

PROJECT EVALUATION SUMMARY (PFS) - PART I

REPORT SYMBOL U-447

<p>1. PROJECT TITLE <b>Planning Assistance, Inc. Development Program Grant</b></p>	<p>2. PROJECT NUMBER <b>932-0068</b></p>	<p>3. MISSION/AID/W OFFICE <b>AID/PDC/PVC</b></p>
<p>4. EVALUATION NUMBER (ENTER THE NUMBER MAINTAINED BY THE REPORTING UNIT, E.G., COUNTRY OR AID/W ADMINISTRATIVE CODE, FISCAL YEAR, SERIAL NO. BEGINNING WITH NO. 1 EACH FY) <b>No. 1</b></p>		

<p>5. KEY PROJECT IMPLEMENTATION DATES</p> <table style="width: 100%;"> <tr> <td style="width: 33%;">A. FIRST PRO-AG OR EQUIVALENT FY <u>75</u></td> <td style="width: 33%;">B. FINAL OBLIGATION EXPECTED FY <u>77</u></td> <td style="width: 33%;">C. FINAL INPUT DELIVERY FY <u>78</u></td> </tr> </table>	A. FIRST PRO-AG OR EQUIVALENT FY <u>75</u>	B. FINAL OBLIGATION EXPECTED FY <u>77</u>	C. FINAL INPUT DELIVERY FY <u>78</u>	<p>6. ESTIMATED PROJECT FUNDING</p> <table style="width: 100%;"> <tr> <td style="width: 50%;">A. TOTAL \$ <u>700,000</u></td> <td style="width: 50%;">B. U.S. \$ <u>700,000</u></td> </tr> </table>	A. TOTAL \$ <u>700,000</u>	B. U.S. \$ <u>700,000</u>	<p>7. PERIOD COVERED BY EVALUATION</p> <p>FROM (MONTH/YR.) <u>5/77</u> TO (MONTH/YR.) <u>3/78</u> DATE OF EVALUATION REVIEW</p>
A. FIRST PRO-AG OR EQUIVALENT FY <u>75</u>	B. FINAL OBLIGATION EXPECTED FY <u>77</u>	C. FINAL INPUT DELIVERY FY <u>78</u>					
A. TOTAL \$ <u>700,000</u>	B. U.S. \$ <u>700,000</u>						

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. LIST DECISIONS, INCLUDING THOSE ITEMS NEEDING FURTHER STUDY. (NOTE: MISSION DECISIONS WHICH ANTICIPATE AID/W OR REGIONAL OFFICE ACTION SHOULD SPECIFY TYPE OF DOCUMENT E.G., AIRGRAM, SPAR, PIC WHICH WILL PRESENT DETAILED REQUEST.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
(1) PAI should be given future management development services (MDS) support to meet PVO demands for planning and management guidance in the developing world, subject to changes in project design noted below.	R.E. Bigelow	6/78
(2) PAI should redesign its work to operate out of regional field offices on a sustaining basis. After an initial period of establishment of such regional field offices, PAI should aid PVOs across functional lines and national boundaries within the region.	R.E. Bigelow	6/78
(3) The logical framework of future PAI activity should be re-examined and recast.	R.E. Bigelow F. Dimond, PPC/DPRE/PE	5/78
(4) Future support for PAI should allow adequate program and budgetary flexibility to deal with diverse planning and management needs of PVOs and public agencies in countries where they work.	R.E. Bigelow	6/78
(5) Future support for PAI should encourage the localization of staff, at a reasonable pace, to increase PAI's capacity for institutionalization and cost efficiency.	R.E. Bigelow	6/78
(6) PAI should insure installation of procedures for adequate collection of baseline data and enroute tracking and evaluation of field activities. An intensive evaluation should be completed at the first year under future support to guide further activity and funding.	R.E. Bigelow Alternative	6/78

<p>9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS</p> <table style="width: 100%;"> <tr> <td style="width: 33%;"><input checked="" type="checkbox"/> PROJECT PAPER (new grant)</td> <td style="width: 33%;"><input type="checkbox"/> Implementation plan e.g. CPI Network</td> <td style="width: 33%;"><input type="checkbox"/> OTHER (SPECIFY)</td> </tr> <tr> <td><input type="checkbox"/> FINANCIAL PLAN</td> <td><input type="checkbox"/> PIO/T</td> <td>_____</td> </tr> <tr> <td><input checked="" type="checkbox"/> LOGICAL FRAMEWORK</td> <td><input type="checkbox"/> PIO/C</td> <td><input type="checkbox"/> OTHER (SPECIFY)</td> </tr> <tr> <td><input type="checkbox"/> PROJECT AGREEMENT</td> <td><input type="checkbox"/> PIO/P</td> <td>_____</td> </tr> </table>	<input checked="" type="checkbox"/> PROJECT PAPER (new grant)	<input type="checkbox"/> Implementation plan e.g. CPI Network	<input type="checkbox"/> OTHER (SPECIFY)	<input type="checkbox"/> FINANCIAL PLAN	<input type="checkbox"/> PIO/T	_____	<input checked="" type="checkbox"/> LOGICAL FRAMEWORK	<input type="checkbox"/> PIO/C	<input type="checkbox"/> OTHER (SPECIFY)	<input type="checkbox"/> PROJECT AGREEMENT	<input type="checkbox"/> PIO/P	_____	<p>10. DECISIONS ON FUTURE OF PROJECT.</p> <p>A. <input type="checkbox"/> CONTINUE PROJECT WITHOUT CHANGE</p> <p>B. <input checked="" type="checkbox"/> CHANGE PROJECT DESIGN AND/OR (new grant) <input type="checkbox"/> CHANGE IMPLEMENTATION PLAN</p> <p>C. <input type="checkbox"/> DISCONTINUE PROJECT</p>
<input checked="" type="checkbox"/> PROJECT PAPER (new grant)	<input type="checkbox"/> Implementation plan e.g. CPI Network	<input type="checkbox"/> OTHER (SPECIFY)											
<input type="checkbox"/> FINANCIAL PLAN	<input type="checkbox"/> PIO/T	_____											
<input checked="" type="checkbox"/> LOGICAL FRAMEWORK	<input type="checkbox"/> PIO/C	<input type="checkbox"/> OTHER (SPECIFY)											
<input type="checkbox"/> PROJECT AGREEMENT	<input type="checkbox"/> PIO/P	_____											

<p>11. Project Officer and Host Country or Other Ranking Participants AS Appropriate (Names and Titles)</p> <p><b>Ross E. Bigelow, Development Officer</b></p>	<p>12. SIGNATURE</p> <p style="text-align: center;"><i>Maurice D. Kohan</i></p> <hr/> <p>TYPED NAME <b>Maurice D. Kohan</b></p> <hr/> <p>DATE <b>4/28/78</b></p>
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A STUDY OF SELECTED  
PLANNING ASSISTANCE, INC. (PAI)  
ACTIVITIES IN CENTRAL AMERICA

Ross Edgar Bigelow  
AID/PDC/PVC/OPNS  
March 23, 1978

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## I. INTRODUCTION

Planning Assistance, Inc. (PAI) was established in 1973 to enhance the capacity of voluntary and governmental agencies in selected developing countries to effectively plan and manage their resources for achievement of respective national goals. Since 1975, with support from the Agency for International Development (AID) totalling \$700,000, PAI has undertaken seventeen planning projects in thirteen countries: Lesotho, Liberia, Upper Volta, Ethiopia, Cameroon, Sudan, India, Bangladesh, Sri Lanka, Haiti, El Salvador, Guatemala and Costa Rica. PAI has operated out of its New York office using a workshop approach which emphasizes (a) collaborative planning by objectives among selected participants from the private and public sectors of a given country, (b) collaborative preparation of management guidance materials, and (c) the training and use of local personnel to render ongoing planning assistance in the field.

### Purpose of the Study

Evaluation of PAI activities is important at this juncture. We are coming to the end of the three-year period under Development Program Grant AID/pha-G-1126, and PAI is seeking additional support for a second phase. Until now, no PAI field project had been visited by the Office of Private and Voluntary Cooperation (PDC/PVC), nor had any general evaluation been made.<sup>1</sup>

In February 1978 representatives of PAI met several times with PDC/PVC and the Bureau of Program and Policy Coordination (PPC/DPRE/PE) to review goals, impact, outputs and inputs and produced mutually acceptable bases for a PAI self-evaluation and proposal revision. An AID/W Evaluation Review Group met with PAI March 10, 1978 to consider PAI's self-assessment entitled, "An Evaluation of the Program Funded by the Development Program Grant to Planning Assistance (AID/pha-G-1126)."

The study contained herein is the product of a PDC/PVC field trip to PAI projects in Guatemala and Costa Rica, March 14-18, 1978. A PAI staff member, John Palmer Smith, accompanied. The purposes of this study visit were:

- (1) To "ground truth" (field verify) the findings of PAI's self-assessment through ex post facto interviews in one country where PAI has been operating, Costa Rica; and
- (2) To observe the PAI collaborative planning technique in action in one country, Guatemala.

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<sup>1</sup>However, see a moderately useful piece related to the PAI/Lesotho OPG: Ronald Parlatto, "Lesotho Food and Nutrition Planning and Research Assistance Project," November, 1977.

### Limitations of the Study

This study is almost "too little, too late." It would have been preferred to have had more and earlier contacts with the grantee in the field. Time constraints have limited the extent of the study of PAI impact and the number of projects that could be visited by PDC/PVC. Whether PAI's role and impact in other countries vary substantially from those observed in Central America can only be surmised.

### Orientation of the Study

Ideally evaluation is an integral part of the process of project development. It should not only serve AID's purposes, but also provide ongoing guidance to the grantee. The greatest beneficiaries, after all, are those who participate in the evaluation. This orientation has dictated PAI's generation of its own self-assessment and underlies the joint PDC/PVC-PAI visit to the field. An external evaluation might have been of less immediate value to us in the circumstances.

This study is also an internal and subjective exercise. It simply reflects a brief visit to the field to examine the evidence of PAI's work and the claims made in its self-assessment concerning the collaborative approach, the immediate workshop results and the apparent impact of projects in one country.

### Theoretical Framework

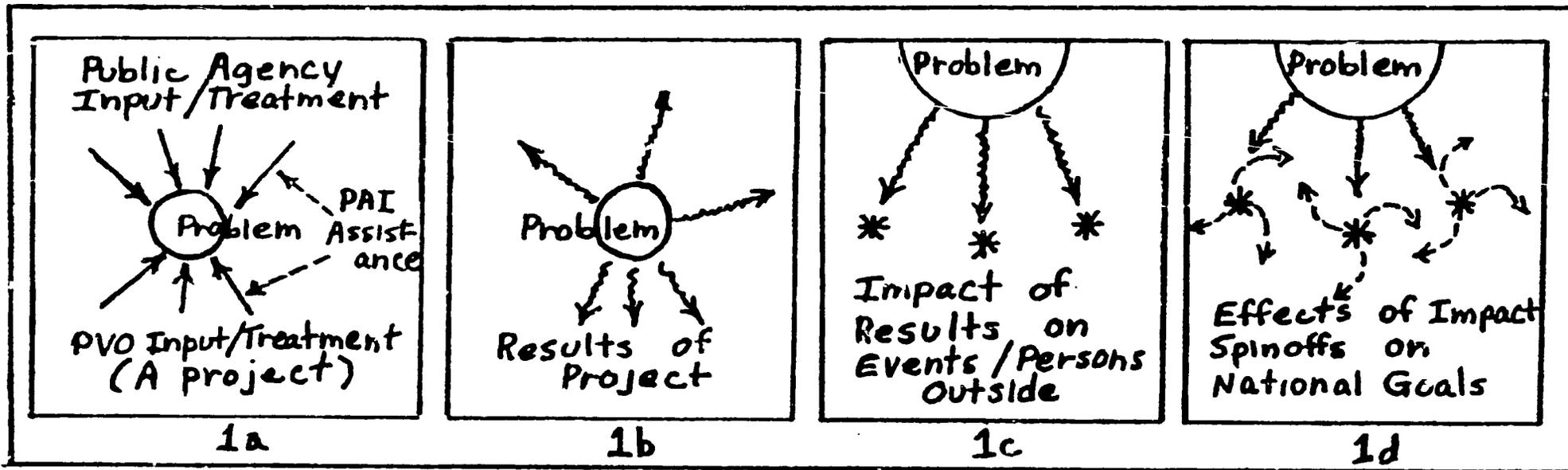
To facilitate evaluation and project design, AID generally utilizes a logical framework. The theoretical orientation of this study began with a review of PAI's logical framework, as evolved in its self-assessment. Figure 1 below is a diagrammatic interpretation of PAI's relation to project inputs, outputs, purposes (impacts), and goals in a given country.

Figure 1a: It is important to note that PAI plays a management services role; it does not operate its own project but provides assistance to private and public organizations in tackling their common problem (e.g., rural health services, vocational training). These collaborative efforts constitute a project wherein PVO and public agency inputs/treatments are applied to a common problem in a PAI-assisted workshop setting.

Figure 1b: The treatments applied in the workshop produce results (or outputs), such as mutually agreed sets of project goals, timetables for implementation, division of tasks and responsibility, systems of evaluation and budget estimates for a collaborative enterprise. (Such results were observed in the Guatemala workshop.)

Figure 1c: The results subsequently impact on persons or events outside the original workshop setting, e.g. reapplication of workshop techniques by participants in post-workshop environments, subsequent collaboration or

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## Theoretical Framework

Figure 1.

cooperation by participants, involvement of non-participants in collaborative efforts, institutionalization of collaborative efforts through creation of a formal organization. (Such impacts were studied in Costa Rica.)

Figure 1d: Impacts (achievements of purposes) may produce spinoffs which affect achievement of national goals to meet basic human needs, such as health, education for employment, or adequate food production. The effects of impacts on goals are not only the hardest to measure but the most difficult to attribute to source. Goal achievement and source attribution were not attempted in this study.

The following sections deal with a review of the PAI style as observed in Guatemala, a study of the impact it has had in Costa Rica, and conclusions and recommendations.

