEA HAS BEEN DOING AS AN NPI LEADING EDGE MISSION AND SOME OF THE RESULTS THAT HAVE BEEN ACHIEVED AND THAT HOLD PROMISE FOR THE FUTURE.

I WAS ABLE TO SPEND SOME TIME IN GUINEA IN OCTOBER 1996 TO RESPOND TO THE MISSION'S REQUEST FOR ASSISTANCE FROM THE NPI WORKING GROUP I CHAIR ON PERFORMANCE MEASUREMENT. WE MODIFIED INDICATORS IN THE MISSION'S RESULTS FRAMEWORK TO REFLECT NPI STRATEGIES. THE FOCUS WAS ON HOW TO CAPTURE NPI LESSONS IN MUCH OF WHAT THE MISSION HAS ALREADY BEEN DOING THAT IS CONSISTENT WITH NPI AND TO MEASURE WHAT NPI BRINGS TO ACHIEVING THEIR MISSION STRATEGY.

AT THE SAME TIME, I HAD AN OPPORTUNITY TO FIELD TEST THE NPI STRATEGIC FRAMEWORK THAT THE PERFORMANCE MEASUREMENT GROUP HERE IN WASHINGTON HAD DEVELOPED.

A FEW WORDS ABOUT HOW THE MISSION ORGANIZED ITSELF TO CARRY OUT NPI: NPI DOVETAILED NICELY WITH REENGINEERING IN THAT THE MISSION HAD CHANGED ITS PROGRAM STRUCTURE TO CONFORM WITH STRATEGIC OBJECTIVE (SO) TEAMS CUTTING ACROSS ALL ITS PROGRAMS. THIS WAS REFINED FURTHER BY THE CREATION OF ANOTHER CROSS-CUTTING TEAM CALLED THE NPI TEAM COMPRISED OF MEMBERS FROM EACH STRATEGIC OBJECTIVE TEAM RESPONSIBLE FOR NPI STRATEGIES IN EACH OF THE THREE STRATEGIC OBJECTIVES, WHICH ARE GROWTH IN AGRICULTURAL MARKETS, HEALTH, PRIMARY EDUCATION AND RURAL FEMALE EDUCATION, AND TWO SPECIAL OBJECTIVES-- CIVIL SOCIETY AND GOOD GOVERNANCE, AND MANAGING NATURAL RESOURCES.

THE MISSION NPI TEAM THEN SUPPLEMENTED THIS WITH AN EXTENDED NPI TEAM TO INVOLVE ITS NGO AND OTHER CIVIL SOCIETY, GOVERNMENT AND PRIVATE SECTOR

STRATEGICALLY MOBILIZED AND THAT REINFORCE THE OTHER TWO.

THE GUINEA MISSION IS TRYING TO MULTIPLY ITS RESOURCE BASE, AND BY KEEPING ITS FOCUS ON THESE THREE AREAS, THE FRAMEWORK HELPED THEM MOVE MORE STRATEGICALLY TOWARD PROBLEM SOLVING.

OUR ANALYSIS OF INDICATORS CURRENTLY IN USE FROM THE EIGHT LEADING EDGE MISSIONS HAS REVEALED THAT EVEN WHEN PARTNERSHIPS HAVE DEVELOPED TO ADDRESS CAPACITY, OR CONSTRAINTS IN THE ENABLING ENVIRONMENT, THERE ARE NO INDICATORS THAT HAVE BEEN DEVELOPED TO CAPTURE THE IMPACT OF THE PARTNERSHIPS THEMSELVES--TRACKING, FOR EXAMPLE, HOW PARTNERSHIPS CAN PROMOTE SUSTAINABILITY OR LEVERAGE RESOURCES THAT WOULD NOT BE ACHIEVED OTHERWISE. THAT IS AN AREA WHERE THE MISSION HAS MADE SOME CHANGES AND WHERE WE WERE ABLE TO SUCCEED IN APPLYING THE NPI FRAMEWORK IN THE FIELD.

