

Introduction to Working with USAID on Government to Government Agreements

Government to Government Webinar Series #1
March 18, 2021



PEPFAR

U.S. President's Emergency Plan for AIDS Relief



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Presentation Outline

- I. Welcome
- II. Background
- III. Process: Overview of How Partner Governments and USAID work together on G2G
 - A. Eligibility
 - B. Planning: Consultations
 - C. Design and Co-Creation
 - D. Risk and Capacity Assessment and Mitigation
 - E. Negotiation and Signing
 - F. Implementation and M&E
- IV. Questions and Discussion

WEBINAR PROCEDURES

1. The recording and presentation for today's webinar will be emailed to attendees and also saved on ASAP's website <https://www.intrahealth.org/asap-resources>
1. Please raise your hand if you would like to speak and you will be unmuted. The raise hand icon is on the bottom of your screen.
1. Please use the Q&A for any questions. We will answer most of them live and all of them written out.
1. Please complete the poll during the last 15 minutes of the webinar to inform our future sessions.

WELCOME

***Clint Cavanaugh, Director of the Office of HIV/AIDS,
USAID/Washington***

A background image showing several large baobab trees silhouetted against a sunset sky. The sun is low on the horizon, creating a bright lens flare. The foreground is a flat, open landscape.

I. BACKGROUND:

DEFINITION OF GOVERNMENT TO GOVERNMENT (G2G)

Government-to-Government (G2G) assistance refers to when USAID disburses funds directly to a partner government entity. The money goes through the partner government's own financial management, procurement or other systems.

USAID DIRECT INVESTMENT WITH PARTNER GOVERNMENTS (October 1, 2019- December 31, 2020)