## II. THE PLANNING ASSISTANCE STYLE IN GUATEMALA

### Background

The PAI-assisted workshop in Guatemala took place in the historic capital of Antigua, March 13-15, 1978. It consisted of 2½ days of organizational planning sessions for the board of the newly-formed Community Health Services Association (ASSC) and was funded, except for PAI's input, by the local Catholic Relief Services (CRS) office. Participants are listed in Appendix A. The moving force behind the Association and the workshop was Mary Hamlin deZuniga, M.P.H., an American who has lived in Central America for many years and is married to a Nicaraguan veterinary student. PAI's John Palmer Smith, who had worked with Mrs. deZuniga in two previous PAI-assisted workshops in Guatemala, was invited by her to facilitate ASSC planning. I observed approximately the last two-fifths of workshop activities.

The Association is committed to coordinating efforts to serve rural health needs among the myriad of PVOs operating in Guatemala. According to a USAID-financed study in 1977<sup>2</sup>, there are some 150 independent PVOs working in health activities in Guatemala, of which 73% are supported by foreign, largely religious organizations. The study estimated total PVO annual expenditures of \$4.5 million and \$11.0 million in P.L. 480 food distribution, complementing the \$23.0 million provided by the Ministry of Health primarily for urban medical facilities. The PVOs, serving their disparate causes, yield an important service since very little public support for health reaches the rural poor.

Among the recommendations of the study were (a) the creation of a coordinating

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<sup>2</sup>Keaty, Charles A. and Keaty, Geraldine A. (in collaboration with Dr. Gabriel Evans, Coordinator, Oficina de Asuntos Internacionales, Ministerio de Salud Pública y Asistencia Social), "A Study of Private Voluntary Organizations (PVOs) in Guatemala," May, 1977.

council for health PVOs, (b) organization of an information clearing house, and (c) expansion of the government's role in registering international agencies working in health. USAID funding for these activities has been proposed.

While not responding directly to the recommendations, the ASSC was independently created to better coordinate the grand array of PVO efforts in health in Guatemala. In the coming months ASSC will seek (a) to establish its juridical personality in Guatemala, and (b) to begin the importation of duty-free drugs for sale to participating PVOs. ASSC tentatively plans to levy a 5% surcharge over cost to cover ASSC overhead.

### The Planning Style

PAI's contribution to planning activities is based on the local initiative and request of public and private organizations which are seeking to serve areas of basic human need. A workshop is arranged and costs are covered by the requesting PVOs, their sponsor, and/or PAI. PAI staff meet with appropriate local people before the workshop to design a methodology for collaborative planning, prepare materials if needed, make logistical preparations, and sometimes train local staff. Essential materials include little more than flip chart paper, felt pens and walls to tape/pin the products on. The PAI inputs are highly portable.

In Guatemala, most pre-workshop arrangements had been made by the ASSC and Mrs. deZuniga before Mr. Smith's arrival. A day was spent just prior to the workshop in designing the methodology.

During the workshop PAI's style was clearly non-directive. PAI sought to facilitate collaborative planning, using standard management by objectives techniques. Participants dominated conversation generally and a sense of excitement was evident. Mr. Smith played the role of a good teacher, drawing out ideas here, consolidating similar thoughts there. The process is really very simple, and the style can be easily adopted by the participants. Basically, the process is an exercise in systematic thinking which guides participants through consideration of organizational objectives, listings of program tasks and related timetables and responsible parties, systems of evaluation, and estimated budgets.

An element which seemed to be lacking in the Guatemala workshop was a geographic identification of the problem. For example, according to the Katz study<sup>3</sup>, 57% of all PVO projects are aimed at the highlands which are relatively blessed climatically and epidemiologically. Mr. Smith agreed but noted that geographical identification of the problem is frequently incorporated in the methodology.

### The Results

The Guatemala workshop resulted in both hard and not-so-hard products. The hard products included planning charts and lists, paper, felt pens,

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<sup>3</sup>Ibid.

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tape, etc., all of which were given to the participants. Each was also presented with a typed copy of the charts and lists produced. Some participants also took their own notes, although this was not necessary. Specific products in Guatemala included: (a) an organizational chart for ASSC, (b) a 3-day workshop timetable, (c) a listing of program objectives for various PVO activities, and a reworked short list of objectives, (d) a detailed listing for community health programs (preventative and therapeutic) and education and information services, (e) a detailed chart of administrative tasks, timetables and assignments of responsibility for each, (f) a timetable for administrative decision making, (g) listings of things to be evaluated and evaluation tasks, reworked to a short list, (h) an evaluation timetable by task and responsible person, (i) a categorized list of budgetary items (personnel, transport, equipment, direct costs, etc.) all cross-checked against the program and administrative tasks listed earlier, and (j) estimates of percentages of staff time devoted to administrative and program tasks.

There were also the not-so-hard products of the workshop, difficult to measure, but quite apparent. The workshop resulted in a high level of enthusiasm at the close which clearly could foster future cooperation among the participants. This seemed to derive from their getting a grasp on a common problem and finding a technique for dealing with it. Though such results might well lead to various impacts in time, measurement of such impacts must of necessity await some future assessment.

### III. THE PLANNING ASSISTANCE IMPACT IN COSTA RICA

Unlike the Guatemala visit, the trip to Costa Rica was made to provide an ex post facto assessment of PAI's work. In place of first-hand observation, there was an opportunity for interviewing persons who had had direct or indirect contact with previous PAI-assisted workshops. See appendices B & C. The primary interest was not so much PAI inputs and workshop outputs as finding evidence of sustained impact of the workshops.

#### Background

PAI provided assistance to workshops in Costa Rica in May and November 1977. In May, week-long back-to-back sessions were held to address the special organizational problems of separate PVOs: Centro de Orientación Familiar (COF) and Caravanas de Buena Voluntad (Caravanas).

In November, representatives of 20 local PVOs and public agencies came together to consider means of coordinating their separate development efforts. Participants indicated their motivations were to exchange ideas and program information, avoid duplication of effort, cooperate in collective action in the same sites, maximize individual program impact, do joint training, consider models and systems of collaborative development, and reduce individual PVO operating costs.

The results of the November workshop were published and distributed by COF and Caravanas immediately after the workshop. The report included statements of workshop objectives and conclusions, a matrix of goals and objectives by institution, a model for inter-institutional cooperation, final suggestions and summary sheets on each participating institution.

### Impact of Collaborative Planning

Our primary interest in Costa Rica was finding some evidence of impact of the workshops in which PAI played a role. Based on the interviews, the following are offered as indicators of workshop impact:

1. Following creation of the Provisional Coordinating Committee (CPC) at the November 1977 workshop, Sr. Rodolfo E. Osorio Ponce of the Family Orientation Center (COF) coordinated three followup meetings of PVO participants plus representatives of other PVOs who expressed interest subsequently.
2. COF Director Rev. José Carlo discussed permanent establishment of an inter-agency committee to coordinate public and private development programs with President-elect Rodrigo Carazo who will take office May 8, 1978. This might result in institutionalization of CPC-type PVO coordination.
3. Sr. José María Campos Morera of the Ministry of Education, using November workshop contacts, organized a new Costa Rican Association of Adult Educators (ACEDA) in November 1977, consisting of about 25 organizations and 75 persons, to coordinate their efforts. To institutionalize ACEDA, José María also has met with ministerial-level appointees to the new government.
4. Several participants of the workshop indicated they have had more frequent contact with one another since the workshop. They feel they constitute an informal network which facilitates inter-agency (public and private) cooperation. José María said he believes a group identity has developed among those who have experienced collaborative planning by objectives.
5. Rev. Jonás Gonzalez Rodriguez of Caravanas de Buena Voluntad (Caravanas), a coordinator of PAI-assisted workshops in May and November 1977, indicated he now employs PAI methods himself within Caravanas, evident by the charts hanging on his office walls. His vocational training section has also begun recent manufacture of PAI-style flip chart stands for about \$3.50/each, based on demand from local PVOs. Caravanas has accepted a request to help coordinate special education planning for a PVO called the National Council for Rehabilitation and Special Education (CNREE). Jonás Gonzalez joined COF's José Carlo for the meeting with President-

elect Carazo noted above.

6. Oliveth Bogantes Hidalgo, Director of Planning for a parastatal PVO called Instituto Mixto de Ayuda Social (IMAS), who was invited but could not attend the November workshop, has sent IMAS representatives to the CPC followup meetings. He says these meetings and the workshop model helped him organize collaborative planning among ten social action PVOs working in southern San José, Barrio Cristo Rey. This is an example of geographical PVO coordination which is encouraged by CPC. Similar geographic collaboration is said to be taking place among PVOs in Limón. COF also assisted in the training of Bogantes' Barrios staff.
7. Señorita Flory Isabel Meza Calvo of the National Institute of Vocational Education (INA), who also was invited but did not attend the November workshop, says she was sparked by the workshop report to call a meeting of Costa Rican public and private vocational educators, for the purpose of better coordination of their various efforts. In addition, Flory Meza has attended the CPC followup meetings.
8. Some Costa Rican PVOs which had seen their roles as competitive before the November workshop are now cooperating with one another. COF (an Episcopalian organization) is collaborating with the Family Integration Center (CIF) (a Catholic body) in the presentation of pre-matrimonial sessions for couples. The local YMCA (ACJ) has joined with the National Youth Movement (MNJ) to do training programs. A COF brochure is now published by the YMCA (ACJ). Sr. Rodolfo of COF attributes these instances of cooperation to mutual contact at the November workshop.

As indicated earlier no attempt was made to measure goal achievement or to attribute such achievement to sources. Limitations of time, if not the state of the art, precluded such assessment.

#### IV. CONCLUSIONS AND RECOMMENDATIONS

##### Conclusions

1. Based on the views of workshop participants, there is a continuing demand for collaborative planning and ongoing management services in Costa Rica and Guatemala. As suggested in the section above, individual organizations have specific aspirations to collaborate in development cooperation, adult education, and vocational training, etc. as a new government takes office in Costa Rica. ASSC in Guatemala also indicated its desire for future collaborative planning assistance. Demand for management services in Central America probably crosses both functional lines and national boundaries.
2. Given the single-contact, no-followup nature of PAI assistance, the November 1977 workshop, there has been a remarkable number of indicators that the workshop had sustaining impact in Costa Rica. In Guatemala, impact indicators would need to be assessed at some future time.

3. Within Central America PAI appears to have no real competition in the provision of collaborative planning by objectives to private and public development organizations. There is the Central-American Institute for Administration and Business Enterprise (INCAE) in Nicaragua, but INCAE employs a Harvard Business School case-study approach in an academic setting and is not geared to provide a mobile, problem-oriented management service.
4. The PAI style is non-directive, collaborative, and readily acquired by participants. The management by objectives approach provides a framework for dealing with problems of mutual concern. The level of enthusiasm and desire for ongoing collaboration among workshop participants are clearly positive results of the PAI style.
5. The current PAI model of operation, which permits only occasional contact with those seeking development assistance, is not adequate to provide ongoing management services to the private and public organizations seeking them. An ongoing resource is needed.
6. The visit to Central America provided substantial verification of PAI's assessment of its style and impact in one part of the world.
7. PDC/PVC evaluation of and exposure to PAI activities to date has been inadequate. More frequent contact is necessary in the future.

#### Recommendations

1. Support should be given to PVOs in management services like Planning Assistance, Inc. since they can meet important demands by PVOs and government development agencies in Central America and elsewhere for planning and management guidance currently not otherwise available.
2. Future support for PAI should allow it adequate program flexibility to deal with the diverse planning and management needs of the PVOs and public agencies in the countries in which they work.
3. Future support for PAI should encourage the localization of staff, at a reasonable pace, to increase PAI's capacity for institutionalization and cost efficiency.
4. To the extent possible PAI field offices should develop a regional orientation to providing assistance and encouraging collaborative planning in Central America and elsewhere.
5. Future support for PAI should insure that adequate attention is given by PAI to the collection of baseline data in countries of operation to permit verification of would-be objectives and evaluation of progress under the grant. A separate budget item may be needed for data collection and evaluation.

Participants in the Planning Workshop for La Asociación de Servicios de Salud Comunitaria (ASSC)

- ASSC President, Armando Cáceres, CEMAT
- ASSC Secretary, Enrique Molina Monzon, Clínica Berhorst
- ASSC Treasurer, Juan Mendoza, Hospital Santiaguito
- 1st Spokesman, Ezequiel Gómez, P.S. - Huehuetenango
- 2nd Spokesman, Sheila McShane, Clínica Maxeña

Facilitators:

- Workshop Secretary, Señorita Amanda, Catholic Relief Services
- Assistant, Anibal Rene Garcia, Clínica Behrhorst
- Assistant, John Palmer Smith, PAI
- Assistant\*, Mary Hamlin deZuniga, M.P.H., Clínica Berhorst

\*Mary deZuniga, M.P.H., has edited El Informador for the Regional Committee for Promotion of Rural Health for nearly three years.

Interview Schedule: PAI/Costa Rica

Intoduction: Planning Assistance, Inc. (PAI) and the United States Agency for International Development in Washington (AID/W) are doing a joint study of PAI's work in Costa Rica. We would appreciate your answering a few questions as candidly as you can so that we can understand what PAI has done and so PAI's work can improve in the future.

Motivation for Collaborative Planning:

1. Why did you (PVO) participate in collaborative planning?

Results of Planning:

2. What was accomplished?
3. What was your (PVO's) role?
4. What was PAI's role?

Impact of Planning:

5. What are you (PVO) doing differently as a result?
6. What improvement has there been in your (PVO's) efficiency of operation and your (PVO's) ability to meet program objectives?
7. Can the impact be attributed to PAI?

Achievement of National Goals through Planning:

8. What national needs have been met through collaborative planning to date?
9. What collaborative planning would you like to see in future?

