

**DEPARTMENT OF THE TREASURY  
INTERNATIONAL AFFAIRS TECHNICAL ASSISTANCE  
2019 REPORT TO CONGRESS**



Section 129 of the Foreign Assistance Act of 1961, as amended, authorizes the establishment of a Department of the Treasury program to provide technical assistance to governments and central banks of developing or transitional countries. This legislation also requires Treasury to prepare and submit this report on the conduct of the Treasury International Affairs Technical Assistance (TIATA) program by Treasury's Office of Technical Assistance (OTA).

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## I. Introduction and Executive Summary

This report provides an overview of the activities of the Treasury Department's Office of Technical Assistance (OTA) for calendar year 2019. The report covers program organization, funding, and the process for selecting and implementing projects, describes changes in the program's global footprint, and summarizes project-specific highlights.

For 30 years, OTA has helped finance ministries and central banks of developing and transitional countries strengthen their ability to manage public finances effectively and safeguard their financial sectors. Such assistance is in the U.S. national interest. Strong economic governance regimes support financial sector stability, growth, and the achievement of broader U.S. foreign policy and national security goals. Developing countries that generate more domestic revenue and manage their resources effectively are less dependent on foreign aid. Additionally, governments that develop effective financial sector oversight regimes are valuable partners in the global effort to combat money laundering and terrorist financing.

In 2019, OTA supported financial sector strengthening in many regions and countries. As discussed in greater detail in section VI, OTA projects in Africa (e.g., Sierra Leone), Asia (e.g., Mongolia), Latin America (e.g., Colombia), and Eastern Europe (e.g., Ukraine) helped mobilize revenues, deepen domestic bond markets, increase infrastructure finance, strengthen budget systems, improve banking supervision, and combat economic crimes. In the area of infrastructure finance, OTA's work in Panama complemented U.S. efforts to promote energy infrastructure investment throughout the Western Hemisphere as part of the *America Crece* initiative.

Strengthening information technology and systems was also an important element of several OTA projects in 2019, including in Moldova where OTA supported the tax administration's first-ever information technology security audit. OTA similarly assisted counterparts in countries such as Jamaica, Peru, and the Philippines in improving the functionality and security of critical information systems. More information on these projects is included in section VII of this report.

OTA's work supports Treasury's strategic goal of promoting financial stability globally. As described in Treasury's Strategic Plan for 2018-2022, OTA provides "technical assistance to enable foreign partner countries to better raise and manage financial resources and protect their financial sectors." This work entails focusing on OTA's five core program disciplines (revenue policy and administration; budget and financial accountability; government debt issuance and infrastructure financing; banking and financial services; economic crimes) as well as high-priority cross-cutting objectives such as domestic resource mobilization, infrastructure finance, expanding access to financial services, strengthening anti-money laundering/combating financing of terrorism (AML/CFT) frameworks, and supporting growth and rising median real incomes. (See Annex 1: U.S. Treasury Strategic Plan 2018-2022.)

## II. Program Organization and Principles

OTA is organized along functional lines, operating in five major disciplines to assist the governments of developing and transitional countries:

- **Revenue Policy and Administration:** Creates more effective tax administrations that simplify procedures to encourage voluntary compliance on the part of taxpayers, effectively uncover tax evasion, and maintain high standards of fairness and transparency.
- **Budget and Financial Accountability:** Strengthens all phases of the governmental budget cycle, including budget formulation, execution, monitoring and reporting, treasury operations, and evaluation.
- **Government Debt and Infrastructure Finance:** Provides strategic and technical assistance to develop market-based means of public finance through the issuance of domestic government securities; increases the efficiency of government debt management; implements comprehensive debt strategies that diversify sources of finance, reduce liability risk and lower debt service burdens; strengthens enabling environments for private investment; and accelerates the development of financially sound infrastructure projects.
- **Banking and Financial Services:** Supports the development of strong financial sectors in which institutions are well-regulated, stable and accessible, serve as efficient intermediaries between savers and investors, and are resistant to criminal activity.
- **Economic Crimes:** Assists the development and implementation of AML/CFT regimes that are compliant with international standards.

In providing technical assistance, OTA follows a number of guiding principles:

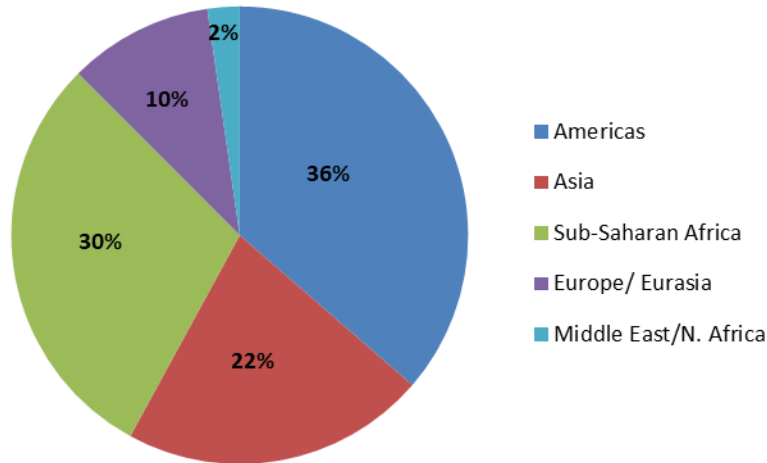
- **OTA supports self-reliance.** OTA provides countries with the knowledge and skills required to move towards financial self-sufficiency—including the capability to generate and better manage their own government finances—and to reduce dependence on international aid. OTA generally follows a three- to five-year project cycle that is aimed at creating maximum impact and exiting when local capacity has been created.
- **OTA is selective.** OTA works with governments that are committed to reform—reform that they design and own—and to using U.S. assistance effectively. OTA is recognized for supporting country ownership; achieving alignment with host country priorities; managing for development results; and fostering mutual accountability with host country officials. OTA does not engage with a country without a signed bilateral Terms of Reference that sets out the high-level terms and aims of the engagement, followed by a tactical-level work plan specifying activities in support of those aims.
- **OTA works side-by-side with counterparts.** OTA engagements are based on close interaction between advisors and working-level partners, whether in a finance ministry, central bank, financial intelligence unit, tax administration, or other relevant government agency. OTA advisors introduce sound practices in daily work routines through ongoing mentoring and on-the-job training.

### III. Project Allocation and Funding

As of the end of 2019, OTA had 88 bilateral technical assistance projects in 48 countries. Thirty-six percent of OTA’s total projects in 2019 were in the Americas, 22 percent were in Asia, 30 percent were in Sub-Saharan Africa, 10 percent were in Europe and Eurasia, and 2 percent were in the Middle East and North Africa (see chart below). The total number of projects and their regional distribution are consistent with OTA’s footprint in recent years, with marginal decreases in project footprints in the Americas and Asia, as long-standing engagements ended in Afghanistan, Burma, Cambodia, Colombia, Dominican Republic, and the Philippines.