Countries with USAID G2G Obligations

Afghanistan

Armenia

Bangladesh

Benin

Bosnia-Herzegovina

Egypt

Ghana

Honduras

Jamaica

Jordan

Liberia

Malawi

Mozambique

Nepal

Pakistan

Peru

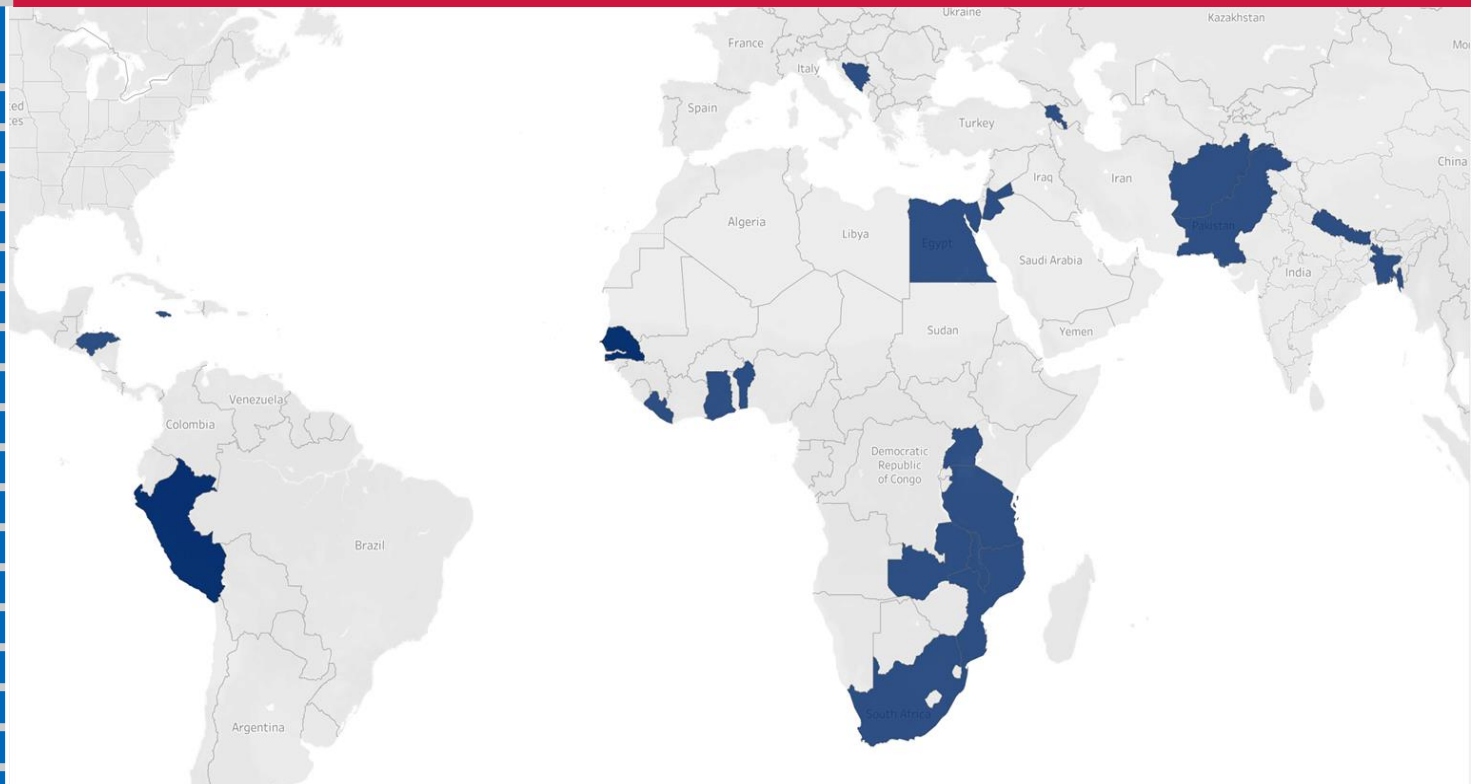
Senegal

South Africa

Tanzania

Uganda

Zambia



TOTAL USAID G2G FUNDING September 30, 2019- December 31, 2020: **\$2.7 billion**

*Data pulled from USAID Obligation System

WHY ESTABLISH DIRECT PARTNERSHIPS BETWEEN USAID AND PARTNER GOVERNMENTS?

Why USAID would want to use a G2G

- Strengthens relationships between our partner governments
- Supports achievement of programmatic results
- Strengthens national health and financial systems
- Long-term sustainability

Why Partner Governments would want to use a G2G

- Financial support for health services for country constituents
- On-budget and transparent funding
- More coordinated donor programs with national programs and priorities



WHY IS THIS IMPORTANT FOR PEPFAR? ACHIEVING SUSTAINED HIV EPIDEMIC CONTROL

“To achieve sustained control of the HIV/AIDS epidemic, it is essential that PEPFAR teams actively and routinely coordinate and communicate with stakeholders and partners ...**PEPFAR is committed to continually strengthening its partnership with host-country governments to ensure alignment between PEPFAR contributions and national priorities and investments.**”

- PEPFAR Country Operational Plan FY2021 Guidance

WHAT KINDS OF ACTIVITIES MIGHT BE IN YOUR HIV G2G AWARD?

G2G ACTIVITIES: At National and/or Sub-National Levels

Services



HIV SERVICES



OTHER HEALTH SERVICES
(TB, Maternal Child Health, Malaria, Infectious Disease, COVID)

Capacity Building



PUBLIC FINANCIAL SYSTEMS



DATA LOGISTIC MANAGEMENT



TECHNICAL CAPACITY SUPPORT



PROCUREMENT AND HUMAN RESOURCES SYSTEMS

PEPFAR USAID G2G COUNTRY TECHNICAL EXAMPLES



Prevention & Care and Treatment

(MoH, Provincial and District Health Authorities)



Zambia: Provincial Health Offices in Central, Copperbelt, Luapula, and Northern

Focus on capacity building, mentorships, trainings and shifting to service delivery in HIV, TB, Malaria, Maternal & Child Health, Nutrition, Family Planning



OVC/ Social Welfare/Protection

(Ministry of Social Welfare, Youth Ministry, Gender Ministry)



South Africa: Department of Social Development

Scale up and implement comprehensive social and behavioral change package for HIV services among 10-18 year old young people in Gauteng and KZN Provinces



Supply Chain

(MoH, Central Medical Stores)



Mozambique: Central Medical Stores

Strengthen the reliability and sustainability of the medical commodities supply chain through support for reforms in the Pharmaceutical Logistics Strategic Plan, and the procurement policies, processes and procedures

The background of the slide features a dark blue gradient with silhouettes of several baobab trees. A bright sun is visible behind one of the trees, creating a lens flare effect. The overall tone is professional and thematic.

II. PROCESS:

**Overview of How Partner Governments and
USAID work together on G2G**



ADS Chapter 220

Strengthening the Capacity of Partner
Governments through Government-to-
Government (G2G) Assistance

Full Revision Date: 01/13/2021
Responsible Office: M/CFO and PPL
File Name: 220_011321