List of Interviewees in Costa Rica

1. Flory Meza, Departamento de Orientación, Instituto Nacional de Aprendizaje (INA)
2. José Maria Campos Marera, Profesor, Ministerio de Educación, Costa Rica
3. Rev. José Carlo, Exec. Director, Centro de Orientación Familiar (COF)
4. Jonás Gonzalez, Executive Director, Cavavanas de Buena Voluntad (CBV)
5. Oliveth Bogantes Hidalgo, Instituto Mixto de Ayuda Social (IMAS)
6. James Curmiskey, Health Officer, USAID/Costa Rica
7. Mario Del Gado, Assistant Program Officer, USAID/Costa Rica
8. Leon Lopez, USAID/Costa Rica
9. Teodoro Spaeth, Ejercito de Salvación
10. Rodolfo E. Osorio Ponce, Comité Provisorio de Coordinacion (CPC), and COF Program Officer

*Kolod*

*Rosa Bigelow*

AN EVALUATION OF THE PROGRAM FUNDED BY  
THE DEVELOPMENT PROGRAM GRANT TO PLANNING ASSISTANCE  
(AID/pha-G-1126)

Submitted by:

Planning Assistance, Inc.  
141 Fifth Avenue  
New York, New York 10010  
March 3, 1978

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I. INTRODUCTION

A. A Note About Planning Assistance

In 1975, when Planning Assistance (PA) received a Development Program Grant to complement its organizational activities, the agency was itself in its third year of work as a U.S.-based Non-Governmental Organization (NGO). PA was then modestly involved in activities both in the United States and in the economically developing world that focused first and most importantly on assistance to other NGO's and community-oriented service providers in areas of program planning: we provided direct, hands-on assistance to such agencies in the identification of community problems, the selecting of the problems which the agency would attempt to resolve (goals and objectives) and the prioritizing of those problems in terms of importance to the people being served. We would follow through on these activities by assisting organizations with development of their plans of work, monitoring and evaluation measures and procedures, and budgeting.

We termed our role as that of catalyzing a "collaborative planning process" both within individual agencies and among those agencies on commonly accepted and pursued programs.

The material in this Evaluation Report is directed primarily toward our work using DPG funds. It is also, in part, a look at the whole of Planning Assistance in that the DPG has been, for us, an effective tool for confirming the reasons for our existence and for improving the methods we use for delivering our assistance.

Because the DPG has played such a large role for us, Planning Assistance feels it is appropriate to recall for a moment the kinds of questions we were asked in 1974-1975 by some people in AID and the answers (made considerably briefer) we then gave to those questions, and to re-address ourselves to the

same questions today, three years later. The differences in our responses are instructive to an understanding of what Planning Assistance has learned in the period of the DPG and thus provide an interesting overall framework for the evaluation which follows.

1. Why do we encourage "collaborative planning"?

Three years ago, PA defined "collaborative planning" a bit loosely, allowing it to cover experiences as wide as multi-agency, single programs within an individual agency, all staff and some "clients" involvement, and program design. We suggested at that time that such planning had the virtues of being more efficient for the participating agencies in terms of use of their staff time and resources, and that such planning greatly assisted each participating agency in focusing first on its own goals and objectives and second on the preparation of joint (collaborative) program goals and objectives. We further stated that such planning nearly invariably resulted in a greater understanding of the need and viability of increased NGO sharing of activities and problems solutions. Finally, we stated that participation of all NGO staff considerably improved the morale of that staff and, thus, helped to improve the performance of the agency as a whole.

PA now finds in this question some concerns in addition to those mentioned. First and perhaps most important, PA has come to believe quite strongly as a direct result of its work with the DPG that "collaborative planning" is simply not enough of the full management "job" - we now feel that planning is but the first of several steps which NGO's and governments need to undertake if they are to best realize positive results from their development efforts. Good development programming requires in addition to good planning an ability to implement the plans made, and to monitor and evaluate the results of the program implementation in such a way that future programming decisions can be increasingly successful at addressing and solving the problems of the poor.

Additionally, we have been quite pleased to find that government participation

In the planning efforts we undertake makes a significant improvement in the planning process itself and is welcomed by both the NGO's and the governments themselves. We anticipated in preparing the DPG that getting government involvement in our planning activities would take, perhaps, three years for us to achieve with any degree of success. During the first year we found methods whereby the participation of the government could be easily and effectively secured in advance of the first full planning sessions, and since that time almost all of our work has included government participation. We now see this as a requirement, not merely a "desirable aspect" of good planning: one of the major contributions of NGO's is to successfully test new program ideas and then "pass" those ideas on to more conservative and less experimentally inclined government bodies, and this transfer process is greatly enhanced by a collaborative planning effort in which NGO's and government people together prepared and coordinate their program efforts.

We also see the on-going need for management improvements in developing countries beyond those suggested by transitory PA assistance; there is a tangible and continuing need for planning and management throughout the year on a when-needed basis.

Finally, PA now defines "collaborative planning" to include three major components: (1) a "joint" undertaking in which several different agencies come together to prepare individual plans which each agency will separately implement following the session. This planning maximizes the efficiency of the planning catalyst. (2) a "multiple actor" undertaking in which service receivers (village people, for example), service providers (field workers and program managers, for example), members of agency Boards, and "outsiders" (politicians, experts, and the like) together plan separate, single agency programs. (3) a "mutual collaboration" undertaking in which several agencies come together to pool their resources to address mutually agreed goals and objectives using combined-agency programming. It is

possible, of course, to combine these three forms, and when that is done Planning Assistance refers to the undertaking as (4) a "full collaboration" session. These sessions are often multi-sectoral as well and thus become "full collaboration integrated development" planning.

2. Can Planning Assistance really deliver collaborative planning?

What is our "track record"?

We responded to this question three years ago by citing the six planning meetings we had already conducted, three of which were multi-national single sector sessions designed for persons from Asia, Africa, and Latin America, one of which was national (Bangladesh), and two of which were single agency multi-national multi-sectoral. Additionally, we had completed one single agency, single country implementation session and three U.S.-based planning sessions. We stated that we had learned from these ten varied experiences that the single nation sessions were the most efficient and productive in terms of geographic settings and that single agency work in a single nation setting proved to be quite effective but also quite costly in terms of utilization of the catalyst from our staff. Further, we presented a thorough and quite detailed design for our coming work and stated that our then-current need was for an opportunity to make a concerted significant effort with set standards of work.

In 1978 our record (DPG and other funded activities) is substantially more impressive, and our range of activities is far more extensive. Planning Assistance has now completed 17 more planning meetings in 13 additional countries in Latin America, Africa and Asia (see chart, page 28) and in work with non-DPG funds has completed two "DPG style" planning meetings, and has in operation one OPG and two implementation programs in three different countries, and has completed forty priority setting sessions and twenty implementation sessions in the U.S.A. (U.S. work is rooted in the same methodology as our non-US work and each serves the other in terms of improve-

ments and testing of new or different techniques.) In addition, PA has five more full-scale planning and implementation programs in various stages of development and has had to reject requests for work from an additional thirteen countries.\* Participants at our sessions have come from a total of between sixty and sixty-five different nations (three of our first sessions were multi-national) and have included work with over 220 different voluntary agencies (107 with DPG funds) and over sixty different government bodies. Finally, our work with our DPG gave us experiences broad enough to allow us to assist a major international voluntary organization in the development and successful funding of their DPG request, using the methods we have developed and proven with our DPG.

PA's track record is such that we have identified and worked with non-PA staff people who are citizens of countries in Africa (8), Asia (10), Latin America (6), and the U.S. (16), and formed an informal "network" of such assistance providers. We can and do call upon them for work, alongside our staff.

\* Requests for PA Services

<u>Country</u>	<u>Services With</u>	<u>Form</u>	<u>Cont act or Document</u>
1. Afghanistan	NGO's	Verbal	Report
2. Botswana	Gov't/NGO's	Written Verbal	PVO Health Worker
3. Gambia	NGO's	Verbal	Colin Campbell
4. Honduras	NGO's	Verbal	
5. India	Gov't/NGO's	Verbal Written	Evaluation Comments Dr. Butt
6. Jordan	NGO's	Cable	
7. Kenya	Gov't/NGO's	Verbal Verbal	USAID Mission Freedom from Hunger Gov't of Kenya
8. Pakistan	NGO's	Verbal	FPIA
9. Philippines	Gov't	Verbal	Ministry Justice
10. Sierra Leone	NGO's	Verbal	J. Kelley
11. Sri Lanka	Quasi-Gov't/ NGO's		
12. Sudan	Gov't	Written Verbal	Gunasekera
13. Thailand	NGO's	Written Verbal	Report FPIA/Report

3. How can Planning Assistance assure participation at the planning meetings?

Again, we initially responded to this question through a review of our pre-planning methodology: we would survey interest in each country and select countries for work in which the levels of interest were such as to assure a wide-ranging participation by voluntary agencies and government bodies. Essentially, then, participation was ensured through the publicly expressed self-interest of possible participants in the activity we proposed.

Now, our track record provides continuing evidence that our methods work. Additionally, we now cite the interest generated in the service community by the processes we follow - of the development of program plans in a deductive manner from the full-scale review and assessment of the problems people in the country have and the kinds of actions these people want to see taken to solve their problems. Governments and NGO's have demonstrated a strong commitment to working together for resolution of problems in health, agriculture and the like. And, we are able with the experience we now have to move much more confidently through the pre-planning and planning phases of the work to the implementation tasks, drawing upon work we have done in "other places" at "other times". The currently popular demand for integrated development and the demand by the developing countries for a larger say in the activities of NGO's within their borders have also led to greater acceptance of the principles of collaborative planning.

4. After planning, what happens?

We initially answered this question based on what was then our limited experience with the "post planning" phenomena: that umbrella groups formed or substantiated at our planning meetings continued to function and carry forward the planning activities in each country.

That answer was, we now find, a bit naive. While such umbrella groups have continued in many places, we have found that with increasing government

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involvement in the planning sessions the government people are themselves sometimes assuming the responsibilities of continuing coordination, and that in other places the activities of the NGO umbrella groups have sometimes withered over time (there are, of course, some rather dramatic exceptions to this generality). There is a real need within umbrella groups for a "spark", for some formality of structure, and for some person(s) who take as a major responsibility the continuation of umbrella group functions (all conditions which have been met well, for The Agricultural Development Agencies in Bangladesh (ADAB).

We now find that unless the original premise of our work changes from "just planning" to the full range of planning and management services and includes the ready availability of PA trained persons in the delivery of such assistance that the full realization of original PA hopes simply does not occur.

Finally, we have found that we must concentrate not just on the development and implementation of coordination plans, but also on the roles of individual departments or separate agencies which are expected to make a contribution toward achievement of that plan's goals and objectives. Thus, the problems of plan implementation, monitoring and evaluation, and plan adjustment have two "levels" at which they must be resolved: at the "full collaboration"/coordination level and at the "field implementation" level - and that the problems of implementation are significantly different and difficult to require special attention on our part.

Thus, after planning there is a considerable amount of work that must take place on plan implementation and refinement in order for the benefits of good planning and good management to be realized.

5. A question not asked directly, but that we would like to answer ...  
So what? Is planning worth the effort?

Our original answer to this question would have referred to the then prevalent assumption that improvements in planning "must" bring about improvements in service delivery and that improvements in service delivery "must", in turn, be followed by improvements in the lives and futures of poor people in developing countries. The "act of faith" (also incorporated into the then used GPOI framework in the USA and in similar frameworks in PPBS, Management by Objectives/Results, and other similar undertakings) we now find to be inadequate to the needs of governments, NGO's and ourselves.

We now contend that planning should result in measurable changes (for the better) in the lives of poor people at a cost which is less than a similar improvement in their lives would be for another/different undertaking by the same agency. It is thus our intention in coming programs to investigate the possibilities of measuring the changes that occur in the lives of poor people and try to determine how much the planning and management activities of Planning Assistance contribute to those changes. Because such attribution is always difficult - it has not yet been performed by our organization and we know in fact of no organization which has done this with any validity - we fully expect to find that trying to show a direct and real relationship between management and planning assistance on the one hand and measurable improvements in the life circumstances of poor people on the other hand will be quite difficult.

We can, of course, show results in managerial efficiency in the organizations with which we have worked and have used these results to point out the effectiveness of our work in the past. We will continue to do this while we try to develop an attribution methodology.

B. How the Program Came to Be

Planning Assistance first became familiar with the Development Program

Grant funding mechanism when three of our staff members attended the Development Assistance Policy Conference held by U.S.A.I.D. in Rosslyn, Virginia on the 29th and 30th of April 1974. What we learned at the Conference, and thereafter, indicated that a Development Program Grant would provide us with a unique opportunity to enhance our ability to function as a contributor to development efforts: The PA "internal" management plans for 1974 and 1975 could be implemented well through use of such funding.

Planning Assistance's activities are unlike those of most other voluntary agencies. We were created to respond to the need for management assistance on the part of governmental and other voluntary development organizations. Our purpose was, and continues to be, to assist voluntary and governmental organizations in developing countries to make optimum use of their available resources in meeting the highest priority development needs of the people. We have provided this assistance both to individual organizations and to groups of organizations sharing a common goal. Also, we have, in many cases, provided management training and in many programs, produced and distributed materials.

We, therefore, proposed a program developed from our five year plan, to be funded by the DPG mechanism, which would establish collaborative planning programs for voluntary and governmental agencies directed toward the achievement of a common development goal. We felt that this work was the most critically needed, and also, that a program to provide it in a variety of goal areas and countries would most conclusively demonstrate the role of management assistance as a needed and continuing component of development efforts.

Now, at the conclusion of the DPG, as we begin to evaluate the achievements of the program in terms of the results envisioned in the original Logical Framework, we realize that the original Logical Framework does not fully represent the role management assistance must play in development efforts,

In conversations with our Program Officer in AID, PVO Office, and a representative of the Evaluation Office of the PPC Bureau, we decided, therefore, to present an evaluation to AID that is rather more ambitious than just the one originally anticipated. Section III is an evaluation of our work using the original logical framework format, and Section IV is an evaluation based upon the revised format.

Our original discussions with AID were characterized by an assumption of the need for management assistance and a focus on questions of capability and methodology. As noted in Section A, we were confronted by a number of "Show me!" questions: "How do you get voluntary agencies to cooperate together?" "How do you get government agencies to join in?" How can you establish such collaboration and at the same time respect the responsibility of the people of their countries to plan and manage their own programs?" As a result, the Purposes and Outputs of the original Logical Framework for the program stress achievement of collaborative planning; and the Goal is directed to making optimum use of resources.

The results of the program, presented in Section III, describe the ways in which we more than adequately met the original Purposes and Outputs of the Program. With the DPG alone (see page 4 and the chart on page 28), we achieved collaborative planning in 17 projects in 13 different countries. Many of them involved government as well as voluntary agencies. Several were multi-sectoral. All dealt with significant "functional program" or common goal area. In our first project, for example, we assisted in the establishment of all food and nutrition efforts of both voluntary and governmental agencies in Lesotho.