OTA strives for depth of engagement and an integrated, multi-discipline approach. This approach recognizes the complex, systemic nature of public financial management and the importance of engaging with a counterpart government in various disciplines in a coordinated way to achieve the greatest possible impact. In 2019, out of OTA’s 48 country engagements, 22 involved experts from two or more disciplines.

**Chart 1 - OTA Projects by Region 2019**



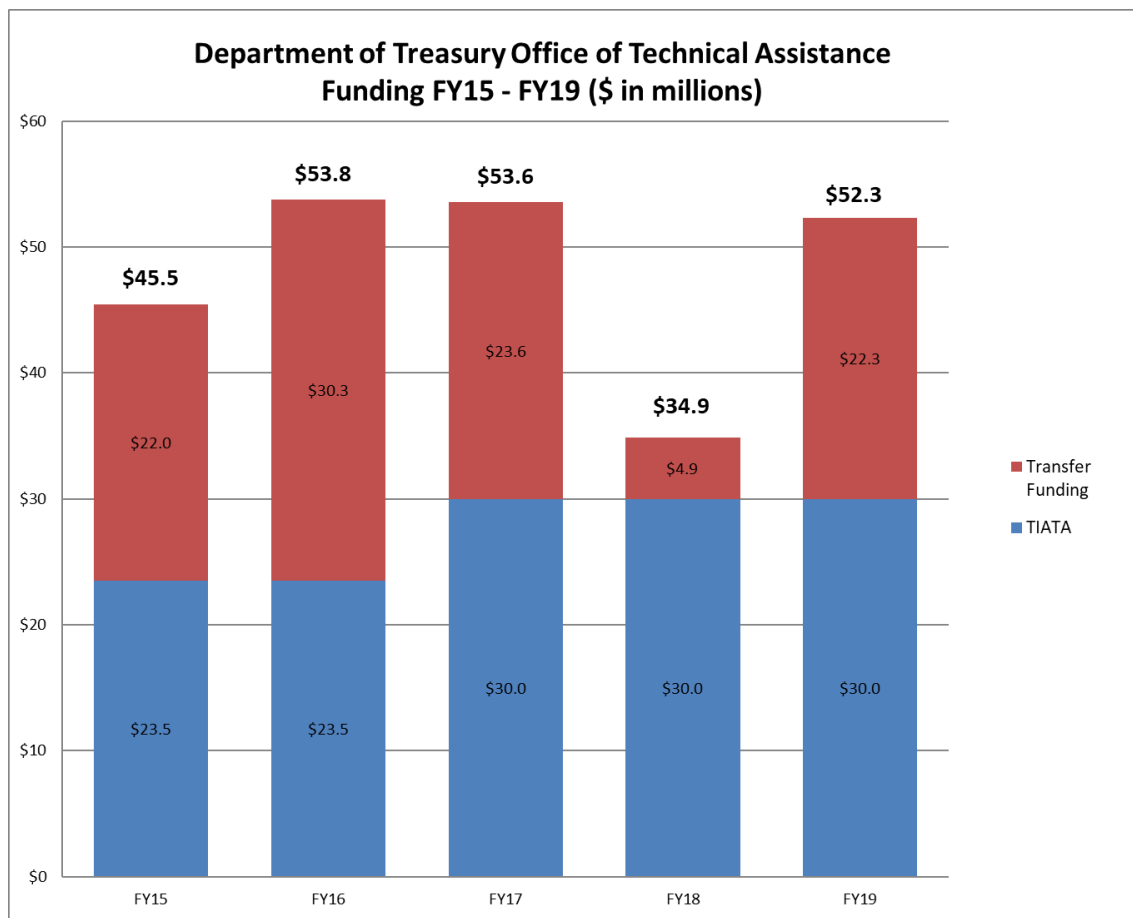
OTA received total funding of \$52.3 million in 2019, including funds directly appropriated to the program and transfers from other U.S. agencies. OTA’s direct annual appropriation, formally known as “Treasury International Affairs Technical Assistance” or TIATA, was allocated to support a total of 92 bilateral assistance projects and 10 subject matter-specific senior advisors (who work regionally and globally) with a combined budget of \$50.3 million. TIATA is a multi-year appropriation, which allows OTA to fund projects through a combination of new and carryover funds.

As the chart below indicates, TIATA is the single largest resource available to OTA for pursuing its mission. In FY 2019, Congress appropriated \$30 million in TIATA resources. This level of funding helped maintain program continuity despite uncertainty with respect to the availability and timing of interagency transfers and enabled the

program to initiate engagements in priority assistance areas, including AML/CFT, spurring domestic resource mobilization, and increasing access to finance.

In addition to TIATA funding, OTA receives resources from other agencies, such as the U.S. Department of State and the United States Agency for International Development (USAID). Funding transferred to OTA from other agencies in 2019 totaled \$22.3 million, which is line with average transfer amounts over the previous five years. The program continues to monitor closely the level of funding it receives—both TIATA and transfers from other agencies—to ensure that it is sufficient to sustain the current level of technical assistance OTA delivers globally and to respond to new and emerging priorities.

**Chart 2 - OTA Funding by Source FY 2015-FY 2019**



Notes

1. Details may not add to totals due to rounding.

Tables A and B at the end of this report provide additional data regarding the allocation of OTA funding sources in 2019, including funds received as transfers.

## Program Management

Program management is the set of management and administrative activities and related costs that OTA requires to effectively develop, deliver, and oversee technical assistance to partner countries globally. These costs, which are largely associated with OTA's headquarters management and administrative functions, include compensation for program office management and staff; headquarters office facility and maintenance, utilities, and other services (e.g., computer, telephone and internet, supplies); procurement and financial management services; and office and information systems security. These program management expenses are funded by twenty percent (20%) of all funds the program receives, whether via direct appropriation (TIATA) or inter-agency transfer.

### **IV. Project Selection and Assistance Delivery**

Two of the most frequently asked questions about OTA's work are: "How are projects selected?" and "How is assistance delivered?" Project selection is a process that typically begins with a request for Treasury technical assistance as outlined below and is informed by a careful assessment of a project's potential for impact and success. Assistance is delivered via a resident advisor or intermittent advisor-based project model, or a combination of both. Project documentation, in particular agreed Terms of Reference and progress reports, is a vital part of the assistance architecture.

*Receiving and Assessing Requests.* Requests for technical assistance and information regarding potential projects come from many sources, including U.S. embassies, USAID missions, other Treasury offices, foreign governments, and international organizations such as the IMF, as well as from OTA advisors already on the ground implementing other projects.

For requests that OTA determines to be within its mandate, an on-the-ground assessment is carried out by OTA subject matter experts. The OTA subject matter expert shares the assessment's conclusions with the partner government and the U.S. embassy in the host country. OTA looks to its host-country counterparts to define project goals from the outset. Experience shows that goals and objectives that are not "owned" by the counterpart are seldom achieved.