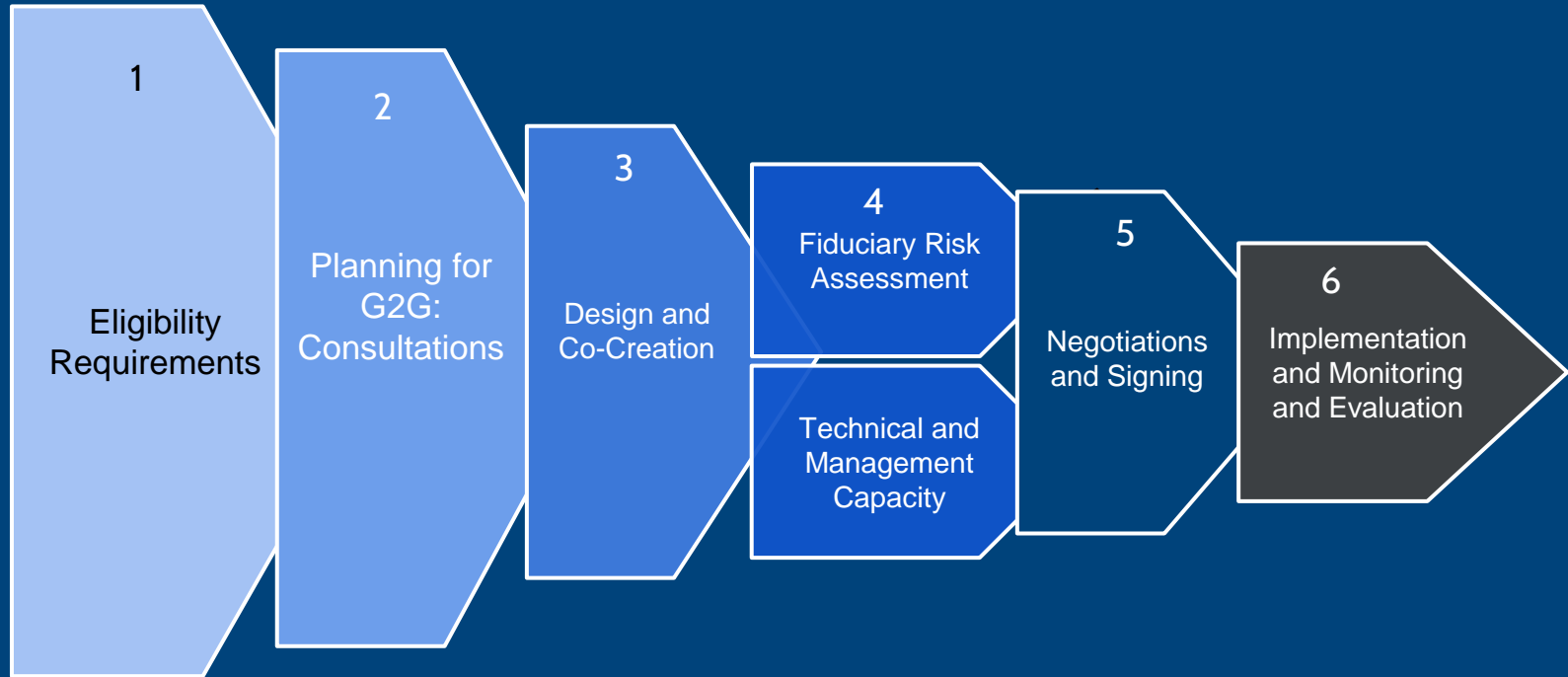
Automated Directives System (ADS) 220 :

USAID policy that governs G2G
awards

Publicly available at:

<https://www.usaid.gov/ads/policy/200/220>

THE PROCESS OF JOINTLY WORKING TOGETHER ON G2G:



Estimates of whole process can take between **2 months- 2 years** (but varies depending on availability of people and for meetings and co-creation activities)



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I. COUNTRY ELIGIBILITY FOR G2G WITH USAID

FY19 State Foreign Operations Appropriations Act (SFOAA)

SEC. 7031(a):

Criteria for USAID Direct G2G Assistance

Since 2019, USAID has been required by Congress to confirm that a recipient government meets certain criteria before providing direct G2G assistance:

- Staff who have the **necessary technical, financial, and management capabilities**;
- Competitive **public procurement policies and systems** (i.e., transparent and fair government contracting)
- Effective **internal oversight** (monitoring and evaluation systems; fraud prevention);
- **Transparent public financial management** (national budgets made publicly available);
- **No affiliation with a sanctioned individual or organization**;
- Protection of human rights (with specific reference to **civil and political rights**)

US GOVERNMENT G2G COUNTRY ELIGIBILITY LIST



Africa

Angola	Kenya	Namibia
Benin	Lesotho	Rwanda
Botswana	Liberia	Senegal
Burkina Faso	Madagascar	South Africa
Côte d'Ivoire	Malawi	Uganda
Ethiopia	Mozambique	Zambia
Ghana		

Europe and Eurasia

Armenia	Bosnia and Herzegovina	Georgia
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Latin America and Caribbean

Colombia	Dominican Republic	Jamaica
		Peru

Asia and OAPA

Afghanistan	Pakistan	Nepal
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Middle East

Jordan

Latest assessment finalized by State on May 1, 2020 for FY14-20 Funds ,
New countries can be added if the USAID Mission request a review each year

WHAT PARTNER GOVERNMENTS CAN DO IF THEY ARE **NOT** ON THE LIST OF ELIGIBLE COUNTRIES?