What they do not show is the role collaborative planning and other management improvements play in the achievement of development goals. We've answered the "Show me!" questions; we must now answer the "So what!" questions.

Collaborative planning is a means, not an end. It helps improve the use

of resources available for development work, by realizing a better distribution of resources, a more efficient use of them, and so forth. But this better use of resources is only a means. The end is demonstrable improvements in the lives of poor people in developing countries. We have, therefore, revised the Logical Framework to state improvements in the lives of poor people as the Program goal. Making better use of available resources is reduced to the level of Program Purpose, and, in turn, the achievement of collaborative plans is reduced to the level of Outputs.

We have begun stating our own program achievement in terms of end for four reasons:

1. It improves program performance both for the people for whom we work and for us. By stating the purpose of collaborative planning as optimizing the use of resources there is a greater focus on doing just that. The stress is not on achieving collaboration in planning; the stress is on getting a better distribution of services, or more effective program strategies. Collaborative planning is simply a means through which to do that.
2. It improves program impact. Defining purpose as use of available resources directed toward a goal of improved status in the lives of poor people, forces more emphasis on program implementation and evaluation of results. There is a greater push to actually get these changes implemented and evaluate their results, and on that basis do subsequent planning.
3. It answers our "So what!" questions. It indirectly improves the lives of poor people. We are not management assistance specialists looking for a role in development. We are development people who have chosen management assistance as the best contribution we can make to development. We're not doing this to help program managers in developing countries. We care about them, but the people we truly care about are the people they are helping. We want to see our work pay off in the actual improvements of the lives of

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poor people.

4. It helps us assess the cost-effectiveness of planning and management resources to a given organization or group of organizations. There is little question that every organization can be improved through adoption of more efficient and effective management practices. But, there is a question about when such improvements can most helpfully be made. And - there is an important question about how much cost - in terms of available resources (for service providers this includes not just money, but staff time) - should be allocated for planning and management improvements. Clearly, what we need to know is the cost of such improvements in terms of their effect on our delivery of program goals (and thus, on the lives and circumstances of poor people) so we can make a rational decision that planning and management assistance costs will yield results for costs equal to or better than the allocation of the same resources for some other activity.

#### C. An Overview of the Report

The report which follows is organized into five different sections.

This Section I, THE INTRODUCTION.

Section II, THE ORIGINAL INTENT OF THE PROGRAM, describes in detail what we hoped to achieve as a result of the carrying out of the program. It begins with a discussion of the premises upon which the program was based, and follows with a discussion of the program Goal, the program Purposes, the desired Outputs, and the necessary Inputs.

Section III, THE RESULTS OF THE PROGRAM, discusses the general methodology used to carry out the 17 different projects and characterizes the results of the program in terms of their actual achievement of the states Outputs, Purposes and Goal.

Section IV, REVISES LOGICAL FRAMEWORK AND DESCRIPTION OF RESULTS AGAINST THE FRAMEWORK, presents revised statements of program Purposes and Outputs. A brief explanation of the necessity of this section precedes in Part B of

this section (page 10).

Section V, LESSONS LEARNED, discusses the most important things we learned as a result of carrying out the program and how we changed this program, other programs of Planning Assistance, and our future programming policies as a result of these lessons.

Finally, there are four Appendices to the Report. Appendix A is the original Logical Framework for the program. Appendix B is the revised Logical Framework, and Appendix C is a descriptive narrative on PA program methodology. Appendix D consists of a one page description of each of the 17 projects completed with DPG funding.

## II. THE ORIGINAL INTENT OF THE PROGRAM

### A. The Premises Upon Which the Program Was Based

As mentioned in the Introduction, the major premise upon which the program was based was that the most dramatic improvement in more effective use of resources comes when voluntary and governmental agencies sharing a common development goal, such as improved nutritional status or improved health status of the people of a region or country, plan their work together for their common achievement of this goal. There were several other premises as well.

A second premise was that both indigenous voluntary organizations, and local branches or programs of international voluntary agencies are interested in planning both for the improvement in their use of resources and general contribution to development, and sometimes, simply for their survival. Planning Assistance has always given special emphasis to assistance to other voluntary agencies simply because they do not have the management assistance resources available to them that government agencies have. Our experience has suggested that these agencies need to cooperate with government agencies without necessarily compromising their charters and integrity, so that they can adequately find their best current and future roles in political environments in which governmental agencies have the major resources and political mandates for development work.

A third premise was that assistance in collaborative planning was the most cost-efficient way to provide assistance to voluntary and governmental agencies. Assistance to an individual agency in planning can cost as much as five or ten thousand dollars, and often more. A collaborative planning project, dealing with similar interest can economically deal with the total working environment of the individual voluntary agency and provide assistance to that agency at a high level of quality while at the same time working

with 15 or 20 agencies at once for a cost of 20 to 30 thousand dollars - i.e. \$1,500-\$2,000 per agency, a significant saving.

Another premise of the program was that eventually collaborative planning must cross all sector lines to address all needs of a specific population, and therefore result in the production of integrated development plans for the entire development efforts directed to that population.

Also, we assumed that in most cases collaborative planning must take place at the time when most agencies were preparing their program and financial plans for the new fiscal year. It thereby would supplement and expand upon the planning work that the agencies already needed to do.

Finally, we assumed that assistance in collaborative planning which was directed toward development of local resources to assist in the work would only require outside assistance, such as ourselves, for a period of three to four years. After that, the work could continue on its own without any outside help.

#### B. The Program Goal and Purposes

Goal. The program Goal was the primary organizational goal of Planning Assistance. It was as follows:

"To assist voluntary and governmental agencies in developing countries to make best use of their available resources so that they may attain maximum satisfaction or resolution of the highest priority development needs of the people".

Purposes. The purposes were based upon our desire to conclusively demonstrate the efficacy of collaborative planning in a variety of country and program situations, some of which would also demonstrate the willingness of governmental agencies to collaborate with voluntary agencies, and also to demonstrate the possibility of achieving collaborative planning across all development needs of specific populations, thereby resulting in full

integrated development planning. Because this was a development program grant, we also addressed a purpose to our own organizational growth.

The purposes were as follows:

"1. To demonstrate the collaborative planning of voluntary agency programs directed toward the achievement of a common development goal.

"2. To demonstrate the willingness of government agencies to participate with voluntary agencies in the collaborative planning of all program efforts directed toward the achievement of a common development goal.

"3. To demonstrate the collaborative planning of all efforts directed toward the needs of a specific population, thereby resulting in fully integrated development planning.

"4. To establish Planning Assistance as an organizational resource capable of assisting voluntary and governmental agencies in their establishment of the collaborative planning of programs directed toward the achievement of common development goal(s).

#### C. Program Outputs: Expected Achievements

The Outputs characterize the specific results which we felt, taken together, would satisfactorily achieve the purposes of the program:

"1. To complete 14 projects -- in 10 countries and on 3 continents -- of collaborative planning of voluntary agency programs directed toward the achievement of a common development goal.

"2. A minimum of 4 of the 14 projects will be second year collaborative planning projects with the same agencies in which collaborative planning was completed in the first year.

"3. A minimum of 2 of the 14 projects will involve government agencies in the collaborative planning of programs directed toward a common development goal.

"4. A minimum of 2 of the 14 projects will achieve collaborative and integrated planning of voluntary and governmental efforts directed toward the achievement of common, integrated development goals.

"5. Materials will be prepared which can be used by any person seeking to improve the planning and management of their development programs.

"6. Local staff capable of providing assistance in establishing collaborative planning will be trained in all projects.

"7. Planning Assistance will hire and train, as permanent staff members, persons capable of providing assistance in the establishment of collaborative planning of voluntary and governmental agency efforts directed toward a common development goal(s).

#### D. Program Inputs

The major input was the money provided by the grant itself. It, in turn, allowed us to train and deploy sufficient skilled staff to carry out the program. The major steps in program implementation, a narrative discussion of which constitutes Appendix C, are as follows:

- "1. Design and apply criteria for country selection
- "2. Assess interest in collaborative planning
- "3. Establish steering or design committee
- "4. Design and apply methodology for collaborative planning
- "5. Prepare materials for collaborative planning project
- "6. Carry out logistical preparations for collaborative planning meeting
- "7. Train and deploy local staff for conduct of collaborative planning meeting
- "8. Conduct collaborative planning meeting
- "9. Provide needed follow-up assistance
- "10. Evaluate conduct of collaborative planning and management assistance"

### III. THE RESULTS OF THE PROGRAM: ORIGINAL MEASURES

This section describes the results of the program against measures which we felt in 1975 adequately summarized our anticipated work and are "characterized" in the first Logical Framework prepared for the program. We begin, however, with a definition of management which may be helpful for an understanding of the program methodology that was used.

#### A. A Working Definition of Management

Management has variously been described as "the allocation of resources to achieve desired ends"; "getting work done through other people"; and "planning, organizing, staffing, directing and controlling". The third definition, however, is the one that is the most significant starting point of management or management assistance work as concerns Planning Assistance.

We would like, therefore, to present our operational definition of critical management work, by identifying the major management functions which underly the work of planning, organizing, staffing, directing and controlling. The major management functions are the following:

#### Planning

1. assessing the needs of the population to which the programs are addressed;
2. assessing all existing or potential resources which can be used to carry out the program;
3. assessing the conditions and constraints in the working environment which might impede the carrying out of the programs;
4. setting program goals and objectives which represent the most achievable resolution of the needs within the existing or potential resources and within the terms of the conditions and constraints in the working environment;

5. preparing plans of work listing and scheduling all tasks which must be performed to achieve the goals and objectives;

6. setting measures for monitoring progress against the proposed plans of work and evaluation of the extent of achievement of the goals and objectives;

7. preparing budgets which reflect the full costs of (use of available resources) carrying out the program;

#### Organizing

8. defining or confirming the administrative units (and their reporting relationships with each other) that represent the best way to organize all workers to carry out the program;

9. distributing tasks in the plans of work to the various units on the basis of economy and effectiveness of performance and achievement of goals;

10. assuring integration of the work of all units;

#### Staffing

11. distributing tasks assigned to each unit to the workers within the unit on the basis of economy and effectiveness of performance;

12. carrying out any required staff training required as defined by the comparison of job assignments and the capability of the specific individual staff member to perform them;

#### Directing and Controlling

13. monitoring regularly within each unit, the progress of each staff person toward completion of tasks in the job assignment, and revising the job assignment as required;

14. monitoring progress regularly under the plans of work, within the entire organization, and revising plans of work, unit assignments and job assignments as required;

15. evaluating progress periodically toward achievement of the goals and objectives and revising them and the plans of work, as required;

16. reporting progress toward the achievement of the goals and objectives.

The establishment of collaborative planning focuses on the joint performance of the planning functions among all organizations sharing a common goal. Appendix C constitutes a review of the general methodology used to establish collaborative planning. This is the work they share in common -- the organizing, staffing, directing and controlling functions being the responsibility of the individual organization.

#### B. Achievements of Outputs

Planning Assistance completed 17 collaborative planning projects in 13 countries throughout Africa, Asia, and Latin America. The major problem in reporting on the results of these 17 projects lies in assisting the reader to understand what happened in each of the projects, as well as how all of them taken together, achieve the Outputs of the program.

We will not try to tell the story of each of these projects in this section. Appendix D contains a Fact Sheet on each of the projects, and detailed reports on most of the projects are available from Planning Assistance upon request. In this section, we will concentrate on how the completion of these projects, taken together, represent achievement of the Outputs of the program.

Expected Output: Completion of 14 Projects (10 countries and 3 continents)

Seventeen projects were completed which established collaborative planning in selected common goal areas in 13 countries throughout Africa, Asia and Latin America. The table on the following page indicates the countries, the common goal, the number of participating organizations, the nature of the plans produced, and the geographical scope of the population addressed.

In each of 17 projects, with four exceptions that are discussed below, the participating agencies prepared individual program and financial plans

which represented their best contribution to the achievement of the common goals. They then prepared a common support plan which represented their best response to their common needs for such things as training, materials, research, continued planning or management assistance, and formal coordinating mechanisms such as a council, association, or common support office.

In four projects, the 3rd Guatemala project, Haiti I and II, and Costa Rica, only common support plans were produced. In each case the participating agencies wished to establish the collaborative framework and common support plans prior to detailing the assistance to individual organizations in the preparation of their own program plans.

In the 3rd Guatemala project, we were asked to provide assistance in helping establish the work of the newly formed voluntary health association which 27 voluntary health care agencies have joined. These associations stated that their first priority was to help this coordinating council establish its assistance efforts in terms of the work that the individual organizations were already doing. Assistance to the individual agency members in their own planning will take place at a later date under another program.

Haiti I and II consisted of helping the health services administrators, administrative officers, and chief nurses from each of the 11 health districts of the country establish the framework for performing the collaborative planning and management of all health service efforts within their districts. The Ministry of Health wishes to take a primary role in the coordination of 60 to 70 voluntary agencies providing health services within the country, and the two projects were designed to help them do that. Work in establishing collaborative planning was to have begun in the two Northwestern health districts of the country in establishing collaborative planning among the 20 odd voluntary organizations, plus the government facilities working in those districts. That work was postponed due to scheduling difficulties, and will take place in a few months under another program.

The Costa Rica project was one of great ambition: the coordination of all development efforts among major voluntary and government service providers. Because of the ambition, the steering committee chose to establish common goals, a program/organizational matrix, and a coordinating mechanism. Assistance to individual agencies in the preparation of their own program and financial plans will take place next year, and Planning Assistance will provide assistance under another program. It should be mentioned that prior to the work with all agencies, we did provide assistance in planning and management to two of the participating voluntary agencies (Caravanas de Buena Voluntad and the Centro de Orientacion Familiar). These two agencies then took a primary role in the work of organizing the planning meeting of all agencies.

A word also should be said about the three (3) Guatemala projects. Although some voluntary organizations participated in all three efforts, the common goals were different and the sessions cannot be strictly counted as second year efforts. The follow-up work on all three projects will be continued in the future under another program.

Expected Output: Completion of 2 Projects Involving Government Participation

Government agencies participated as equal partners to voluntary agencies in 11 of the 17 projects, and 2 projects (Haiti I and II) for reasons explained above involved only government agencies.