If the on-the-ground assessment is favorable, the manager of one of OTA's five core disciplines submits a project proposal based on the assessment to the OTA Director and Deputy Assistant Secretary for Technical Assistance Policy. Decisions about whether to begin new projects, or to continue or terminate existing projects, are based on criteria and considerations that include: the need for technical assistance; evidence of counterpart commitment to reform and good use of assistance; whether the project would complement other projects in a particular country or region; the relation of the project to Treasury's policy priorities and broader U.S. Government goals; and the availability of funding. In the course of assessing the prospects for a given project, OTA consults with other Treasury offices, and other partners and stakeholders such as the U.S. Department

of State and USAID (in the field, at the embassy level, and at the headquarters level in Washington), the IMF, and the World Bank.

*Assistance Delivery Models.* OTA carries out technical assistance through two basic delivery models: a resident advisor-based project and an intermittent advisor-based project. A resident advisor-based project is anchored by an expert advisor living in the counterpart country, typically for a period of several years, and working side-by-side with officials in the ministry of finance, central bank, tax administration authority or other government institution. Treasury has found that working directly with the counterpart over a sustained period of time is critical for transferring knowledge and strengthening systems, especially in countries where government capacity is very limited. In addition to a resident advisor, a resident project frequently includes the participation of intermittent OTA experts in specialized areas who make short-term visits.

For an intermittent advisor-based project, a group of several advisors typically spends a total of 30 to 45 weeks per year over the course of several years, in periods of two to three weeks at a time, working with host-country counterparts. In between these multi-week direct engagements, the counterparts are expected to carry out planned activities that are directed toward the objectives stated in a mutually-agreed-upon work plan. Between trips, advisors and counterparts are in frequent contact by email and phone. OTA often hires a permanent, full-time program assistant in-country to support the intermittent project.

Whether OTA selects a resident or intermittent advisor-based project model depends on the extent and nature of the problems to be solved, and the most practical solutions to those problems. Typically, one resident advisor will be utilized to cover a single large subject area, such as program budgeting or debt management, that will require several years to complete. Alternatively, an intermittent advisor-based project will use several advisors to cover a multitude of specialized assistance topics, such as audits, arrears collection and strategic planning in tax administration, or financial intelligence unit development, techniques of financial analysis, investigation and prosecution, or asset management, seizure and forfeiture.

*Project Documents.* Once OTA selects a resident or intermittent advisor project for funding, Terms of Reference (TOR) are developed with the counterpart agency and signed by a policy-level official from the counterpart government and Treasury's DAS for Technical Assistance Policy. The TOR describe the broad goals of the project and represent a bilateral understanding at the policy level between OTA and the host institution. Within a short period (normally six to eight weeks) after signing the TOR, a detailed work plan is agreed upon between the advisor assigned to the project and the working-level counterpart. This workplan, which is approved by the Associate Director for the relevant OTA team, specifies objectives, planned completion dates and deliverables, and is the primary basis for regular monthly progress reports to Treasury headquarters.



The monthly reports are shared with counterpart institutions, U.S. embassy staff, other bureaus and offices in Treasury, and other interested partners such as USAID, the Millennium Challenge Corporation, and the relevant International Financial Institutions. OTA uses the reports as a management tool to oversee the progress of the project and to make any necessary changes. The reports also form the information base for responses to project queries from U.S. Government officials. In addition, supervising officials conduct field visits to meet counterparts and advisors and review the project's progress. Such visits and reviews are conducted, generally, on an annual basis.

## **V. Program Evaluation and Monitoring**

One of the most important managerial functions in any assistance program is to monitor and evaluate individual projects and the overall program. OTA monitors project performance using a variety of methods, including on-site evaluations by OTA managers, written monthly reports prepared by advisors that describe progress on work plan objectives, and end-of-project reports which provide a final assessment of project outcomes. An OTA expert other than the project implementer undertakes end-of-project reports, which are conducted typically within three to six months following the end of the project. The purpose of these reports is to better understand the program's longer-term impact. OTA completed seven end-of-project reports in 2019.

In addition, once a year OTA conducts an exercise to measure the level of "traction," or the degree to which changes in partner governments' behavior occurs as a result of OTA assistance (e.g., the number of foreign officials who are taking an active role in pursuing change, or interim deliverables that are on time or ahead of schedule). OTA also measures "impact" (the extent to which the objectives are actually achieved) for each technical assistance project. The levels of traction and impact are measured by OTA advisors and headquarters staff according to specific indicators that are relevant to each of the five OTA financial disciplines. For example, revenue team indicators include adoption of modern functional processes and procedures, and adequacy of investigation and adjudication of internal conduct matters by the tax agency.

For 2019, the baseline targets for OTA's traction and impact were set using a 5-point scale (with 5 representing the highest possible traction and impact), at 3.6 and 3.1, respectively. While OTA aims for maximum success for each project, the baseline targets reflect a reasonable expectation of project traction and impact taking into consideration the inherent challenges of achieving a meaningful engagement with foreign partners that leads to tangible outcomes. OTA met performance goals for traction in 2019 with an actual score of 3.6. OTA's impact score declined slightly to 2.9 but remains in line with historical averages. (See rating scale below for additional explanation of the meaning of these scores.)

## **OTA Traction and Impact Evaluation Rating Scale**

### Traction

**5** – Advisors have regular and frequent meetings with counterparts. Counterparts display high levels of involvement. There is an excellent professional relationship between the advisor and the counterpart. Schedules are kept. Counterparts take the initiative to advance the project work. There is a great deal of energy and activity devoted to this objective.

**3** – While there is interaction and involvement in working on this objective, more focus and activity would be desirable and is probably possible. For good and valid reasons the specific project objective does not have a high priority for the counterparts at the present time, but some important and worthwhile efforts are being made. The project is doing well but could do better on this objective.

**1** – There is little if any involvement or activity generated around this objective. It may be that the objective has been delayed, suspended, or otherwise given low priority. Though this may change in the future, for the time period covered by this evaluation this objective is dormant.

### Impact

**5** – This objective has been completed and/or is having a noticeable and positive effect. The work being accomplished makes a difference that all involved in the project recognize and value. The project is making substantive and substantial differences that can be verified by any observer who understands the technical nature of this work.

**3** – Though the effects of this objective are unmistakable and positive, the objective was designed to achieve more than has been done to date.

**1** – There has been little if any substantive achievement or change as a result of work on this objective. It may be because little work has been done to date; because what has been done has been inadequate; or because what was done failed.

Use the numbers **4** and **2** to indicate levels of Traction and Impact between 5 and 3, or 3 and 1, if that best reflects the professional assessment of the evaluator.

In accordance with the Foreign Aid Transparency and Accountability Act, OTA continues to strengthen its ability to measure the results of its technical assistance projects. This involves documenting project goals, activities, outputs, and outcomes in logical frameworks and conducting independent (third-party) evaluation of OTA projects. Once the new regime is fully implemented, each OTA project would be subject to an independent evaluation at its midpoint (generally after the second year of technical assistance activities) and 6-12 months after a project concludes. Evaluations will seek to determine the extent to which project goals were achieved. The results of evaluations will be made available to the public as required by the FATAA.

## VI. Achievements

As described in the previous section, Treasury measures the results of technical assistance on a project-by-project basis, ranging from engagements that meet--or in some cases exceed--project objectives, to those that underperform, or result in little or no improvement. On the latter, projects can fall short of expectations for a variety of reasons: limited absorption capacity by recipients, a change in host-country leadership, difficulty in establishing a good working relationship between the advisor and his/her counterpart, a lack of commitment to reform, or reform fatigue.