- **Talk** to the USAID Mission to express interest
- **Learn** why your country might not be listed and what a partner government can do to be considered for G2G support
- **Understand** how a partner government can address issues that have been identified by USAID for course correction to be eligible for direct assistance via G2G
- **Engage** with USAID Mission to see if USAID has other possibilities, including a possible waiver request



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2. PREPARING FOR G2G: CONSULTATIONS

CONSULTATIONS:

Is the Partner Government Interested in a G2G with USAID?

- Introduction of G2G process- often a presentation from USAID on G2G and anticipated expectations for the process
- Partner Government internal discussions before any finalized formal decision
- Identify partner government and USAID team to work on co-creation

TIP: Building relationships and trust between partner governments and USAID is key!



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MALAWI

February 19, 2021

Mr. Raphael Piringu
The District Commissioner



USAID | MALAWI



Government-to-Government (G2G)

Consultative Meeting with Mangochi District Council
February 26, 2021

D Staff on Proposed Government to Government Health and Health Systems Strengthening

United States President's Emergency Plan for AIDS Relief (PEPFAR) working with the Ministry of Health to strengthen the capacity of Human Resources for Health (HRH) targeting Malawi has provided this support since 2017 with the health care workers to health facilities prioritized as a high priority. These Health Workers were successfully transitioned to

Government of Malawi's (GOM's) efforts to reduce and mortality by strengthening the health system and family planning and reproductive health, malaria, nutrition, etc. These activities particularly focus on community and health services along the continuum of care. USAID also support to expand the reach of integrated family health services, renovation of health facilities, supportive supervision,

In November 2020, USAID/Malawi signed its first Government to Government agreements with sources and commitment and C using the

Time	Topic
13:00 – 13:10	Welcome and Opening Remarks
13:10 – 13:15	Introductions
13:15 – 13:20	Snapshot of Gauteng Portfolio
13:20 – 13:35	Overview of USAID Government to Government Relationship and Technical Concepts
13:35 – 14:00	Discussion and Way Forward

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3. DESIGN AND CO-CREATION:

Collaborating and Creating G2G Design Together

PARTNER GOVERNMENT - USAID DESIGN TEAM

*Design team may include other Partner Government & USAID members, including Ministry of Planning or USAID Office of Assistance and Acquisition

Partner Government G2G Team Members*

Ministry Leadership (Minister or Permanent Secretary) / Sub-National Health Office Director/ Ministry of Finance

Signs G2G award

Ministry of Health/ Education / etc Technical Teams / Sub-National Health Offices HIV/Other Health Areas (Clinicians) / Planning/ Strategic Information/

Technical Lead and Design Lead

Ministry of Finance / Health / Education/ etc at National / Sub-National Health Office / Facilities Budget, Procurement, Human Resources, and Accounting Specialists

Financial Risk Assessments and Mitigation Measures

Ministry of Justice

(in some countries may Review additional Legal considerations)

Ministry of Health Planning Unit / Legal Advisors

Reviews Legal considerations

USAID Partner Government Systems Team Members*

Mission Director

Signs G2G award

Health/HIV Office

Technical Lead and Design Lead

Controller/ Office of Financial Management (Regional or Bilateral)

Financial Risk Assessments and Mitigation Measures

Regional Legal Advisors (Regional or Bilateral)

Reviews Legal considerations

Democracy and Governance Office

Governance Reviews

Program Office

Internal policies

INITIATE THE DESIGN PROCESS TOGETHER

- Partner Government and USAID are approached as **equals in a partnership** to:
 - **Co-design** activities in a manner to leverage the commitment, resources, expertise, and ownership of the partner country government system
 - **Mutual agreement** between the partner government and USAID to implement an activity based on **mutually agreed objectives**

WHY

Why are you co-creating?

WHAT

What is this for?

WHO

Stakeholders/Roles and Responsibilities

WHEN

Is the timing doable?

WHERE

Location. Location. Location.

TIP: Often a **workshop** is held to bring together stakeholders at the start of co-creation

COUNTRY EXAMPLE: UGANDA



Miriam Murungi,
USAID Government Agreement
Technical Representative (GATR)
Mbarara Regional Referral Hospital,
USAID /Uganda



Dr Barigye Celestine,
Hospital Director Mbarara Regional Referral Hospital (RRH) (on left)

Dr. Peter Okello Odeke,
Principal Hospital Administrator-Mbarara RRH (on right)





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4. RISK / CAPACITY ASSESSMENT AND MITIGATION

MANDATORY ASSESSMENTS

Risk Assessment Report and Risk Mitigation Report:

- Budget
- Procurement
- Cash Management
- Accounting and Reporting
- Internal Controls
- Audit and Compliance
- Human Resources
- Information Technology
- Governance
- Fraud