The only projects which involved only voluntary agencies were the 2nd and 3rd Guatemala project, and the El Salvador project.

Expected Output: Completion of 2 Multi-Sectoral Projects

Reporting against this proposed Output requires some definition of terms. In our original proposal, we stressed a desire to work in food-and-nutrition and health-and-family planning, the two development goal areas in which we have traditionally placed most of our resources. We also, however, stressed a desire to help establish collaborative planning in increasingly multi-sectoral

situations for the achievement of integrated development planning. Nutrition, which crosses nearly all traditional development program sectors, still dealt with only one common goal. Conversely the integration of family planning work with the planning of other health activities, both of which are within the health sector, addressed two distinct development goals. How to count food and nutrition work in Lesotho, and family planning and health work in Liberia, Haiti, and the 3rd Guatemala project is open to some dispute. One can also add Sri Lanka to that list, because women's rural programs, although a single common goal, deal with nutrition, health, education and employment efforts as they affect rural women. Planning Assistance can say that we at the very least established multi-sector collaborative planning in six projects: Upper Volta, Cameroon Sudan, the 1st and 2nd Guatemala projects, and Costa Rica. Adding the multi-disciplinary sectors of health and nutrition brings the total to 12.

Expected Output: Completion of 4 Second Year Projects

Planning Assistance achieved second-year planning projects in only three countries: Lesotho, Liberia, and Haiti.

The work in Lesotho was of such an expanded nature that it has been continued under a separate Operational Program Grant. The work in Liberia and Haiti was continued under this program. In each of the three cases, second year efforts devoted themselves to evaluation of the first year work, and a more intensive effort for the planning of the second year efforts.

The India and Upper Volta projects were carried out in the first year of the three-year program and were to have been continued into second year projects had not political considerations intervened. In India, the government initiated a program of non-voluntary sterilization with which the majority of organizations with whom we were working and ourselves did not wish to participate. Additionally, the strain between USAID and the



Government of India at the time made it difficult for us to get clearance for a return to India for other second year work we were invited to help with. In Upper Volta, our work was carried out with the Director of Integrated Development for the Sahelien Region, an officer in the Ministry of Rural Development, which included the government's central planning office. In the first reorganization of the government, a separate Ministry of Planning was created, and a struggle ensued as to who was to have coordinating responsibility for the continuation of collaborative planning efforts. This struggle made continuation efforts by Planning Assistance impossible.

In Liberia a third year activity has been proposed and is being considered by PA at this time. Because, it involves a significant change in the design from planning to full program implementation and management, Liberia assumes a "special case" status.

Expected Outcome: Preparation of Materials

Specific materials were prepared for each of the 17 projects. They consisted of such things as a resource book for family planning program development prepared as part of the India project to a methodological analysis of collaborative planning and management of health services in the health districts of Haiti. Once the materials were used in one project, we often revised them and applied them in another project. Every project used locally prepared project design forms.

In addition, general materials were produced for all projects. One was Planning Successful Programs, a book describing the steps in planning development programs; this was published in English, and abbreviated versions were produced in French and Spanish.

Materials were also produced to help in the training of local people to provide staff level assistance in the collaborative planning sessions.

Expected Outcome: Training of Local Staff

As mentioned earlier, local staff were utilized in all projects, with the exception of Lesotho, our first project. We estimated that approximately 24 persons received some form of training under the program. In some of the projects, the roles of these people have been extraordinary.

In Upper Volta, one-half of all the plenary sessions were led by a local staff person. In Haiti, Planning Assistance only participated in group leadership on the last two days of the five day meeting. In the 1st Guatemala project, one-half of all the work was done by a local staff person, and in Sri Lanka the work was entirely done by local staff persons trained by Planning Assistance. In the Sudan a team of local people were trained by PA, and this team led most the meetings. In a variety of countries, these local staff have continued to use the skills they learned and practiced as a result of the 17 projects in further work with the participating agencies, and in other working situations as well.

Planning Assistance now counts 24 persons in developing countries and 16 in the U.S. (but not on PA staff) who have been trained in planning methodology to the level of being able to design and lead sessions without us or serve as co-leaders with us.

Expected Output: Hiring and Training of 3 PA Program Staff

In the original Logical Framework, the training and deployment of Planning Assistance staff was considered one of the Outputs of the program. As a result of the program we have four additional permanent staff (John Palmer Smith, Milly Pollard, Tom Graham and Darshan Gedhu) fully capable of establishing collaborative planning and providing management assistance in a variety of situation. Also, we have three short-term staff persons who have the same capabilities. All now have "delivered" their skills in two or more settings outside the U.S.A.

### C. Achievement of Purposes

The first three original purposes of the program dealt with (1) the demonstration of collaborative planning of voluntary agency programs directed toward the achievement of a common goal; (2) the demonstration of the willingness of government agencies to participate with voluntary agencies in the collaborative planning of all program efforts directed toward the achievement of a common development goal; and (3) the demonstration of the collaborative planning of programs directed toward all needs of a specific population, thereby resulting in fully integrated development planning.

Since these are essentially summaries of the Outputs, we will not restate achievements that already have been discussed. Suffice it to say that we demonstrated collaborative planning among voluntary agencies in a variety of situations which conclusively demonstrate the willingness of voluntary agencies to cooperate in their program planning and we have proven methodologies for helping them to do so.

We have also demonstrated the willingness of government agencies to work with voluntary agencies in collaborative planning.

Finally, in three projects -- Upper Volta, Cameroon, and the 1st Guatemala project -- we demonstrated the ability to establish collaborative planning of all programs directed toward all development needs of a specific population. Also, in Costa Rica, the first step in doing so has been taken.

We also feel that the fourth purpose of the program -- to establish Planning Assistance as an organizational resource capable of assisting voluntary and governmental agencies in their establishment of the collaborative planning of effort directed toward common development goal(s) -- has also been adequately achieved. As a result of this program we have worked in 13 countries, under a variety of work situations which dealt with some exceedingly complex programming and development problems. In addition, during the three years of program activity, we have turned down requests

for similar assistance in 13 additional countrs. (See Chart on page ).

D. Achievement of Goal

The original goal of the program was to assist voluntary and governmental agencies in achieving optimum use of their resources for the purpose of attaining maximum resolution of satisfaction of the needs of the people to whom their programs are addressed.

Since this is also the purpose under the revised Logical Framework, results characterizing its achievement will be discussed in the next section.

PLANNING ASSISTANCE, INC.  
DPG PROGRAM SUMMARY

<u>Project/ Countries</u>	<u>Program Sector</u>	<u>Numbers of Participating Organizations</u>		<u>Plans Produced By Individ- ual</u>		<u>Geographical Scope</u>
		<u>PVO</u>	<u>GOVT</u>	<u>agencies</u>	<u>Common Support</u>	
<u>AFRICA</u>						
Lesotho (Lesotho OPG)	Food and nutrition	10	7	X	X	Entire country
Liberia I	Health (including family planning)	5	10	X	X	Bong County (one of 9 counties)
Liberia II	Health (including family planning)	5	10	X	X	Bong County (one of 9 counties)
Upper Volta	All development programs	4	5	X	X	ORD du Sahel (1 of 12 dev. reg.)
Ethiopia	Mother-child health & family plg.	1*		X	X	Entire country
Cameroon	All development programs	1**	1	X	X	Eastern Prov. (1 of 7 provinces)
Sudan	Food, nutrition and health	1	16		X	Entire country
<u>ASIA</u>						
India	Family planning	11	8	X	X	Andhra Pradesh repre. of progms. in other states attended as well
Bangladesh	Employment (rural and cottage industries)	20	1	X	X	Entire country
Sri Lanka	Womens' programs (Rural Development)	11	2	X	X	Northwest Region
<u>LATIN AMERICA</u>						
1st Guatemala	Housing	5	16	X	X	Chimaltenango (1 of 22 province)
2d Guatemala	Rural development	7		X	X	Entire country
3d Guatemala	Health	27			X	Entire country
Haiti I	Health (including family planning)		11		X	Entire country
Haiti II	Health (including family planning)		11		X	Entire country
El Salvador	Health	6		X	X	Eastern Province
(Costa Rica-Caravanas)						
(Costa Rica-COF)						
Costa Rica	All development programs	8	9		X	Entire country

\*Services plans for the Family Guidance Association of Ethiopia (the largest single service provider in the country), plus plans to support services in 254 other voluntary and government clinic locations

\*\*Responsible for integrated development in region

#### IV. A REVISED LOGICAL FRAMEWORK AND AN ADDITIONAL REPORTING OF RESULTS

The revised Logical Framework Planning Assistance has developed, adds a new level to understanding of the achievements of this program. In the original Logical Framework, reported on in the previous section, the Goal dealt with optimizing use of resources, the Purposes dealt with demonstration of the efficacy of collaborative in a variety of situations, and the Outputs dealt with completion of various collaborative planning projects, plus production of materials and training of local staff. In the revised Logical Framework:

1. the Purposes in the original Logical Framework (Appendix A) have been reduced to the level of Outputs in the revised Logical Framework (Appendix B) because they, in fact, are embellishments upon the achievement of collaborative planning. In addition, we have added new indicators as to the "significance" of the participation and as to the continuation of collaborative planning.

2. the original Goal of optimizing use of resources has been more carefully defined by the ways in which it can be measured, and has been reduced to the level of Purposes and

3. a new Goal statement dealing with positive changes in the lives of the people to which the programs being planned are addressed has been created.

Because Outputs, Purposes and Goals are simply levels of achievement which relate to each other in logical sequence, the short-hand of the revised Logical Framework can be roughly stated as collaborative planning helps to achieve optimum use of development resources which in turn helps to achieve improvements in the status of poor people.

In this section we will use the statements in the revised logical framework for supplementing the reporting of achievements contained in the

previous section. We will begin with additions to the Outputs, continue with the new statements of Purposes, and conclude with statements on Goal achievement. This will maintain an orderly flow of reporting on the achievements of this program.

### Outputs

We have made two major additions to the statements of Outputs, and we would like to report achievements against each. They are:

1. To maximize the significance of participation in the collaborative planning projects; and
2. To assist in the continued development of collaborative plans.

### Significance of participation

There are two ways in which "significance" must be considered. First, did the agencies which participated in the collaborative planning represent the majority of resources directed toward the achievement of the common goal? Collaborative planning is obviously of limited effect if the participating agencies only represent or control a small share of the resources directed to achievement of the common goal. Second, did policy-makers and representatives of the program population, as well as senior managers of the agencies participate in the decision-making? Experience clearly demonstrates that programs are better planned and more achievable when the recipients of the services and policy-makers participate with the senior program staff in the planning of them.

In terms of participation by agencies representing the major resources directed toward the common goal, the achievement of the 17 collaborative planning projects is quite good. In Lesotho all major voluntary agencies and all government ministries participated. In Liberia, all government facilities and programs, with the exception in the second year of a private hospital in the Bong Mines concession, participated both years.

All voluntary and government providers participated in the Upper Volta project. In Sudan and Cameroon there was participation by the major voluntary and government providers which represented more than two-thirds of the budgetary resources. In Ethiopia, by definition, there was complete representation.

In Andhra Pradesh, India, over half the budgetary resources directed to family planning services were represented. In Bangladesh, the program area is a rather new one, but our estimations indicated that all major voluntary agencies with cottage industry efforts were represented. The same is true of Sri Lanka, where our work focused on women in rural development.

In Haiti, because our work to date has been only with the Ministry of Health, we have probably worked with no more than half the resources. No statistics are available on budgetary resources of voluntary agencies, so that this is at best a crude estimate. The voluntary agencies will, however, be included in further work in Haiti.

In the first Guatemala project there was representation from 17 of the 18 municipalities in Chimaltenango Province, and major voluntary agencies working in the province. In the second project, representation is difficult to define, the work was directed to helping major indigenous agencies seeking to make the change from relief to development to do so. They do, however, represent the major indigenous agencies in this category. In the third project, the work is with the Board of Directors of the voluntary health association, which by agreement represents all 27 member agencies.

The El Salvador project consisted solely of voluntary agencies (with government observers) which represent approximately half of the health care resources in Eastern Province.

The Costa Rica project included representation from most major voluntary agencies, and the government agencies with which they work.

Our record on the other aspect of the significance of the participation is not as impressive. We faced two particular difficulties: (1) the attitudes of service providers; and (2) often insurmountable logistical and procedural problems. A comment from one of the Lesotho participants is indicative of some of the attitudes of service providers: "If we had farmers here in this meeting, they would just be bored with all the talk". In India, the problem of getting representatives from just one state (population 60 million) was horrendous.

In the Upper Volta project, however, the farmers were there, they weren't bored, and they participated throughout. Pre-planning meetings were held in each of the five districts of the region prior to the planning meeting. These were public meetings in which needs and their priorities were discussed. These meetings then elected the representatives to the planning meeting.

In Guatemala, there was good representation of the local population (Indian) which made up the team from the municipality led by the municipal administrator or mayor (Ladino).

In Liberia, representatives of the population, mostly local chiefs, were appointed by the County Administrator.

In most of the other projects, representation from the population was minimal.

In terms of representation from the senior staff and policy-makers, our record is uniformly excellent. All agencies were represented by the senior, decision-making staff and by policy-makers as well. In those cases where policy-makers (board members or ministers), did not attend senior staff had prior approval that they would support the decisions made by those persons who did attend: participants were holding "proxy" power.

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Establishment of Continuation Mechanisms for Collaborative Planning

Our record is generally good in terms of establishing mechanisms for the continuation for collaborative planning. In terms of this discussion, the projects divide themselves into two categories: those projects that were carried out under a pre-existing coordinating mechanism, and those in which a coordinating mechanism was created as a result of the collaborative planning project.

Eight of the 17 projects were carried out under the general direction of a pre-existing coordinating mechanism. In Liberia and Upper Volta, the projects were carried out under the general direction of the County Medical Administrator and the Director of Integrated Development respectively. In each of these projects this central administrator took initial responsibility and has taken continuing responsibility for the continuation of collaboration efforts. The Family Guidance Association of Ethiopia, by definition the sole support entity in maternal and child health and family guidance, (under approval from the Ministry of Health, of course) has taken responsibility for continuation of the work.