OTA management conducts quarterly reviews of project progress. For projects with less than satisfactory progress, OTA may curtail or end the projects earlier than expected. On average, OTA curtails or ends early 4-5 projects, roughly 6% of TIATA-funded projects, per year. This has been the case since at least 2017 when OTA began collecting data on this on an annual basis. In 2019, five of the 92 bilateral assistance projects that the program approved using TIATA funds were ultimately curtailed or ended early due to poor performance. In addition, OTA terminated projects in The Gambia (3) and Burma (3) due to restrictions on assistance to those countries under the Trafficking Victims Protection Act (TVPA).

By contrast, OTA projects are successful when the foreign counterparts—at both the technical and policy level—are committed to reform and to using Treasury technical assistance well. In 2019, a number of OTA partner countries demonstrated such commitment and made significant achievements with OTA assistance. Notable accomplishments include the following:

### Budget and Financial Accountability

**Sierra Leone Consolidates Cash Management.** With OTA assistance, Sierra Leone defined a new business model for its current Treasury Single Account (TSA) operation so that its control mechanisms could be employed across all government entities. Prior to this project, 76 agencies were operating outside the central government cash control system. OTA led the efforts of the Accountant General, the Ministry of Finance Budget Office, and the Central Bank to define a new bank account structure to control all revenues received and payments made by the government, define changes to the day-to-day procedures required to implement this new bank account structure, and document the procedures in an operations manual distributed to spending agencies. Nearly all of the 76 agencies that had previously operated outside the cash control system have now been incorporated into the TSA.

**Paraguay Implements Payment Cards.** With assistance from OTA, the Paraguayan Ministry of Finance is improving transparency and security by launching a new purchase card program to replace petty cash. The Ministry of Finance, through the Directorate General of Public Treasury and the Directorate of Administration, implemented purchase cards in September 2019 as a pilot project which is now being implemented in all central government agencies. Through an agreement signed with the National Development

Bank, cards are issued at no cost to the government, and ministries are required to use the cards for at least 50% of purchases initially. Ministries have until June 2020 to begin using the cards.

**Dominican Republic Improves Fiscal Transparency.** With OTA assistance, the Dominican Republic updated and relaunched the government’s fiscal transparency portal (FTP). The country is now one of only five governments that publish budget information according to the international Open Fiscal Data Package Standard. OTA assisted in developing FTP outreach and education plans. As a result of this effort, more than 70 percent of Ministry of Finance personnel were trained and quarterly demonstrations were conducted for journalists, civil society organizations, and university faculty and students. OTA also supported a visual redesign of the portal and new software for business intelligence reports.

#### Revenue Administration and Policy

**Moldova Completes IT Security Audit.** The internal audit unit of the Moldovan tax administration completed its first information technology security audit, evaluating authorization, authentication, and audit logging controls for the wealth tax system. OTA provided guidance on selecting, planning, conducting, and reporting audit assignments, determining data needed to support audit objectives, and obtaining and analyzing data. The initial audit found problems in nine of twelve controls reviewed. The internal audit unit will use the OTA-developed techniques as it audits additional tax administration IT components, while the IT development department takes actions to address the findings and recommendations. Ultimately, the improvements will safeguard mission-critical information systems and better protect taxpayer data.

**Ukraine Bolsters Review of International Tax Transactions.** In Ukraine, OTA helped the State Tax Service (STS) build its international audit and transfer pricing program and establish a dedicated Transfer Pricing Unit (TPU) within the Large Taxpayer Office. OTA delivered a combination of classroom-based and on-the-job training to all transfer pricing auditors. Transfer pricing refers to methods of determining prices of transactions between branches of multinational firms. The STS has developed its first advance pricing agreements (APAs) with two multinational companies that, when approved, will determine the taxpayers’ transfer prices, providing greater certainty for the taxpayer and allowing the STS to direct resources to cases with potential transfer pricing abuse.

**Guyana Initiates Audit of Petroleum Industry.** In 2019, OTA continued guiding the Guyana Revenue Authority (GRA) in developing and implementing an organizational structure, staffing plan, and audit training programs for its new Petroleum Revenue Audit Unit. Guyana began oil production in December 2019, five months ahead of schedule. GRA faces considerable pressure to build capacity in oil and gas auditing required to accurately and effectively administer these revenues. The GRA has prioritized building the unit through increased staffing and funding levels.

## Government Debt and Infrastructure Finance

**Panama Improves Outlook for Investments in Energy Infrastructure.** OTA worked with Panama's electric utility, ETESA, to develop a strategy to improve its credit rating. This strategy, coupled with ETESA's solid financial performance and economic improvements in Panama, contributed to achieving a credit rating improvement of two notches. The new rating will result in debt service savings of up to \$47 million on the \$500 million bond ETESA issued in 2019. The improved credit rating also raised the attractiveness of ETESA-backed projects to international investors, which will raise the level of competition for Panamanian transmission infrastructure projects.

**Honduras Enhances Local Bond Market.** With OTA assistance, the Ministry of Finance and Central Bank of Honduras implemented reforms that have resulted in savings to the Government of Honduras through lower borrowing rates, improved access to international markets, and reduced fees paid to financial institutions. The reduction of non-standard and dollar-denominated domestic debt helped the local government bond market become a viable and sustainable source of funding for the government's borrowing requirements. The extension of the government securities yield curve has mitigated rollover risk in the liability portfolio and created reference rates for private sector borrowers and local investors, while providing appropriate investment instruments for new investor classes such as private pension funds. New market-based regulations and improved price discovery for government securities enabled the market for repurchase agreements to take-off in 2019, thereby increasing liquidity for investors and intermediaries that will contribute to greater public trust in markets and the government.

**Paraguay Broadens Debt Offerings.** With OTA support, the Ministry of Finance implemented changes in issuance and marketing practices that resulted in an increase in government securities investment by non-bank financial institutions, such as pension funds. The broader pool of investors allowed the government to issue longer-dated instruments at market-determined rates, thereby reducing the government's refinancing risk and lowering its cost of funds. The sale of new government securities was concentrated in existing benchmark securities, creating larger, more liquid instruments that, in addition to lowering the cost of funds, provide reliable price information for market participants. The price information provided by the benchmark securities has also made it more efficient and cheaper for corporate entities to issue their securities in the market. OTA also supported the Ministry in the planning and issuance of its 30-year \$500 million international bond. This transaction had a lower coupon rate and a tighter spread to U.S. Treasury securities than Paraguay's previous international bonds, resulting in greater investor demand.

**Colombia Manages Infrastructure Financing Risks.** Colombia has more than 20 new toll roads under development that will significantly improve transportation in the country. Due to the risk and nature of constructing new roads in difficult terrain, Colombia had to provide minimum revenue guarantees and share specific construction related risks to make these roads financeable. OTA worked closely with the Ministry of Finance to create a new methodology for analyzing, valuing, and managing the

potentially large contingent liabilities from these guarantees. The new methodologies employ best practices in statistical and analytical reviews and will significantly improve the accuracy of forecasting liabilities, thereby improving the country's ability to manage its cashflow and safeguard its financial stability.