Technical Capacity Assessment:

- Targeted technical capacity reviewed on specifics for the outcomes to be achieved

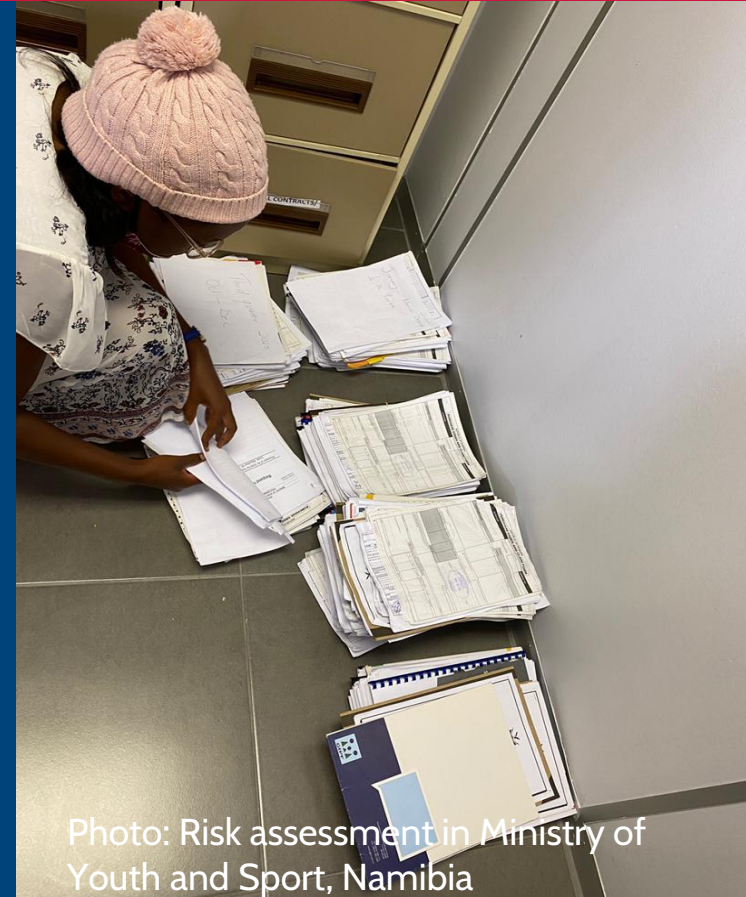


Photo: Risk assessment in Ministry of Youth and Sport, Namibia

METHODOLOGY OF G2G RISK ASSESSMENT

WHO: USAID Controller and Health Team, often with support from contracted staff or consultants and Partner Government Ministry of Health and Head of Finance, Audit, Procurement and Ministry of Finance

WHAT: Desk review, key informant Interviews, validation of answers through testing and document review. Example documents reviewed:

- Policies and guidelines
- Human resource personnel file
- Procurement process
- Sample budget and payment process
- Audit report

WHEN: Starts after initial consultations. Takes between 2-6 weeks

TIP: Virtual Risk Assessments can be done during COVID



Photo: Risk assessment in Ministry of Youth and Sport, Namibia

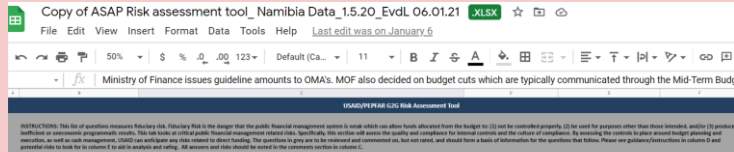
WHAT HAPPENS AFTER RISK ASSESSMENT?

Key Risk Related Deliverables:

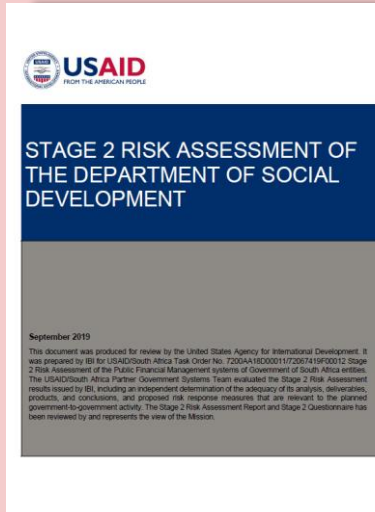
Risk Log and Risk Matrix

Risk Assessment Report

Risk Mitigation Plan



USAID Risk Rating Matrix - Chart 3						
CAPACITY AND RISK AREAS TO REVIEW	CAPACITY AND RISK AREAS TO REVIEW	Catastrophic	High	Critical	Critical	Critical
IMPACT	IMPACT	Serious	High	High	Critical	Critical
PROBABILITY	PROBABILITY	Marginal	Medium	Medium	High	High
PROBABILITY	PROBABILITY	Negligible	Low	Low	Medium	Medium
PROBABILITY	PROBABILITY	Remote	Occasional	Probable	Frequent	Frequent