The Haiti projects, through the coordinating role of the district health administrators, and the 3rd Guatemala project, through the coordinating and common support role of the voluntary health association fit into this category as well. The work of the 2nd Guatemala project is being continued by local Church World Service staff, and they have recently conducted a meeting (with no outside help, including from PA) to discuss follow-up assistance.

When the mechanism for continuation is developed as a result of the project itself, that development takes place at two stages. Initially, the mechanism may be the steering committee that is formed to guide and oversee the work of the project. The Steering Committee is then replaced by the more formal mechanism that is decided upon by all the participants as part

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of their development of a common support plan.

In Lesotho, the steering committee contained representatives from the major voluntary agency and the Ministry of Agriculture. As a result of the meeting a coordinating office was established to work under the general direction of an interagency committee representing 12 agencies.

In Costa Rica, the representatives from the various agencies decided to constitute themselves into an inter-agency coordinating committee open to all who wished to join, including representations of organizations not attending the planning meeting. This committee continues to function. The same is true of Sudan, except that two committees were formed to meet two quite different responsibilities.

In Costa Rica and Bangladesh, continued coordination will be provided under the general direction of a major voluntary agency that has taken upon itself the responsibility to staff this coordinating role: Agricultural Development Agencies in Bangladesh and the Social Action division of the Catholic Church in El Salvador. A coordinating committee is being set up in Sri Lanka as well.

In the 1st Guatemala project we helped establish a coordination office which was to provide continuing assistance to participating agencies through a paid staff position funded by a voluntary donor agency. That office ended when the staff member left to take another position in Costa Rica. In each of the municipalities which attended, however, there are reconstruction and development committees which continue to support and undertake projects.

Only in India, has there been no effective mechanism established to continue the collaborative planning work, and we attribute this to funding source constraints on our requests to return to the country to provide the requested follow-up assistance.

### A. Purposes

As mentioned in the introduction to the section, the revised Purposes describe the various ways in which the planning work done in the various projects actually resulted in changes in efforts which represented improved use of either existing or potential resources for development. To make such analyses possible in our other programs, we have classified such changes in four different ways.

We would like to present these four ways, and then review the results of the projects carried out with DPG funding by each classification:

1. plans which present changes in distribution of services which correspond more accurately with the distribution of the population in greatest need of those services;
2. improved program delivery strategies that more effectively represent the identified major needs of the program population;
3. the filling in of critical missing program elements, the lack of which is preventing the success of the programs taken as a whole; and
4. the development of more cost-efficient methods for producing the services, or carrying out the programs of the agencies.

#### 1. Improved Distribution

Many of the services provided under voluntary and government agency development programs do not conform to the actual geographical distribution of the people who need them the most. This phenomenon has been the experience of rich as well as poor countries, and it exists for two major reasons: (1) services are often planned in terms of the convenience of the providers themselves, and (2) it can be genuinely difficult to reach many of the people who need the services the most. The question of distribution is taken up in terms of the first two planning functions. The assessment of needs considers the location of those in need as well as the intensity of that need, and the

assessment of resources considers the location of existing service facilities or programs. After conditions and constraints are considered, goals and objectives can then be set which represent a more effective distribution of services, or at a minimum, an attempt to improve service distribution.

Lesotho is a case in point. Half the people, and those in greatest need of improvement in diet, live in the mountains. A disproportionate amount of services, both agricultural extension and health, exist in the lowlands. Major decisions taken at the planning meeting which dealt with improved distribution were to extend a highly successful egg and poultry program to the mountains, and to extend the number of nutrition clinics in the mountains.

Other examples can be found on the chart which follows the four classifications and summarizes major achievements in each of the four classifications.

## 2. Improved Strategies

The need for improved strategies becomes apparent in the assessments of needs, resources, and conditions and constraints, and they are formalized in the setting of goals and objectives and the preparation of plans of work.

The comparison of existing applications of resources with continuing needs and goal priorities gives a good indication of the current appropriateness of programs. If needs are being effectively responded to by the current application of resources, then all the planning that may be required is for expanding programs to under-served populations. If needs are not being affectively addressed, then new program strategies are needed. Also, new strategies may be required because of changes in the conditions and constraints in the working environment. Discussion of the need for new strategies is based on these analyses, and the new strategies that are chosen are generally characterized in the statements of program goals and objectives. If not, they are at least reflected in the tasks and schedules of the plans of work.

Liberia is a good example. The needs assessment showed a number of major, recurring health problems that were caused by lack of clean water and sanitary refuse disposal. The conditions and constraints that impede achievement of clean water and sanitary refuse disposal were discussed, and one of the four common goals (and its objectives) set for the environmental health and all other participating agencies dealt with what could be reasonably done to achieve improvements in the availability of clean water and sanitary refuse disposal.

3. Missing Program Elements

Missing program elements become apparent at two levels of the collaborative planning process: first in the assessments of needs, resources, and conditions and constraints, and thereby, in the setting of goals and objectives, and second, in the assessment of needs for common support based on the review of the plans of work of the various agencies, and thereby in the common support goals and objectives.

The term "missing program elements" refer to any program elements or components that are now present in agency programs or in multi-agency common support programs that are deemed to be important to the success of the efforts to resolve or satisfy the needs being addressed. At the level of programs, there can be such elements as educational components, screening of "high risk" mothers, training of population, feeder roads, and addition of outreach efforts. At the support level, they include research, common staff training, and warehousing or transportation schemes, and so forth.

The chart gives examples of the variety of missing program elements.

4. More Efficient Methods

More efficient methods are generally taken up at the level of the individual organization and formalized in preparation of the plans of work, and in the assignment of tasks in the plans of work to operational units and

staff members within those units. Major needs for improved efficiency, however, can be of such magnitude that they are dealt with and formalized in the setting of common goals, agency goals and objectives, and common support goals and objectives.

Efficiencies result in more services for the same amount of resources. Since the major resources available to PVOs are generally staff time, physical facilities, means of transport, commodities and supplies, and money, good plans of work (which include all tasks, the order in which they must be performed, and their schedules) do a lot for improving the use of these major kinds of resources. When tasks in the plans of work are distributed to program units and workers in those units based on effectiveness and economy of performance, additional major efficiencies in the use of staff time and facilities can be reached. This was done in latter steps in Haiti, Cameroon, and Ethiopia projects.

When the need for major efficiencies is apparent, they are expressed by coordination of common program efforts. A coordinated school garden effort and the common reproduction of educational materials are examples from the Lesotho project. Common drug purchasing, stocking and distribution, and common purchasing of production materials are examples from the 3rd Guatemala and Bangladesh projects, respectively.

#### B. Goal

The goal of the revised Logical Framework states our desire to achieve positive changes in the lives of the people whose needs are addressed in the collaborative planning process. In other words, the actual resolution or satisfaction of those needs.

	Improved Distribution	Improved Strategies	"Missing" Program Elements	More Efficient Methods
<b>AFRICA</b>				
Lesotho	<ul style="list-style-type: none"> <li>- Expansion of poultry and egg production to mountains</li> <li>- new nutrition clinics planned for mountains</li> </ul>	<ul style="list-style-type: none"> <li>- Common food and nutrition coordinating office</li> </ul>	<ul style="list-style-type: none"> <li>- Research across food and nutrition system</li> </ul>	<ul style="list-style-type: none"> <li>- Coordinated school garden effort</li> <li>- Common transportation pool</li> <li>- Coordinated materials production</li> <li>- Common food and nutrition coordinating office</li> </ul>
Liberia I	<ul style="list-style-type: none"> <li>- Addition of 2d mobile team</li> <li>- Measles inoculations for entire county</li> </ul>	<ul style="list-style-type: none"> <li>- Creation of clean water/sanitary refuse disposal program for environmental health program</li> </ul>	<ul style="list-style-type: none"> <li>- Addition of effective high risk screening referral of pregnant women</li> <li>- Five year health plan as context for new first year plan</li> </ul>	<ul style="list-style-type: none"> <li>- Decentralization of most leprosy services to health post level</li> <li>- Standard program at all centers and posts</li> </ul>
Liberia II		<ul style="list-style-type: none"> <li>- Environmental health and curative service common planning resulting in development of highest priorities for environmental health unit</li> </ul>		<ul style="list-style-type: none"> <li>- Intensification of services/ higher numbers served with same resources</li> <li>- More timely distribution of medical supplies</li> <li>- Setting up of individual monitoring and evaluation performance measures for all workers</li> </ul>
Upper Volta	<ul style="list-style-type: none"> <li>- Expansion of crop and livestock extension, health, wells and reforestation services to uncovered areas</li> </ul>	<ul style="list-style-type: none"> <li>- Development of village level organizers program to support or provide all services</li> </ul>	<ul style="list-style-type: none"> <li>- Addition of major staff training element</li> </ul>	<ul style="list-style-type: none"> <li>- Coordination of all development services</li> <li>- Establishment of common program support offices</li> </ul>
Ethiopia		<ul style="list-style-type: none"> <li>- Improvement of all service delivery strategies</li> <li>- Application of FGAE model to all voluntary agencies in Ethiopia</li> </ul>		<ul style="list-style-type: none"> <li>- Entire reorganization of all program elements</li> <li>- Assignment of all tasks to units and workers based upon maximum economy</li> <li>- Development of Labor-Management Committee</li> </ul>

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	Improved Distribution	Improved Strategies	"Missing" Program Elements	More Efficient Methods
Sudan		<ul style="list-style-type: none"> <li>- Development of a nutrition strategy</li> <li>- Development of two program coordination committees</li> <li>- Development of coordinated plan and strategy</li> <li>- Development of standard service plan</li> </ul>	<ul style="list-style-type: none"> <li>- Development of coordinated plan and strategy</li> <li>- Improved data analysis for planning</li> <li>- Addition of education components (home economics, curricula and training)</li> </ul>	<ul style="list-style-type: none"> <li>- Development of two program coordinating committees</li> <li>- Development of coordination plan and strategy</li> </ul>
Cameroon	<ul style="list-style-type: none"> <li>- Additional health and feeder road efforts in uncovered areas</li> </ul>	<ul style="list-style-type: none"> <li>- Better integration of all efforts through local "promoteurs"</li> <li>- Training of village committee representatives in full conduct of coffee and cocoa marketing</li> </ul>	<ul style="list-style-type: none"> <li>- Training for community leaders</li> </ul>	<ul style="list-style-type: none"> <li>- Distribution of all tasks in complete plans of work to various organizational entities and staff within those entities</li> </ul>
IA				
India	<ul style="list-style-type: none"> <li>- Expansion of services to uncovered areas</li> </ul>	<ul style="list-style-type: none"> <li>- Improvement of strategies in response to service delivery problems</li> <li>- Planning of programs to natural disasters (flooding, cyclones, etc.)</li> <li>- Programs for specific minority groups</li> </ul>	<ul style="list-style-type: none"> <li>- Addition of outreach efforts</li> </ul>	
Bangladesh	<ul style="list-style-type: none"> <li>- Expanded coverage of cottage industry programs</li> </ul>	<ul style="list-style-type: none"> <li>- Addition of feasibility studies prior to program development</li> </ul>	<ul style="list-style-type: none"> <li>- Addition of national and international marketing supported by government assistance</li> <li>- Addition of design research and training at government institution</li> </ul>	<ul style="list-style-type: none"> <li>- Formation of spinning and weaving guild which has pressured government mill to sell them materials at cost</li> <li>- Free silk worms provided to voluntary agencies by government facility</li> </ul>

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	Improved Distribution	Improved Strategies	"Missing" Program Elements	More Efficient Methods
Sri Lanka	<ul style="list-style-type: none"> <li>- Decision by Government and Lanka Mahila Samiti not to set up competing womens organizations in the same villages.</li> <li>- Government will increase its grants to co-sponsoring organizations by 50% for children's programs in rural areas</li> </ul>	<ul style="list-style-type: none"> <li>- Program changes as a result of planning based upon priorities of population served</li> </ul>	<ul style="list-style-type: none"> <li>- Staff training for several of the organizations</li> </ul>	<ul style="list-style-type: none"> <li>- Establishment (in process) of coordination council to ensure best use of resources among all participating organizations</li> <li>- Specific plans to coordinate services in selected districts by several organizations</li> </ul>
LATIN AMERICA				
1st Guatemala	<ul style="list-style-type: none"> <li>- More comprehensive planning for housing reconstruction throughout the province</li> </ul>	<ul style="list-style-type: none"> <li>- Local people (builders) involved in housing design</li> <li>- "Clean water" considerations added to water source reconstruction</li> </ul>	<ul style="list-style-type: none"> <li>- Inclusion of a number of program elements based upon sharing of municipality plans</li> </ul>	<ul style="list-style-type: none"> <li>- Better distribution of reconstruction materials based upon central information on sources and representation of all municipalities</li> </ul>
2d Guatemala	<ul style="list-style-type: none"> <li>- Expanded service coverage</li> </ul>	<ul style="list-style-type: none"> <li>- Improvements among coordination of efforts of seven agencies</li> </ul>	<ul style="list-style-type: none"> <li>- Addition of vocational training program (Neuva Chinulla)</li> <li>- Addition of social services to housing program of 1500 units</li> <li>- Addition of health services (Mayce Qualle)</li> </ul>	<ul style="list-style-type: none"> <li>- Better use of existing staff time (six of nine agencies)</li> <li>- Improved coordination among seven agencies</li> </ul>
3d Guatemala				<ul style="list-style-type: none"> <li>- Lower costs of drugs and supplies and improved warehousing and distribution of the same</li> <li>- Some common training</li> <li>- Some common materials production</li> </ul>

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	Improved Distribution	Improved Strategies	"Missing" Program Elements	More Efficient Methods
Haiti I				<ul style="list-style-type: none"> <li>- Performing plans for all aspects of coordinated management within health districts</li> <li>- Distribution of all maternal and child health to facility and program units and workers within those units</li> </ul>
Haiti II	<ul style="list-style-type: none"> <li>- Improved distribution of services against distribution of population</li> </ul>	<ul style="list-style-type: none"> <li>- Improved services plans against priority needs of population</li> <li>- Procedures for coordination of voluntary and government efforts</li> </ul>		<ul style="list-style-type: none"> <li>- Procedures for coordination of voluntary and government efforts</li> </ul>
El Salvador	<ul style="list-style-type: none"> <li>- Expansion of health services</li> </ul>	<ul style="list-style-type: none"> <li>- Follow up on site of training of community health workers</li> </ul>		<ul style="list-style-type: none"> <li>- Better operating procedures (Centro San Lucas)</li> <li>- Better schedules for use of government nurses and sanitary inspectors</li> </ul>
Costa Rica - Caravanas			<ul style="list-style-type: none"> <li>- More comprehensive services in existing Caravans and four fixed sites</li> </ul>	<ul style="list-style-type: none"> <li>- Better use of personnel</li> </ul>
Costa Rica - C.O.F.		<ul style="list-style-type: none"> <li>- Sales of materials</li> </ul>		<ul style="list-style-type: none"> <li>- Distribution of tasks in all plans to all staff on basis of economy and effectiveness</li> </ul>
Costa Rica		<ul style="list-style-type: none"> <li>- Coordination among all programs</li> </ul>		<ul style="list-style-type: none"> <li>- Coordination among all program</li> </ul>

Occasionally, achievement of the goal is easily verified and measured, though strict attribution of the result to "good planning" alone is inappropriate. In Liberia, plans to conduct a country-wide inoculation of children under five years of age against measles were carried out and a dramatic decline in the incidence of measles and measles-deaths was recorded. (In Bong County, Liberia, measles had been a killer of young children because of the poor state of nutrition and health of these children and the undernutrition (before planning) of preventive measures.