#### MODELS FOR THE STRATEGIC USE OF PARTNERSHIPS

I WOULD NOW LIKE TO TURN TO FIVE MODELS FOR THE STRATEGIC USE OF PARTNERSHIPS THAT ARE BEING APPLIED BY THE GUINEA MISSION.

A VALUE ADDED OF THE NPI APPROACH HAS BEEN TO SHARPEN THE MISSION'S USE OF PARTNERSHIP IN MORE STRATEGIC WAYS. THE GUINEA CASE STUDY THAT RESULTED FROM MY WORK THERE HIGHLIGHTS FIVE MODELS FOR THE STRATEGIC USE OF PARTNERSHIPS.

##### I. THE FIRST IS THE USE OF PARTNERSHIPS FOR SUSTAINABLE IMPACT.

THIS APPROACH BROKERS THE NECESSARY LOCAL OR OUTSIDE RESOURCES TO LOCAL DECISION MAKERS SO THAT THE IMPLEMENTATION DECISIONS AND RESOURCE COMMITMENTS ARE MADE AT THE LOCAL LEVEL.

THE FIRST EXAMPLE OF THIS MODEL COMES FROM THE MISSIONS' SPECIAL OBJECTIVE--FOSTERING CIVIL SOCIETY AND GOOD GOVERNANCE. IT REQUIRES ATTENTION TO SUSTAINABILITY FROM THE VERY ONSET OF ANY PARTNERSHIP. THE COOPERATIVE LEAGUE OF THE U.S., CLUSA, HAS FORMED A LOCAL NGO DEDICATED TO STRENGTHEN GUINEAN COOPERATIVES. NOTHING IS SUBSIDIZED EXCEPT TECHNICAL ADVICE. THE STRATEGY BUILDS TOWARD LEAVING TECHNICAL SKILLS BEHIND IN A BUSINESS ORIENTED

RELATIONSHIPS AMONG KEY PARTNERS NECESSARY TO ACHIEVE THE STRATEGIC OR SPECIAL OBJECTIVES. THE NEXT TWO TRANSPARENCIES SHOW PARTNERSHIP WEBS THAT REPRESENT A WIDE SET OF PARTNERSHIPS AND FUNDING SOURCES WHERE COMMON OBJECTIVES ARE SHARED AND JOINT ACTION TAKES PLACE. AS PROJECTS MATURE, THE RELATIONSHIPS DEPICTED CAN CHANGE TO ILLUSTRATE WHAT A SUSTAINABLE WEB WOULD LIKE. A LATER MAP WITHOUT DONOR PRESENCE COULD DEFINE THE WEB OF PARTNERSHIPS NECESSARY TO SUSTAIN IMPACT POST DONOR INVOLVEMENT, AND SERVE TO GUIDE A PROGRAM'S EVOLUTION TOWARD DONOR EXIT FROM THAT PARTICULAR ACTIVITY.

## II. DONOR PARTNERSHIPS FOR LEVERAGING RESOURCES

I WILL SUMMARIZE FIVE EXAMPLES OF DONOR PARTNERSHIPS THAT ARE LEVERAGING RESOURCES IN GUINEA.

1) THE HEALTH SO TEAM ORGANIZED A PARTNERS MEETING IN APRIL 1996 AMONG DONORS, THE MINISTRY OF HEALTH AND THE MISSION'S MAJOR HEALTH PROJECT IMPLEMENTING PARTNERS. THE MISSION PRESENTED THE BASIC TENANTS OF USAID'S HEALTH STRATEGY AND SUPPORT. USAID/GUINEA PRESENTED THIS IN THE CONTEXT OF NPI AND THE CORE VALUES OF REENGINEERING. TOGETHER THEY BEGAN A PROCESS TO EXPLORE ALTERNATIVE MECHANISMS TO OVERCOME CRITICAL CONSTRAINTS IN MEETING THEIR COMMON OBJECTIVES. CONSTRAINTS SUCH AS STOCK-OUTS FOR MEDICINE AT LOCAL CLINICS, SUBSTANDARD FACILITIES AND EQUIPMENT, AND LIMITED SKILL LEVEL OF PERSONNEL STAFFING THE CLINICS CONCERN THE CONSUMER, DONORS, GOG AND MEDICAL PROFESSIONALS ALIKE. THIS NPI APPROACH HAS LED TO INCREASED PARTNERING AND COFINANCING TO REDUCE THESE CONSTRAINTS.