### Banking and Financial Services

**Guatemala Launches Coordinated National Strategy for Financial Inclusion.** OTA assisted counterparts at the Central Bank and Superintendency of Banks, in coordination with the Ministry of Economy, to develop a comprehensive National Strategy for Financial Inclusion (NSFI) aimed at increasing the access to and use of financial products and services for financially excluded and underserved segments of the population. Financial exclusion in Guatemala is estimated to be almost 56%, ten percentage points higher than the regional average. The strategy focuses on four thematic areas of financial services—financing, savings, payments, and insurance. The strategy was made public in October 2019 and incorporates initiatives from the public and private sector and will be coordinated by the newly established Financial Inclusion Commission (COMIF), which will be chaired by the Central Bank, Superintendency of Banks, and the Ministry of Economy. These measures to expand access to financial services aim to enhance economic growth, particularly for small and medium enterprises.

**Sri Lanka Strengthens Financial Sector Oversight.** After years of regulatory forbearance that allowed several insolvent finance companies to operate, the Central Bank of Sri Lanka took further steps to resolve troubled non-bank financial institutions, such as finance and leasing agencies, in 2019. To support action against problem institutions, OTA provided training and capacity building to supervision, resolution and deposit insurance authorities at the central bank and has contributed to a draft resolution framework to guide resolution actions. Commencing resolution actions against problem institutions has further highlighted the need for advance planning and has increased institutional focus on improved communication and information sharing to support effective resolution actions going forward. These efforts are critical to Sri Lanka's economic stability as the Central Bank seeks to mitigate risk from undercapitalized non-bank financial institutions and create a sound foundation for the financial sector.

**Ukraine Optimizes Distressed Bank Asset Sales.** The Deposit Guarantee Fund (DGF) of Ukraine is modernizing all facets of its operations in order to meet the expectations of its citizens as well as international entities such as the European Union, World Bank, and IMF. A major part of this modernization plan is to improve the ability of DGF to have clear visibility and traceability over assets as they are processed and prepared for sale during a bank's liquidation. DGF, with the help of OTA, is in the process of adopting an advanced business process management system to help manage the assets liquidation pipeline. The system will allow DGF to forecast the liquidation and litigation cost, better distribute the workload over the available personnel workforce, optimize the use of outside liquidators, and obtain various performance reports during the asset liquidation process.

## Economic Crimes

**Mongolia Makes Money Laundering Arrests.** Mongolian Financial Intelligence Unit (FIU) analysts and police investigators leveraged their enhanced financial analysis and investigative skills – acquired through mentoring by OTA advisors – to trace funds and support the March 2019 arrest of individuals alleged to have been involved in a major money laundering scheme and misusing positions of trust. Another key element of the investigation involved collaboration with other anti-money laundering and countering the financing of terrorism (AML/CFT) stakeholders via the Financial Crimes Working Group which developed with OTA assistance.

**St. Vincent and the Grenadines Improves Financial Intelligence Analysis.** With OTA assistance, the St. Vincent and the Grenadines (SVG) Financial Intelligence Unit (FIU) significantly improved its operational effectiveness, including by implementing standard operating procedures on tactical and strategic analysis, and by adopting a key tool – the Suspicious Activity Report (SAR) scoring matrix – to directly support the analysis of incoming SARs received from financial institutions. Leveraging this guidance and tools, the SVG FIU successfully launched a major international money laundering investigation in February 2019. Furthermore, as of June 2019 enhanced analysis conducted at the FIU led investigators to charge 16 counts of money laundering that resulted in a guilty plea.

**Eastern Caribbean Central Bank Applies Anti-Money Laundering Standards.** With OTA assistance, the Bank Supervision Department (BSD) of the Eastern Caribbean Central Bank developed and implemented anti-money laundering and countering the financing of terrorism (AML/CFT) risk assessment processes, including institutional risk assessment questionnaire, sanction screening, risk model adequacy, compliance program, risk ratings, and supervisory action plan. The BSD then applied the tools to complete a written gap analysis of financial sector supervision compliance standards by Grenada in regards to Financial Action Task Force (FATF) Recommendations and Outcomes.

## **VII. Special Focus: Information Systems Security Capacity Building**

As part of the assistance that OTA provides to finance ministries, central banks, and related government institutions, OTA projects may include development and implementation of information systems (e.g. tax information system or treasury/integrated financial management information system). Information system security is often a key component of this assistance with OTA working to build the capacity of counterparts to develop strategies, risk assessments, controls, protocols, and other measures to protect their information systems. Examples of assistance in this area provided by OTA’s five program teams include the following:

- Revenue Administration and Policy – In Moldova, OTA worked to build the ability of the tax administration’s internal audit unit to conduct audits of critical information systems. In 2019, the internal audit completed first audit, evaluating authorization, authentication, and audit logging controls (see section VI “Achievements” for more

information on this project). In Ukraine, OTA is providing high-level guidance to the tax administration on information technology with a particular emphasis on creating a plan for controls on all systems and data, developing an information technology security organization with clearly defined responsibilities, and ensuring that outside vendors meet security requirements.

- Budget and Financial Accountability – In Indonesia, Jamaica, and Ghana, OTA worked with counterpart government agencies, including the General Directorate of Treasury (Indonesia) and the Accountant General’s Department (Jamaica and Ghana), to develop business continuity plans to protect government financial information systems. As part of this effort, OTA helped counterparts identify and develop plans to mitigate security threats and recover system assets should the threats occur.
- Government Debt and Infrastructure Finance – In the Philippines, following an extensive baseline assessment of processes and functions, OTA worked with the Bureau of Treasury to develop information system security measures for a new government securities settlement and clearing system. As part of this project, OTA advocated and succeeded in the appointment of an information technology (IT) security officer and mandated an extra layer of security through two-factor authentication (token) access to the system via a fixed virtual private network connection. At the Philippine’s Central Bank, OTA helped to fast-track the cybersecurity component of the bank’s IT modernization project and implement the separation of responsibilities in sensitive functions such as database administration, quality assurance, and project management. OTA also advised the bank on appointing a Chief Information Security Officer (CISO) and creating a separate organizational structure to support the IT security function.
- Banking & Financial Services – In Peru, OTA worked with Central Reserve Bank to facilitate a one-week program presented by the U.S. Federal Reserve Bank Cybersecurity Analytics Support Team (CAST). The CAST team outlined its approach and methodology in identifying and mitigating cyber risks affecting the U.S. financial sector. The program also included training by CAST on how to conduct cyberthreat exercises and the importance of collaboration across the Peruvian financial system on cybersecurity issues.
- Economic Crimes – In Trinidad, OTA worked with the Financial Intelligence Unit (FIU) to implement FIU Connect, a suspicious transaction report (STR) reporting and data management system. As counterparts worked to design the system, OTA recommended obtaining firewall hardware and software to protect the sensitive information being reported to and managed by the FIU. The system went live in October 2018, and in the first hours was subject to intrusion attempts from foreign actors. These intrusions were detected and thwarted by the security protocols. The FIU acquired the necessary security hardware with financial support from the U.S. Embassy.