Also, in Liberia, there was a significant increase in the numbers of children examined and vaccinated for prevention of other health problems, as well as significant increases in the numbers of patients served or treated in the health posts, centers and Phebe Hospital. We do not have, however, sufficient information on the reduction of the incidence of other health problems.

The difficulty on verifying goal achievement is apparent. Baseline information of a conclusive nature generally does not exist. It is often the collaborative planning project itself which engenders activities to collect such information. One of the two major common support goals of the Lesotho project was the conduct of a national nutritional status survey, as well as a survey of the entire existing food and nutrition system. Now that the surveys have been done, the agencies can begin to measure improvements in the status of the program population and try to determine the relationships which exist between program performance and changes in critical measures within the target populations.

For this reason, achievement of the goal of resolution or satisfaction of the needs of the population addressed by the programs can only be assumed, for the most part, for projects conducted in the first and second years of the program. Without hard pre-and post-information, one can only assume that positive changes have resulted from the programs undertaken; certainty, or



claims of it, are simply incorrect. One assumes that inoculations, maternal and child health and family planning services, and nutrition clinic services reduce infant mortality and maternal morbidity because the relationships between these efforts and these improvements in health are scientifically verifiable, and because these programs appear to have been successful in other situations.

Another problem we have in measuring goal achievement depends upon attribution. A large number of houses, schools and other public buildings, and sources of water were rebuilt in Chimaltenango Province. All this evidence is available: the destroyed houses could be counted, and the number of rebuilt facilities (and the relative quality) could be directly compared. We can also demonstrate how much of the reconstruction was the result of the carrying out of the plans produced in the collaborative planning meeting. We also know, however, that rebuilding would have taken place had there been no collaborative planning. What we cannot demonstrate with any degree of conclusiveness is the exact role the meeting played in faster, more economic, or more qualitative rebuilding.

We feel, however, that this problem is manageable. Collaborative planning works with all resources and considers all conditions and constraints in the working environment, and then sets common goals and measures for their achievement. In succeeding years this problem of attribution will be attacked directly by PA, and more insights should be available.

Finally, the most significant difficulty we have is measuring the changes in the working environment and the ways in which they affect the plans of the organizations with which we work. We find it an extraordinarily difficult task to keep track of the status of the carrying out of the plans of work and achievements of the goals and objectives of those plans of the individual agencies participating in the planning meetings. These changes

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in the working environment are perfectly normal, and the need for them is foreseen in the inclusion on monitoring and evaluation procedures, and procedures for revising goals and objectives and plans of work, that are set in the planning meeting itself. Fortunately, it's not a question of confidentiality. These are essentially functions that relate to re-planning, and we provide help in these areas as well. At a minimum we need to know how people are doing in terms of assessing the effectiveness of our assistance, and making required improvements.

Resolving measurement problems is partly a question of time. One cannot adequately address all of this work in one or two brief follow-up visits. Again, we feel this problem is addressable. We have made a decision, as an organization, to move to programs which have staff living and working full-time in the countries in which we are providing assistance, and to include in their work some strategies for better grappling with problems of measurement and results attribution. This is one of the major lessons learned as a result of the DPG program, and it will be discussed in the next section.

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## V. LESSONS LEARNED AND APPLIED

The DPG program has had a profound impact on all of our work, and has significantly changes the direction of the organization. When small voluntary organizations like Planning Assistance are establishing themselves, they often find themselves spending a disturbingly high proportion of their time and resources, simply fund-raising for their daily survival. Planning Assistance came to AID with a proven methodology, a brief but significant track record, and a strong desire to establish the ideas of collaborative planning with development organizations in the developing countries. But we needed time, or breathing space during which we could concentrate rather more on the substance of our work and less on our daily bread. The DPG has most successfully given us that time, and though this was not one of the objectives of the grant, has served the organization called Planning Assistance in an extraordinarily beneficial way at a time when that benefit could be well utilized by us: the DPG for Planning Assistance was a good idea at a good time.

In this section we will discuss the major lessons learned from the program, and the ways in which we applied these lessons in the program itself and in our other programs.

This discussion of the lessons learned and applied is organized into four categories: (1) those dealing with the limitations of collaborative planning; (2) those dealing with various aspects of the methodology; (3) those dealing with all aspects of staffing; and (4) those dealing with various aspects of the political and physical aspects of various working environments.

### A. Assistance in Planning Is Not Enough

Midway through the program we realized that assistance in the planning functions, with only limited follow-up, was not enough to ensure optimum

utilization of resources on the part of the organizations with whom we worked. We have found that organizations need as much help with the other management functions as they do with the planning ones. Without an equal amount of assistance with the organizing, staffing, directing and controlling functions, the agencies with whom we work cannot be expected to achieve the goals and objectives -- or revisions thereof -- of the plans prepared in the collaborative planning meetings.

In the planning meetings we helped the participating organizations use the best methods possible for the planning of the programs, both together, in terms of common goals and common support, and individually, in terms of those program plans which represented their best contributions to the achievement of the common goals. In those plans they identified how they would perform major directing and controlling functions such as monitoring, evaluation and reporting, and who would be responsible for them. The planning of the performance of these functions is now, however, sufficient to overcome all of the questions and problems people have with program implementation when they are actually confronted with plan implementation. It can often be extremely difficult to address the often complicated procedures required to organize the work in plans by various offices of program units, and then by individual staff within those units, without outside help. And these functions happen to be the ones that are first taken up in the actual implementation of plans. And, it can be difficult to manage the staff to best achieve the planned goals.

This work requires an additional provision of assistance to the individual agency participating in the planning meeting of at least one to two person-weeks. Assistance in the organizing and staffing functions is best done with the participation of all staff of the agency concerned; at a minimum it requires the participation of the senior program staff of the

agency, and an exclusive focus on the nature and situation of the specific organization concerned. It is impossible to do this sort of assistance in a setting of groups of agencies; individual assistance is required.

As soon as we recognized this problem, we began to do what we could to address it within the projects themselves. We began to direct the follow-up assistance specifically to these problems. More importantly, where possible, we addressed them in the meetings themselves. In both Haiti projects, equal attention was given to all management functions. In the Cameroon and Ethiopia projects we actually took all tasks in the plans of work, distributed them to the most appropriate program units, and then to the staff within those units. The Costa Rica project was preceded by individual assistance to two of the several major voluntary organizations of the country.

Further, all programs in the organization initiated after the Fall of 1976 contained equal attention to all management functions with the appropriate provision of assistance to the individual voluntary agencies concerned.

#### B. Lessons Dealing With Various Aspects of the Methodology

One of the major lessons learned with relation to the methodology as a whole is that there are several ways of establishing the collaborative planning process, all of which depend upon the specific needs and interests of the organizations concerned.

In Haiti, our work has been exclusively with the Ministry of Health. While useful assistance has been provided as part of those two projects, they have had the effect of setting of the appropriate political and professional framework through which assistance in collaborative planning and other management functions can take place on a district by district basis with all voluntary and government providers in those districts.

In Costa Rica, the project dealt with the establishment of a coordinating framework and mechanism for major voluntary and government development organizations, all in terms of existing programs. Assistance in the planning and implementation of individual agency programs will be added next year.

In the 3rd Guatemala project, a coordinating plan is again being prepared first. This will, in effect create the voluntary health association as a viable, functioning entity, which in turn will become the structure through which collaborative planning and assistance to individual agencies can take place in the future.

Secondly, something that we knew before has been confirmed in greater detail by the program. Assistance at the national level, well-provided, leads ineluctably to assistance at district or regional levels. This has been true in our work in Lesotho, Sri Lanka and Haiti. Conversely, assistance well-provided at the district level leads ineluctably to work in other districts and to the national level. This has been true of our work in Liberia, Cameroon, El Salvador, and India.

Another lesson related to methodology is that our work is often made much easier when we have a single, strong voluntary or governmental agency in the country which is particularly interested in helping to carry out the program of collaborative planning.

This has been the case in at least half the projects, and it has made the work much easier. These "key" organizations have made office space, telephones, and other office services available to us, helped in organizing the steering committees and in logistical preparation. In the planning meeting, all organizations are treated equally. They are by no means equal in the amount of work they do to bring about collaborative planning. Without a doubt, many of the projects would not have been as successful as they were without the help of these "key" organizations. It gives us great

pleasure to provide special assistance to these organizations, as we did in Costa Rica, Sudan, Lesotho, India, Ethiopia, Liberia, and several other countries, as our special way of saying "thank you".

Another lesson learned relates to the problem of securing participation by the members of the program population, and making that participation effective once it exists. We are prepared to work with organizations when they demonstrate commitment to some form of participation by recipients if not in the first year, at least in the second year of the collaborative planning work. It is such an unusual step for some agencies to take, that they literally have to be helped into achieving it. We feel so strongly about the role of recipients in needs, identification, goal and objectives setting, and priority setting, that we have had to refuse assistance to agencies that are not prepared even at some future time to try to take this step. All of our work in the United States had involved service recipients, often in numbers greater than those of staff persons.

Once the recipients are present in meetings, the design needs to protect them from being overwhelmed by the "development professionals". In Upper Volta we did the needs assessment in the local language, effectively giving them major responsibility for this section of the planning work. Using local languages, we have found, always enhances the feeling that the workshop is really a participant-oriented event, and not a "consultant show". So, too local languages allow people to express themselves in their own way. PA always runs discussions in local languages, given these considerations.

We can also cite this fact in the four projects where there was significant recipient representation the professional staff and policy-makers were most appreciative of the roles of the recipients. In Upper Volta, objectives for the commercialization of livestock production were dropped when the village representations said such efforts would not be feasible.

In Liberia, all health workers were most grateful to see a strong expression of support from the village chiefs on environmental health tasks. In Guatemala, Planning Ministry professionals were impressed by the thoughtfulness and economy of housing designs prepared by "ordinary peasants".

Another methodological problem is concerned with the integration of hard research data into the planning meeting deliberations. It has to be done in such a way that it can be understood and used by the participants to make their decisions while not having the effect of literally telling them what they should do. This information about the participants' country should "belong" to them, not to experts from outside the country.

Our solution, has been to have participants and local agencies prepare as much of the information as possible and then to send out such information on needs, resources, and strategy successes in advance of the meetings, along with information on programming and successful strategy uses in other countries, or of a general nature. The meeting design can then be constructed to bring forth this information from the participants themselves and allow them to consider its implications for changes in their programs.

Finally, one of the methodological considerations relates specifically to us. Our role is often confused with consultants. We tell participants our only role is to help them do their planning work better, not to tell them what they should be doing or to do their work for them. It's certain, however, that some of the agencies don't quite believe us until we actually start the work. For this reason, all initial decisions on materials, and so forth, are placed squarely in the laps of the participants. We establish our role in all that we do -- even in telling them that they should pick the menus because they know the food a lot better than we do. We don't want a project that collapses as soon as we leave, and by using our methods correctly from the beginning, we have avoided getting into a project that would have wound up lacing too much inappropriate responsibility on us.

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### C. Staffing

Unfortunately there are no schools training management assistants for work with voluntary agencies in developing countries. It is a relatively new profession which we often think we are creating. (We know that there must be somebody else, it's just that we've never found them). Even on our own staff, a couple of people left because the work was too hard and others who looked like they could do it, simply couldn't.

A commitment to development work, evidenced by several years work in the field, turns out to be nearly as important as training in management, organization development, or education and training. We look for people for our permanent staff and for local staff who have managed programs themselves and have had experience with aspect of management assistance.

We are getting increasingly effective in training local staff using the design phase of actual assistance work as the basis for the training, and then "field testing" those design and our "trainees" in protected situations.

Secondly, our increasing program breadth and duration in specific countries has given us the opportunity to bring along local staff from one project to another. We do the same for U.S.-based short-term staff. We are therefore developing a pool of good job candidates for future positions while at the same time moving to develop an effective mechanism for transferring the "PA role" to local people.

Finally, we have learned that staff members working in teams of at least two persons are significantly more effective and thoughtful than just one person who spends a longer time.

### D. The Political and Physical Environment

We have an increasing appreciation for the ability to continue to provide assistance during difficult political and physical circumstances. When one clearly demonstrates a respect for self-determination and a role of

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helping organizations to do their work better, there is no reason to be affected by dramatic changes in the political environment.

Our work in Bangladesh, India, Ethiopia, and Upper Volta has impressed upon us the fact that life and most development services go on, even in the face of dramatic political changes or natural disasters such as the drought. Of course, the planning work for those services goes on as well. In fact, dramatic changes in the environment often changes needs as well as conditions and constraints, and therefore require changes in the plans and implementation of programs. These are situations in which Planning Assistance can be particularly useful.

An example is our work in Guatemala. The entire project was devoted to coordination of reconstruction efforts in the one of the provinces most effected by the earthquake, and took place soon enough after the major damage had been done that the meeting room itself experienced some after-shocks during the sessions.