Risk Mitigation Plan (RMP) - Zomba District Council				
Number	Risk Name	Risk Description	Potential Adverse Effects of Risk	Mitigation Measure
1	Inadequate NIGFC oversight on ZDC	NIGFC which is mandated to oversee the implementation of sound financial management practices is currently understaffed resulting in inadequate monitoring visits as the ZDC NIGFC assigned FA has to cover five other district councils resulting in failure to fulfil required quarterly visits of ZDC	Lack of oversight may result in errors and misstatements going unchecked which might affect integrity of reports.	(1) The NIGFC should schedule frequent oversight visits to the District Council and ensure review reports are submitted in time for decision making. (2) Each visit should follow up on prior recommendations to ensure that previous recommendations are acted-upon.
2	Failure to resolve financial management issues raised by NIGFC Financial Analysts	ZDC's minimal attention in addressing financial management issues raised by NIGFC Financial Analysts may result in ZDC being blacklisted/downgraded because they are not acting on recommendations.	ZDC risks being blacklisted/downgraded because they are not acting on recommendations. Likelihood of same issues reappearing in other reviews and audits is high. Being blacklisted/downgraded may result in ZDC failure to attract funding opportunities.	(1) ZDC must develop an action plan to address all findings. (2) ZDC must assign individuals to address specific findings in a timely (specified) manner. (3) ZDC to ensure implementation of recommendations to address cited findings.
3	Budgeting delays	Budget ceilings from the central government often are received late. ZDC mostly waits for receipt of budget ceilings from the central government before budgeting. ZDC should focus on and prioritize actual needs of the district without waiting for budget ceilings. Upon receipt of the budget ceilings, ZDC can then adjust its budget based on its priorities. Failure to do so has led to delays in the budgeting process, as a result, some key priority areas may be	Delays in the budgeting process may result in some key priority areas may being left out.	(1) ZDC must prepare budgets on a timely basis without waiting for budget ceilings. (2) The budgeted activities must be prioritized.

RISK/CAPACITY ASSESSMENT: Uganda



Rena Mukasa,
Chief Accountant/ Deputy
Controller
USAID /Uganda



Dr Barigye Celestine,
Hospital Director Mbarara Regional Referral Hospital (RRH) (on left)

Peter Okello Odeke,
Principal Hospital Administrator-Mbarara RRH (on right)



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5. G2G NEGOTIATION AND SIGNING

NEGOTIATION ON G2G MILESTONES, ACTIVITIES, AND PAYMENT AMOUNTS

USAID and the Partner Government will negotiate the final terms of the G2G agreement before signing, some example topics:

- Confirmation on **Milestone, Output, Target** #s, %s and Estimated Completion Dates
- Agreement on Milestone **Payment Amounts**
- Conclusion on Final **Risk Mitigation Plan** and any risk measures that need to be addressed prior to signing G2G agreement
- Final Coordination on **Verification forms** (or systems) to be used for Milestones and Reimbursement Requests