Goal 2 • Objective 2.3

# Foreign Technical Assistance

**Provide technical assistance to enable foreign partner countries to better raise and manage financial resources and protect their financial sectors.**



### External Stakeholders

- Department of State
- U.S. Agency for International Development
- Millennium Challenge Corporation
- International Financial Institutions
- Development Banks
- Partner Countries

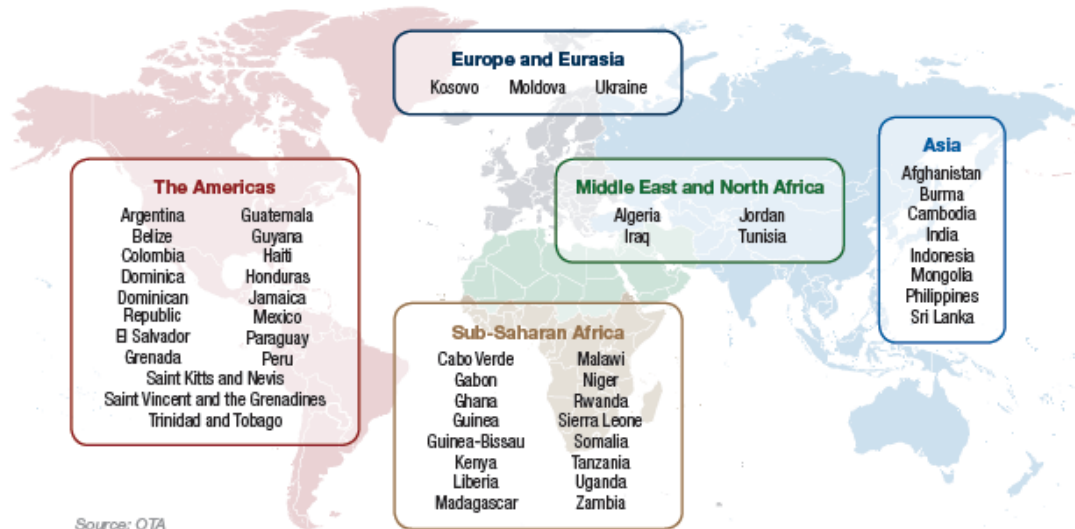
### Desired Outcomes

Strongly engaged partner countries with increased capability to raise and mobilize domestic resources (resulting in decreased reliance on foreign aid); Attainment of strong, abuse-resistant financial sectors that promote economic growth.

### Why Does This Matter?

Treasury's Office of Technical Assistance (OTA) directly assists developing and transition countries that have demonstrated strong commitment to reforming public financial management and strengthening their financial sectors. This work encourages prosperity and stability in other parts of the world and supports broader U.S. government economic and national security objectives – such as reducing corruption – while helping to create more stable international markets for U.S. exports.

## Treasury's Technical Assistance Footprint



## Objective 2.3 Strategies

### Strategy 2.3.A ■ International Affairs

Maintain strong focus on core technical assistance areas (revenue policy and administration; budget and financial accountability; government debt issuance and management; banking and financial services; economic crimes).

#### Measures and Indicators of Success:

- Engagement of partner countries in programs
- Number of projects in core technical assistance areas

### Strategy 2.3.B ■ International Affairs

Emphasize high priority issues such as domestic resource mobilization, infrastructure finance, expanded access to financial services, and Anti-Money Laundering/Combating Financing of Terrorism (AML/CFT) frameworks.

#### Measures and Indicators of Success:

- Engagement of partner countries in programs
- Number of projects emphasizing high priority issues

### Recent Foreign Technical Assistance Success Stories

**Ukraine** took steps to stabilize its banking sector, including resolution of the country's largest and most systemically important bank in 2016.

**Burma** created the government's first Large Taxpayer Office as part of a joint Treasury-International Monetary Fund project to strengthen tax administration and improve domestic resource mobilization. In 2016, the office improved voluntary compliance and amended returns yielded more than \$13 million in additional revenue.

**STRATEGIC PLAN 2016-2020**  
**U.S. DEPARTMENT OF THE TREASURY**  
**OFFICE OF TECHNICAL ASSISTANCE**

***Mission.*** The mission of the Treasury Department’s technical assistance program, managed by the Office of Technical Assistance (OTA), is to support the development of strong financial sectors and sound public financial management in countries where assistance is needed and there is a strong commitment to reform.

OTA pursues this mission in support of the Treasury Department’s overall mission “to promote the conditions for prosperity and stability in the United States and encourage prosperity and stability in the rest of the world” as well as broader U.S. Government international objectives, such as increasing transparency and accountability, reducing corruption, and strengthening the development of market-based policies and practices.

***Vision.*** OTA aims to build upon its reputation as a high-quality provider of financial sector technical assistance and policy advice. It aims to be recognized as the provider of choice wherever its multi-disciplinary assistance model best addresses country needs and U.S. Government objectives.

The foundation of OTA’s program will continue to reside in five core disciplines— Revenue Administration and Policy, Budget and Financial Accountability, Government Debt and Infrastructure Finance, Banking and Financial Services, and Economic Crimes, complemented by the ability to support other aspects of financial sector strengthening.

***Values***

- OTA will continue to place the highest priority on capacity building and developing country self-sufficiency.
- OTA exits countries when project objectives are accomplished or if country commitment to reform is not sustained.
- OTA program engagements are distinguished by flexibility, selectivity and responsiveness.
- OTA recognizes that its core strength lies in the dedication, adaptability and expertise of its advisors.

***Programmatic Goals***

- Encourage depth of engagement and an integrated, multi-discipline approach. Where circumstances warrant, deeper, stronger, more comprehensive engagements may improve the prospects for material impact.
- Encourage an approach that targets geographic regions and common financial or economic problems. Look for opportunities to place advisors in countries with common needs by virtue of location, financial structure (e.g., significant dependence upon donor revenue), or dislocations (e.g., highly affected by extractive industry income).

- Provide specialized multi-discipline programs and rapid response teams to support key U.S. Government priorities.
- Recruit, retain and support a cadre of advisors that manifests OTA's tradition of excellence.
- Continue to strengthen OTA coordination within Treasury and with other parts of the U.S. Government.
- Enhance awareness of Treasury's technical assistance program.
- Ensure that OTA's management systems fully support the achievement of OTA's mission.