2) PRIDE IS AN INDEPENDENT NGO REGISTERED DURING THE NPI LEARNING PHASE. CREATED BY VOLUNTEERS IN TECHNICAL ASSISTANCE, VITA, WITH MISSION SUPPORT, PRIDE SPECIALIZES IN CREDIT LENDING TO WOMEN. IN PARTNERSHIP WITH USAID/GUINEA, THEY ARE WORKING TO IMPROVE THE ENABLING ENVIRONMENT SO THAT PRIDE'S SUCCESSOR ORGANIZATION COULD BE LEGALLY RECOGNIZED AS A SELF-SUSTAINING FINANCIAL INSTITUTION. THE SUCCESS OF THIS PROJECT ATTRACTED

#### IV. PARTNERSHIP LINKAGES FOR REMOVING CONSTRAINTS

USAID GUINEA USED AN NPI APPROACH TO CREATE A DYNAMIC PARTNERSHIP BETWEEN THE GOVERNMENT, LOCAL AUTHORITIES, A NATIONAL NGO, AND REPRESENTATIVES FROM 15 VILLAGES TO DEVELOP A COMANAGEMENT PLAN TO STEM ENVIRONMENTAL DEGRADATION OF WATERSHED AREAS IN THE NIALAMA FOREST. THROUGH THE EDUCATION SO, ENVIRONMENTAL EDUCATION CONTRIBUTES TO ENABLING CONDITIONS FOR THE SUSTAINABLE MANAGEMENT OF THE NATURAL RESOURCE BASE WITH AN INTERSECTORAL PARTNERSHIP AMONG NGO, LOCAL TEACHERS, AND THE PEACE CORPS.

A MAJOR PART OF THE HEALTH STRATEGY IS TO BROKER PARTNERSHIPS AND LINKAGES TO FOCUS ON ALLEVIATING CRITICAL HEALTH SYSTEM CONSTRAINTS. PART OF THE TEAM STRATEGY IS CAPACITY BUILDING FOR LOCAL NGOS SO THEY CAN DO THE BROKERING WITH OTHER LOCAL GROUPS IN PLACE OF AN INTERNATIONAL PVO. THIS IS DESIGNED TO EXPAND THE LOCAL PARTNERSHIP WEB WITH A SPECIAL FOCUS ON REDUCING HEALTH CONSTRAINTS.