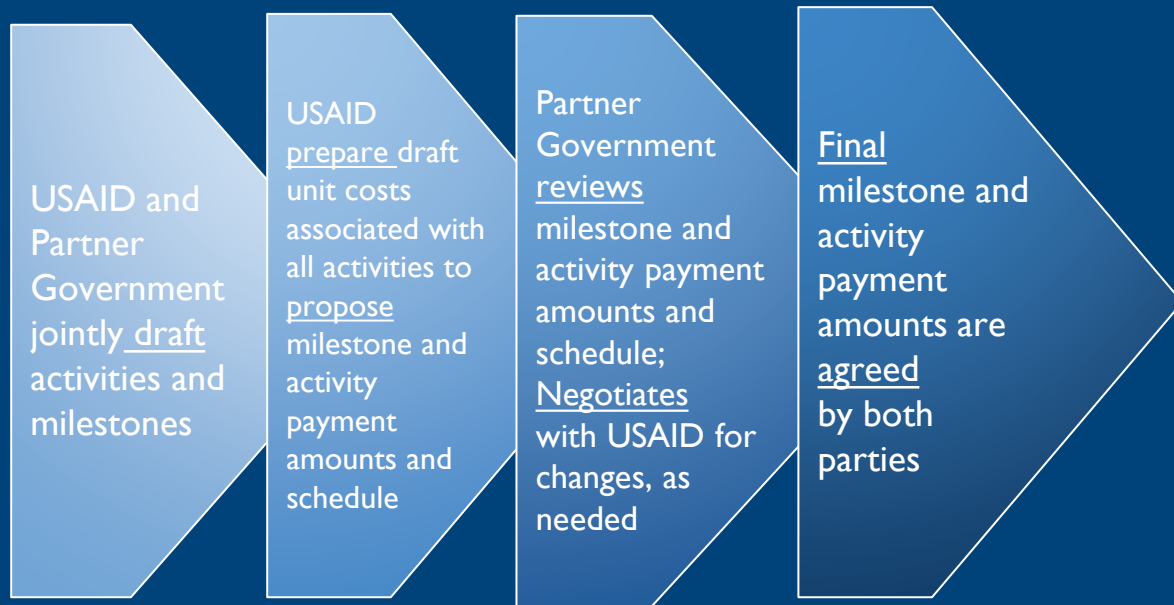
G2G MILESTONE TABLE EXAMPLE

Attachment III_Milestones								BLIMS hubs
Milestone	Output	Indicator	COP19 (FY20)_Target	Minimum performance threshold for milestone payment	Verification Method	Estimated milestone verification date	Timing	Estimated cost of milestone(\$)
CLINICAL MILESTONES								
HTS	Number of individuals who received HIV Testing Services (HTS) and received a positive result	HTS_TST_pos Monitoring trends in the uptake of HTS	317	317 positive patients identified during FY20/COP19	Review number of newly identified HIV positive people reported in DATIM(PEPFAR database) augmented by spot-check in HTS register at the health facility	11/30/2020	Q3 of pilot	\$9,903.60
TX_CURR	Number of adults and children currently receiving antiretroviral therapy (ART)	TX_CURR Assesses the ongoing scale-up of ART	4,390	4390) active on ART every quarter	Review number of HIV positive people active on ART reported in DATIM(PEPFAR database) augmented by spot-checks/ file audits of HTS register and patient file at the health facility	5/31/ 2020	Quarterly	\$15,691.51
	Proportion of ART a suppressed viral result (<1000 copies/ml) documented in the			90% viral suppression rates every quarter	Review the status on the the viral load (https://vldash.cdc.gov/clients/receiving)			\$31,639.18

Milestones can be PEPFAR indicators - already clear system to collect data

Costs are calculated based on unit expenditures for particular activities and resources needed to achieve milestones

G2G MILESTONE & COSTING NEGOTIATION PROCESS



TIP: This process can take weeks, but it is essential to have clear expectations on payment schedules and completion dates, for successful implementation of the G2G award

FINALIZATION AND SIGNATURES

- Signing is done with the USAID Mission Director as signatory from USG and Ministry of Health or Finance signing often along with a Provincial Health Office Director or other co-signing
- First signed by USAID, then Host Country Government
- Occasionally Partner Governments and USAID will co-host a G2G signing Ceremony

TIP: USAID Clearance time for final package can be 15 days to multiple months.



Photo: Signing ceremony for the G2G Agreement in Malawi



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6. PARTNER GOVERNMENT G2G IMPLEMENTATION & MONITORING AND EVALUATION

PARTNER GOVERNMENT G2G IMPLEMENTATION



Photo: Meeting with Dr. Justor Banda, the Clinical Care Specialist, Point of Contact for USAID G2G with Copperbelt Provincial Health Office in Zambia

Communication and Coordination:

- Partner Government will assign a G2G main **point of contact** for communicating with USAID on the agreement and to facilitate coordination across Ministry staff working on the G2G award
- USAID will assign a **Government Agreement Technical Representative (GATR)** to be the main point of contact for a G2G agreement from the USAID side
- **Kick Off Meeting:** opportunity to re-review the G2G Award with all parties and to begin developing the award workplan

- I. **USAID Government Agreement**
Technical Representative reviews request with milestone/activity verification form and supporting documentation

[illegible]

PARTNER GOVERNMENT G2G IMPLEMENTATION: VERIFICATION & PAYMENT


Verification

- Fixed Amount Reimbursement Award: Milestone verification **based on results**
- Cost Reimbursement Award: Activity verification **based on actual costs incurred**
- Verification Forms are often agreed to by Partner Government and attached to G2G award

Payment Structure

- **Advances are allowed** under G2G awards with USAID
- If a **milestone or activity is unmet**, in some cases, payments can still be made based on a pre-negotiated amount for partial completion

TIP: Partner Government and USAID work together to determine if a milestone or activity might be re-negotiated



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MEMORANDUM OF MILESTONE VERIFICATION
(MMV)

TITLE OF AWARD:	
AWARD #	
RECIPIENT NAME:	
PERIOD OF PERFORMANCE:	
AWARD AMOUNT:	
GAT:	
GATR:	
Date:	
MILESTONES VERIFIED:	

I. MILESTONES TO BE VERIFIED:

MILESTONE #	MILESTONE	DELIVERABLE	\$

II. MEANS OF MILESTONE VERIFICATION:

For Example: The GATR was part of the Verification Committee who visited the Region and observed the new contracts for 22 Midwives as well as their contracts.