Table A

**2019 TIATA Budget Execution Plan**

Projects Funded by FY 2019 Treasury International Affairs Technical Assistance (TIATA) Appropriation

<b>Table A</b>						
<b>2019 Budget Execution Plan</b>						
<b>Treasury International Affairs Technical Assistance (TIATA)</b>						
<b>LATIN AMERICA AND CARIBBEAN</b>						
		<u>Team</u>	<u>Advisor Category</u>	<u>Co-Financing</u>	<u>TIATA</u>	<u>Total</u>
OTA2077	1 Argentina	BDGT	Intermittent		\$ 450,659	\$ 450,659
OTA3088	2 Argentina	CRME	Resident		\$ 733,027	\$ 733,027
OTA4064	3 Argentina IFT	DEBT	Resident		\$ 818,649	\$ 818,649
OTA5056	4 Argentina	RVNU	Intermittent		\$ 299,587	\$ 299,587
OTA1058	5 Argentina 02	BANK	Resident		\$ 769,102	\$ 769,102
OTA4080	6 Brazil IFT	DEBT	Resident		\$ 789,051	\$ 789,051
OTA5062	7 Colombia	RVNU	Intermittent		\$ 128,482	\$ 128,482
OTA4060	8 Colombia IFT	DEBT	Resident		\$ 567,018	\$ 567,018
OTA1077	9 Costa Rica (Financial Inclusion)	BANK	Intermittent		\$ 225,355	\$ 225,355
OTA1060	10 Dominican Republic (Financial Inclusion)	BANK	Intermittent		\$ 274,310	\$ 274,310
OTA1061	11 Dominican Republic (Financial Stability)	BANK	Intermittent		\$ 155,872	\$ 155,872
OTA3093	12 Dominican Republic	CRME	Intermittent		\$ 304,409	\$ 304,409
OTA5052	13 Dominican Republic	RVNU	Project Coordinator + Intermittent		\$ 667,492	\$ 667,492
OTA3089	14 ECCB-Saint Kitts	CRME	Intermittent		\$ 175,235	\$ 175,235
OTA4081	15 Ecuador	DEBT	Resident		\$ 949,891	\$ 949,891
OTA5063	16 Ecuador	RVNU	Intermittent		\$ 599,693	\$ 599,693
OTA4082	17 Ecuador IFT	DEBT	Resident		\$ 602,769	\$ 602,769
OTA2035	18 El Salvador	BDGT	Close-out		\$ 94,222	\$ 94,222
OTA1062	19 Guatemala (Financial Inclusion)	BANK	Intermittent		\$ 68,198	\$ 68,198
OTA5033	20 Guyana	RVNU	Project Coordinator + Intermittent	\$ 7,053	\$ 562,617	\$ 569,670
OTA2030	21 Honduras 01	BDGT	Intermittent		\$ 414,249	\$ 414,249
OTA2044	22 Honduras 02	BDGT	Intermittent		\$ 381,198	\$ 381,198
OTA4032	23 Honduras	DEBT	Intermittent		\$ 462,906	\$ 462,906
OTA2065	24 Jamaica	BDGT	Resident		\$ 746,132	\$ 746,132
OTA1063	25 Jamaica (Deposit Insurance)	BANK	Intermittent		\$ 150,823	\$ 150,823
OTA1052	26 Jamaica (Financial Inclusion)	BANK	Intermittent		\$ 196,186	\$ 196,186

OTA4086	27	Jamaica (IFT)	DEBT	Intermittent		\$	531,414	\$	531,414
OTA1064	28	Mexico (Financial Inclusion)	BANK	Intermittent		\$	151,868	\$	151,868
OTA4078	29	Panama IFT	DEBT	Intermittent		\$	215,413	\$	215,413
OTA2043	30	Paraguay	BDGT	Resident		\$	762,295	\$	762,295
OTA3054	31	Paraguay	CRME	Resident		\$	767,122	\$	767,122
OTA4063	32	Paraguay	DEBT	Resident		\$	523,326	\$	523,326
OTA1065	33	Paraguay (Deposit Insurance)	BANK	Intermittent		\$	78,824	\$	78,824
OTA1066	34	Paraguay (Financial Inclusion)	BANK	Intermittent		\$	250,747	\$	250,747
OTA4050	35	Paraguay IFT	DEBT	Intermittent		\$	519,812	\$	519,812
OTA4039	36	Peru IFT	DEBT	Intermittent		\$	177,062	\$	177,062
OTA5060	37	Peru	RVNU	Intermittent		\$	274,746	\$	274,746
OTA1051	38	Peru (Financial Inclusion)	BANK	Resident		\$	264,758	\$	264,758
OTA1068	39	Peru (Deposit Insurance)	BANK	Intermittent		\$	84,181	\$	84,181
OTA3086	40	Saint Vincent and the Grenadines	CRME	Intermittent		\$	211,963	\$	211,963
		<b>Subtotal Latin America and Caribbean</b>				\$	<b>7,053</b>	\$	<b>16,400,663</b>
						\$		\$	<b>16,407,716</b>

	<u>ASIA</u>	<u>Team</u>	<u>Advisor Category</u>	<u>Co-Financing</u>	<u>TIATA</u>	<u>Total</u>
OTA5042	41 Burma	RVNU	Resident + Intermittent		\$ 99,888	\$ 99,888
OTA2058	42 Cambodia	BDGT	Intermittent	\$ 72,082	\$ 184,588	\$ 256,670
OTA4058	43 India IFT	DEBT	Intermittent		\$ 268,258	\$ 268,258
OTA1079	44 Indonesia (Financial Inclusion)	BANK	Intermittent		\$ 157,196	\$ 157,196
OTA2059	45 Indonesia	BDGT	Resident		\$ 1,029,353	\$ 1,029,353
OTA4053	46 Indonesia IFT 02	DEBT	Intermittent		\$ 79,900	\$ 79,900
OTA4036	47 Indonesia IFT	DEBT	Resident		\$ 618,362	\$ 618,362
OTA3097	48 Maldives	CRME	Intermittent		\$ 191,144	\$ 191,144
OTA4079	49 Maldives	DEBT	Intermittent		\$ 349,716	\$ 349,716
OTA2005	50 Mongolia	BDGT	Intermittent		\$ 389,132	\$ 389,132
OTA3091	51 Mongolia	CRME	Resident		\$ 1,066,447	\$ 1,066,447
OTA4077	52 Mongolia 02 IFT	DEBT	Intermittent		\$ 287,435	\$ 287,435
OTA1074	53 Nepal	BANK	Resident		\$ 842,246	\$ 842,246
OTA5059	54 Papua New Guinea	RVNU	Project Coordinator + Intermittent		\$ 384,835	\$ 384,835
OTA1041	55 Philippines	BANK	Intermittent		\$ 440,450	\$ 440,450
OTA4047	56 Philippines	DEBT	Intermittent		\$ 303,282	\$ 303,282
OTA4056	57 Philippines IFT	DEBT	Resident		\$ 752,214	\$ 752,214
OTA1069	58 Sri Lanka	BANK	Resident		\$ 516,439	\$ 516,439
OTA5061	59 Sri Lanka	RVNU	Project Coordinator + Intermittent	\$ 487,700	\$ 469,783	\$ 957,483
OTA1075	60 Tajikistan	BANK	Intermittent		\$ 113,765	\$ 113,765
OTA4087	61 Uzbekistan	DEBT	Intermittent	\$ 594,328	\$ 184,335	\$ 778,663
OTA2007	62 Vietnam	BDGT	Intermittent		\$ 974,889	\$ 974,889
OTA4083	63 Vietnam IFT	DEBT	Resident		\$ 323,160	\$ 323,160
	<b>Subtotal Asia</b>			<b>\$ 1,154,110</b>	<b>\$ 10,026,817</b>	<b>\$ 11,180,927</b>