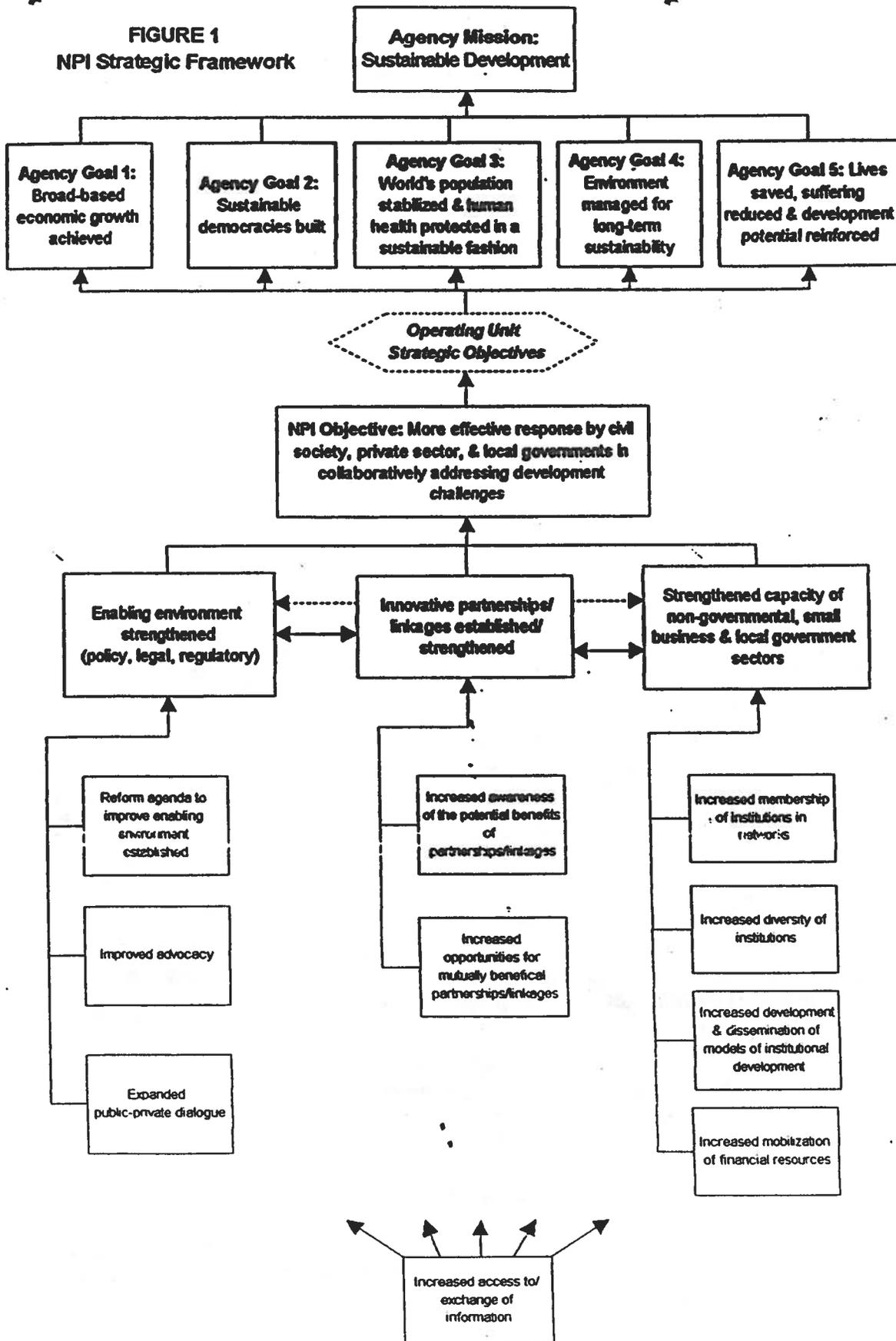
AND FINALLY, USAID SUPPORTED THE CREATION OF A LOCAL HEALTH RESEARCH AND STATISTICAL COMPANY, STATVIEW, THAT HAS BECOME A STRONG, PRIVATE AND SELF-SUSTAINING RESOURCE FOR DEVELOPMENT IN GUINEA, HAVING INCREASED ITS CAPACITY AND CUSTOMER FOCUS WORKING FOR USAID. USAID IS NOW A CUSTOMER.

#### V. PARTNERSHIPS FOR DECENTRALIZATION

THE FINAL MODEL IS THAT OF PARTNERSHIPS FOR DECENTRALIZATION. SOME OF THE EARLIER EXAMPLES SERVE THE DECENTRALIZATION OF GOVERNMENT STRATEGY. THE NATIONAL DIRECTORATE OF RURAL ENGINEERING ROAD MAINTENANCE PROGRAM WITH COMMUNITIES, THE MARKET TOWN PROJECT WITH LOCAL GOVERNMENT, THE NATIONAL DIRECTORATE OF FORESTS AND WILDLIFE'S NATURAL RESOURCES MANAGEMENT PROJECT WITH FARMERS, THE PRIVATE TRASH COLLECTION SERVICE--ALL INVOLVE PARTNERSHIPS THAT LEGITIMIZE LOCAL ASSUMPTION OF RESPONSIBILITY. THESE PARTNERSHIPS FOSTERED BY NPI HOLD GREAT PROMISE FOR SUSTAINED IMPACT.

AMONG LESSONS LEARNED IS THAT DESPITE THE INCREASED TIME AND

**FIGURE 1**  
NPI Strategic Framework



# PARTNERSHIP WEB MAP

SO 3: Increased Enrollment in Primary Schools with Emphasis on Rural/Female Participation