III. CONCLUSION OF GAT ON COMPLETION OF MILESTONE:

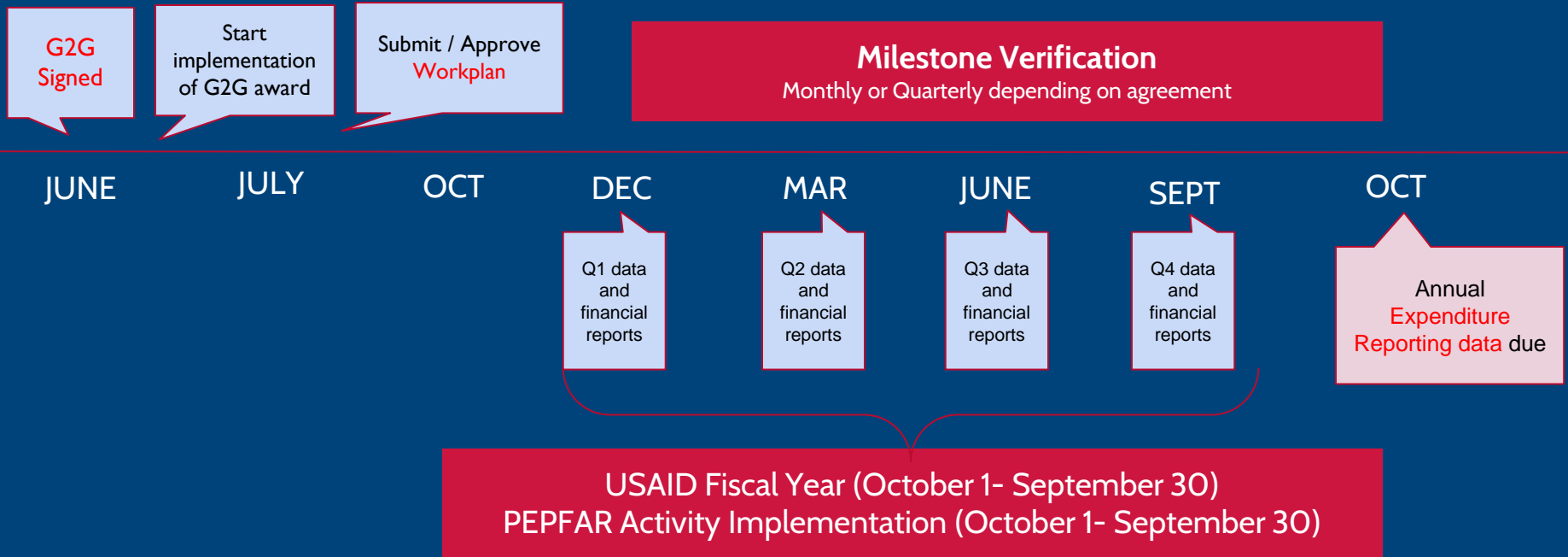
For Example: Based on physical verification as well as confirmation from the Region Medical Director the GAT confirms the milestone was complete as defined in the agreement (Implementation Letter).

IV. RECOMMENDED PAYMENT AMOUNT

For Example: The GAT recommends full payment of the milestone amount.

Example of Zambia Milestone Verification Form

ILLUSTRATIVE TIMELINE FOR A PEPFAR G2G



Partner Government G2G IMPLEMENTATION: Zambia



Dr. Mathew Ngambi,
Decentralized Division Chief
USAID Zambia



Dr. Robert Zulu,
Director of Copperbelt Provincial
Health Office



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RESOURCES AND DISCUSSION

RESOURCES ON G2G

UPCOMING EVENTS:

Webinar Title	Date
Design Co-Creation	May 6
Risk/Capacity Assessment and Mitigation	June 30
Negotiation and Signing	August 5
Implementation and Monitoring & Evaluation	September 23

RESOURCES:

- USAID G2G Policy Guidance: [ADS 220](#)
- [USAID G2G Risk Management and Implementation Guide](#)
- [USAID Risk Appetite Statement](#)
- [PEPFAR Country Operational Plan \(COP\) FY2021 Guidance](#)

TIP: Reach out to your USAID Mission with questions

Questions?



A young girl with dark skin and a warm smile is wearing a vibrant red headscarf. She is positioned on the left side of the frame, looking towards the camera. The background consists of a light-colored, textured wall. A dark blue horizontal band with a thin red line below it spans the width of the image, featuring the text 'THANK YOU' in large, white, bold, sans-serif capital letters. In the bottom right corner, there are green leafy plants and a dark, curved object, possibly a pipe or a branch.

THANK YOU