	<b>SUB-SAHARAN AFRICA</b>	<b>Team</b>	<b>Advisor Category</b>	<b>Co-Financing</b>	<b>TIATA</b>	<b>Total</b>
OTA3095	64 Angola	CRME	Intermittent	\$ 65,000	\$ 574,184	\$ 639,184
OTA2072	65 Botswana	BDGT	Resident		\$ 1,544,778	\$ 1,544,778
OTA3096	66 Botswana	CRME	Intermittent		\$ 149,361	\$ 149,361
OTA5057	67 Cameroon	RVNU	Project Coordinator + Intermittent		\$ 734,635	\$ 734,635
OTA5049	68 Cote D'Ivoire	RVNU	Project Coordinator + Intermittent		\$ 696,658	\$ 696,658
OTA4085	69 Ethiopia IFT	DEBT	Resident		\$ 566,248	\$ 566,248
OTA1078	70 Guinea	BANK	Intermittent		\$ 514,940	\$ 514,940
OTA5046	71 Guinea Bissau	RVNU	Project Coordinator + Intermittent		\$ 474,500	\$ 474,500
OTA4018	72 Kenya	DEBT	Resident		\$ 948,397	\$ 948,397
OTA3083	73 Liberia	CRME	Intermittent		\$ 287,740	\$ 287,740
OTA1054	74 Madagascar (Financial Inclusion)	BANK	Resident		\$ 1,079,617	\$ 1,079,617
OTA2056	75 Madagascar	BDGT	Resident		\$ 1,270,739	\$ 1,270,739
OTA4066	76 Madagascar	DEBT	Resident		\$ 852,658	\$ 852,658
OTA2051	77 Malawi	BDGT	Close-out		\$ 52,934	\$ 52,934
OTA5022	78 Niger	RVNU	Project Coordinator + Intermittent		\$ 769,006	\$ 769,006
OTA4048	79 Rwanda	DEBT	Intermittent		\$ 206,089	\$ 206,089
OTA5047	80 Rwanda	RVNU	Project Coordinator + Intermittent		\$ 849,688	\$ 849,688
OTA2075	81 Senegal	BDGT	Close-out		\$ 155,090	\$ 155,090
OTA1055	82 Sierra Leone (Financial Inclusion)	BANK	Resident		\$ 1,377,007	\$ 1,377,007
OTA3092	83 Sierra Leone	CRME	Intermittent		\$ 609,238	\$ 609,238
OTA5064	84 Sierra Leone	RVNU	Project Coordinator + Intermittent		\$ 460,019	\$ 460,019
OTA2074	85 The Gambia	BDGT	Resident		\$ 1,086,165	\$ 1,086,165
OTA4084	86 The Gambia	DEBT	Resident		\$ 783,736	\$ 783,736
OTA5058	87 The Gambia	RVNU	Project Coordinator + Intermittent		\$ 187,135	\$ 187,135
OTA2054	88 Uganda	BDGT	Intermittent		\$ 604,102	\$ 604,102
OTA4061	89 Uganda 02 IFT	DEBT	Resident		\$ 702,406	\$ 702,406
OTA4049	90 WAEMU Regional Securities Agency	DEBT	Intermittent		\$ 244,456	\$ 244,456
OTA5028	91 Zambia	RVNU	Project Coordinator + Intermittent		\$ 366,583	\$ 366,583
OTA1072	92 Zambia 02	BANK	Intermittent		\$ 441,988	\$ 441,988
	<b>Subtotal Sub-Saharan Africa</b>			<b>\$ 65,000</b>	<b>\$ 18,590,097</b>	<b>\$ 18,655,097</b>



		<u>Team</u>	<u>Advisor Category</u>	<u>Co-Financing</u>	<u>TIATA</u>	<u>Total</u>
		<b>SENIOR ADVISORS</b>				
OTA1013	93	Senior Advisor (AFR+EUR)	BANK	\$ -	\$ 602,442	\$ 602,442
OTA1076	94	Senior Advisor (DC-Based)	BANK	\$ -	\$ 259,955	\$ 259,955
OTA1050	95	Senior Advisor (Financial Inclusion)	BANK	\$ -	\$ 472,365	\$ 472,365
OTA2015	96	Senior Advisor	BDGT	\$ -	\$ 582,508	\$ 582,508
OTA2016	97	Senior Advisor - Cash Management	BDGT	\$ -	\$ 521,310	\$ 521,310
OTA3023	98	Senior Advisor I	CRME	\$ -	\$ 514,503	\$ 514,503
OTA3024	99	Senior Advisor II	CRME	\$ -	\$ 514,251	\$ 514,251
OTA4016	100	Senior Advisor I	DEBT	\$ -	\$ 455,485	\$ 455,485
OTA4054	101	Senior Advisor IFT	DEBT	\$ -	\$ 446,272	\$ 446,272
OTA5011	102	Senior Advisor	RVNU	\$ -	\$ 908,334	\$ 908,334
		<b>Subtotal Senior Advisors</b>		<b>\$ -</b>	<b>\$ 5,277,425</b>	<b>\$ 5,277,425</b>
		<b>GRAND TOTAL</b>		<b>\$ 1,226,163</b>	<b>\$ 50,295,002</b>	<b>\$ 51,521,165</b>

Notes

1. TIATA figures include carryover of prior year TIATA funds.
2. Figures include program management (20% of total).
3. OTA Team abbreviations: BDGT = Budget and Financial Accountability; CRME = Economic Crimes; BANK = Banking and Financial Services; DEBT = Government Debt and Infrastructure Finance; RVNU = Revenue Administration and Policy.
4. Co-funding amounts may reflect funds intended for more than one year.

Table B

**2019 Non-TIATA Sources of Funding**

Treasury International Affairs Technical Assistance (TIATA)

<b>Table B</b>			
<b>2019 Non-TIATA Sources of Funding</b>			
<b>Treasury International Affairs Technical Assistance (TIATA)</b>			
<b>Purpose</b>	<b>Source</b>	<b>Transfer Category</b>	<b>Amount</b>
Assistance for Europe, Eurasia and Central Asia	State	632(b)	\$9,325,000
Technical Assistance to the Government of Haiti	USAID	632(b)	\$534,649
Technical Assistance to the Government of Iraq	State	632(b)	\$742,574
Technical Assistance to the Government of Jordan	USAID	632(b)	\$225,452
Technical Assistance to the Government of Kosovo	Host Government	Direct	\$55,581
Technical Assistance to Government of Maldives	State	632(b)	\$750,000
Technical Assistance to Government of Sri Lanka	State	632(b)	\$500,000
Technical Assistance to Government of Uzbekistan	State	632(b)	\$2,000,000
Technical Assistance for PEPFAR recipient countries (Uganda, Zambia, Ethiopia)	State	632(b)	\$8,000,000
Technical Assistance for Domestic Resource Mobilization	USAID	632(b)	\$150,000
<b>TOTAL</b>			<b>\$22,283,256</b>