On the other hand, the political interest and interventions of funding sources can be disastrous. We were prevented from returning to one country for follow-up work because the local AID mission did not want us involved in a resolution of planning responsibilities between the newly-created planning ministry and the ministry of rural development, although we had all sat down and worked out acceptable roles for each one of them in the work in the Sahelian Region. The AID mission refused our re-entry to another country for follow-up work for all voluntary agencies which had participated in our working for "unspecified" reasons. The AID mission in still another country did not like either Catholic Relief Services or the Government's policies on food and nutrition, and refused to allow us to do survey work in this area. Fortunately, these are the exceptions, rather than the rule.

Our solution has been to tie program work to funding sources that are acceptable in that country and local representatives of those sources who

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do not seek to dictate the policies which the voluntary of governmental agencies follow. In each instance where that has not been possible, we have forthrightly shared our difficulties with our colleagues in the voluntary and governmental agencies. We found there were conditions and constraints in the working environment with which they were already all too familiar. Additionally, through our European office, we are actively seeking funding support from European sources.

#### E. Conclusion

The major decision that we have taken as a result of the sum of these lessons learned is that future programs, with rare exceptions, will be carried out by staff living and working full-time in the countries themselves. At a minimum, assistance in a collaborative planning project requires 15 person-weeks, and often may require 20 to 25 person-weeks in a complex multi-sector, or ambitious program area. Given an additional one to two person-weeks of assistance to perhaps as many as 10 or 15 or even 20 participating agencies, and one easily has a full person-year of assistance required for a given project year. Secondly, many of the improvements in quality of service which we wish to make require staff who are continually on-site and accessible to the organizations with whom we work.

Nearly a year ago, our Board of Directors approved plans to change to country-based programs, again, with some few exceptions, by mid-1978. Lesotho has been the first such country for some time, and Cameroon will be added in April. In a Board meeting in early February, 1978, the directors also approved retention of country-based efforts in Ethiopia and the United States (exclusively in the area of legal services, the major continuing human rights effort in the United States and a program area in which all countries are poor.) Additionally, they approved the establishment of country-based efforts in Bangladesh, Sri Lanka, Sudan, Madagascar, Liberia,

Haiti, Guatemala and Costa Rica.

We do not mean to suggest that the projects completed under this program have not been effective. They have all provided useful services that have increased use of resources. We have realized, however, that to do the full job, we need to establish programs of "somewhat different size and shape" which support staff that are continually accessible to help the agencies with whom we work and will work in the future.

APPENDIX A: Logical Framework (ORIGINAL)

	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
GOAL	To assist voluntary and governmental agencies in developing countries to make best use of their available resources so that they may attain maximum satisfaction or resolution of the highest priority of development needs of the people	<ol style="list-style-type: none"> <li>1. Number and status organizing task forces</li> <li>2. Number PVO and government agencies participating</li> </ol>	<ol style="list-style-type: none"> <li>1. Evaluation DPG</li> <li>2. Individual projects files</li> <li>3. Individual participants</li> </ol>	<ol style="list-style-type: none"> <li>1. Most dramatic improvement in effective use of resources comes when development agencies committed to a common goal plan together for attainment of a common goal.</li> <li>2. Assistance in collaborative planning was most cost efficient way to provide assistance to voluntary agencies</li> <li>3. Improvements in planning must bring about improvements in service delivery</li> </ol>
PURPOSE	<p>Demonstrate efficacy of collaborative planning in a variety of situations, as follows:</p> <ol style="list-style-type: none"> <li>1. To demonstrate the collaborative planning of voluntary agency programs directed toward the achievement of a common development goal.</li> <li>2. To demonstrate the willingness of government agencies to participate with voluntary agencies in the collaborative planning of all program efforts directed toward the achievement of a common development goal.</li> <li>3. To demonstrate the collaborative planning of all efforts directed toward the needs of a specific population; thereby, resulting in fully integrated development plan.</li> </ol>	<ol style="list-style-type: none"> <li>1. Number of voluntary agencies participating in collaborative planning sessions</li> <li>2. Number of governmental agencies participating in collaborative planning sessions.</li> <li>3. Number of single and common support plans developed in collaborative planning sessions.</li> </ol>	<ol style="list-style-type: none"> <li>1. Country fact sheets</li> <li>2. Individual Project Files</li> <li>3. Individual participants</li> <li>4. Progress Reports</li> <li>5. Evaluation DPG</li> </ol>	<ol style="list-style-type: none"> <li>1. Voluntary agencies respond to need for planning to improve use of their resources and to survive</li> <li>2. Joint collaborative planning not undertaken in rational regular patterns</li> <li>3. Assistance to single PVOs should expand to PVO groups using common design processes</li> <li>4. Government involvement in voluntary agency planning sessions would occur over the long run</li> <li>5. Voluntary agency cooperation with government agencies can be achieved at no loss to voluntary agency autonomy</li> </ol>

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APPENDIX A: Logical Framework (ORIGINAL) (continued)

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
To complete collaborative planning sessions as follows:			
OUTPUTS			
<ol style="list-style-type: none"> <li>1. To complete 14 projects - in 10 countries and on 3 continents- of collaborative planning of voluntary agency programs directed toward the achievement of a common development goal.</li> <li>2. A minimum of 4 of the 14 projects will be second year collaborative planning projects with the same agencies in which collaborative planning was completed in the first year</li> <li>3. A minimum of 2 of the 14 projects will involve government agencies in the collaborative planning of programs directed toward a common development goal.</li> <li>4. A minimum of 2 of the 14 projects will achieve collaborative and integrated planning of voluntary and governmental efforts directed toward the achievement of common, integrated development goals. (i.e., multi-program sectors).</li> </ol>	<ol style="list-style-type: none"> <li>1. Number of projects, countries and continents</li> <li>2. Number of projects continued, second year</li> <li>3. Number of participating government agencies</li> <li>4. Number of program and common-support plans produced; and names of program sectors</li> </ol>	<ol style="list-style-type: none"> <li>1. Country fact sheets</li> <li>2. Individual Project files</li> <li>3. Personnel files</li> <li>4. Evaluation DPG, Appendix D</li> </ol>	<ol style="list-style-type: none"> <li>1. Participation would be insured through the publicly expressed self interest of possible participants in activity proposed by PA</li> <li>2. Participants must include policy makers, program service providers and community representatives and minimal use of outside consultants</li> </ol>

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APPENDIX A: Logical Framework (ORIGINAL) (continued)

	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
OUTPUTS (Continued)	5. Materials will be prepared which can be used by any person seeking to improve the planning and management of their development programs	5. Number and names of materials prepared which can be used elsewhere		
	6. Local staff trained capable in establishing collaborative planning for other planning sessions	6. Number of trained persons		
INPUTS	1. Working methodology for providing collaborative planning	1. Existence of methodology	1. Evaluation DPG, Appendix C	1. Successful delivery of services requires a deductive process of planning
	2. Train PA staff	2. Number of trained persons	2. Personnel records	2. Recruited PA staff can deliver collaborative planning sessions if they are experienced in implementing program service delivery as well as possessing sufficient skills in process and facilitation
	3. Mobilize funds	3. Budget schedule (\$000)	3. Fiscal reports, vouchers, audits, PA budget	
		<u>FY 1975</u> <u>FY 1976</u> <u>FY 1977</u>		
		200 250 250		

APPENDIX A: Logical Framework (ORIGINAL) (continued)

PURPOSE  
(Continued)

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
<p>4. To establish Planning Assistance as an organizational resource capable of assisting voluntary and governmental agencies in their establishment of the collaborative planning of programs directed toward the achievement of common development goal(s).</p>	<p>4. Number of additional full-time and part-time staff persons both hired and having facilitated collaborative planning sessions. Has PA been perceived by others as an organizational resource. Number of project opportunities turned down.</p>		<p>6. Eventually collaborative planning would become multi-sectoral toward production of integrated plan</p> <p>7. Collaborative planning sessions would be timed at period of annual cycles of budgeting</p> <p>8. Assistance for collaborative planning by PA would take only a few years; after which there would be self-sufficiency</p> <p>9. Achievement is based on the sufficient condition of need for assistance as well as capability and methodology</p> <p>10. Achievement from a goal and objective from a plan sufficiently requires concentration upon development and implementation of coordination plans</p>

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APPENDIX B: Logical Framework (ORIGINAL)

REVISED

GOAL

Narrative Summary

Achieve positive changes in the lives of the people where needs are addressed in the collaborative planning process.

Objectively Verifiable Indicators

Quantitative measures of changes in status as functions of the following services provided:

- health, general
- family planning
- nutrition
- mother child health care
- employment
- housing
- development, general and rural

Means of Verification

1. Comparison of pre-project baseline data with ex-post-facto project evaluation measures.
2. Country - project - specific records.

Assumptions

1. Policies of all development organizations (government, private and voluntary) are geared toward meeting basic human needs.
2. Collaborative planning process itself engenders activities to collect baseline data and surveys.
3. Qualitative positive changes result from service delivery programs.
4. Achievement of goals cannot be quantitatively attributed to planning processes.
5. Normal change in environment (time and place) cannot be held constant to measure attributions to project purposes and outputs.
6. Planning must result in measurable changes in lives of poor people at a cost less than a different undertaking by PA because program performance and impact is improved: PA uses management assistance only as a means, not as an end; and that this has a demonstration effect and finally real costs of planning and management assistance will be shown.

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APPENDIX B: Logical Framework (ORIGINAL) (continued)

PURPOSE	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
	<p>To assist voluntary and governmental agencies in developing countries to make best use of their available resources so that they may attain maximum satisfaction or resolution of the highest priority of development needs of the people. This can be achieved through the development of plans which present the following:</p>			
	<ol style="list-style-type: none"><li>1. plans which present changes in <u>distributions of services</u> which correspond more accurately with the distribution of the population in greatest need of those services; in terms of location and intensity.</li><li>2. <u>improved program delivery strategies</u> that more effectively represent the identified major needs of the program population in terms of existing applications of resources with continuing needs and their priorities; or new strategies.</li><li>3. the filling in of critical <u>missing program elements</u>, the lack of which is preventing the success of the programs taken as a whole; in terms of setting of individual multi-agency objectives and common support objectives.</li></ol>	<ol style="list-style-type: none"><li>1. Name of projects and characterization, distribution.</li> <li>2. Name of projects and characterization, improved strategies.</li></ol>	<ol style="list-style-type: none"><li>1. Evaluation DPG</li><li>2. Individual project files</li><li>3. Individual participants</li></ol>	<ol style="list-style-type: none"><li>1. Planning is a necessary but not sufficient condition to realize maximum use of resources.</li><li>2. Most dramatic improvement in effective use of resources comes when development agencies committed to a common goal plan together for attainment of a common goal.</li><li>3. Assistance in collaborative planning was most cost efficient way to provide assistance to voluntary agencies.</li><li>4. Improvements in planning must bring about improvements in service delivery.</li></ol>

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APPENDIX B: Logical Framework (ORIGINAL) (continued)

PURPOSE	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumption
	<p>4. the development of <u>more cost-efficient methods for producing the services</u>, or carrying out the programs of the agencies in terms of savings on and coordination and distribution of tasks relating to staff time, transport, physical facilities, supplies.</p>			

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APPENDIX B: Logical Framework (ORIGINAL) (continued)

OUTPUTS	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
	<ol style="list-style-type: none"><li>1. To achieve the production of collaborative plans among voluntary and governmental organizations sharing a common development goal(s).</li><li>2. To establish Planning Assistance as an organizational resource capable of assisting voluntary and governmental agencies in their establishment of the collaborative planning of programs directed toward the achievement of common development goal(s).</li><li>3. To maximize the significance of participation in collaborative planning projects.</li><li>4. To assist in the continued development of collaborative plans.</li><li>5. Materials will be prepared which can be used by any person seeking to improve the planning and management of their development programs.</li><li>6. Local and PA-hired staff trained capable in establishing collaborative planning for other planning sessions.</li></ol>	<ol style="list-style-type: none"><li>1. Number of voluntary agencies participating in collaborative planning sessions. Number of governmental agencies participating in collaborative planning sessions. Number of single and common support plans developed in collaborative planning sessions.</li><li>2. Number of additional full-time and part-time staff persons both hired and having facilitated collaborative planning sessions. Has PA been perceived by others as an organizational resource. Number of project opportunities turned down.</li><li>3. First, were the agencies which participated in the collaborative planning representative of the majority of resources directed toward the achievement of the common goal? Second, were policymakers and representatives of the program population, as well as senior managers of the agencies participating in the decision-making?</li><li>4. Number of projects in which the development of collaborative planning continued in succeeding year.</li><li>5. Number and name of research prepared which can be used elsewhere.</li><li>6. Number of trained persons who can provide assistance in other collaborative planning projects.</li></ol>	<ol style="list-style-type: none"><li>1. Country fact sheets</li><li>2. Individual Project Files</li><li>3. Individual participants</li><li>4. Progress Reports</li><li>5. Evaluation DPG</li></ol>	<ol style="list-style-type: none"><li>1. Voluntary agencies respond to need for planning to improve use of their resources and to survive.</li><li>2. Collaborative planning sessions would be timed at period of annual cycles of budgeting.</li><li>3. Joint collaborative planning not undertaken in rational regular patterns.</li><li>4. Assistance to single PVOs should expand to PVO groups using common design processes.</li><li>5. Achievement is based on the sufficient recognition of need for assistance as capability and methodology.</li><li>6. Umbrella groups of voluntary agencies formed or substantiated at planning sessions would continue to function and carry forward planning activities only with continued management assistance.</li><li>7. Achievement from a goal and objective from a plan sufficiently requires concentration upon development and implementation of coordination plans.</li><li>8. Achievement of a goal and objective of a plan requires development and implementation of coordination plans as well as concentration upon single agency single program execution.</li></ol>

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APPENDIX B: Logical Framework (ORIGINAL) (continued)

INPUTS	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions						
1. Groups of voluntary and governmental agencies sharing common development goal and desiring assistance in establishing of collaborative planning. 2. Working methodology for providing collaborative planning. 3. Train PA staff. 4. Mobilize funds.		1. Number of requests for such assistance. 2. Existence of methodology. 3. Number of trained persons. 4. Budget schedule (\$000)	1. Trip reports: results of country visit surveys. 2. Evaluation DPG, Appendix C 3. Personnel records. 4. Fiscal reports, vouchers, audits, PA budget	1. A legitimate need exists for a service PVO to the PVO community. 2. Successful delivery of services requires a deductive process of planning. 3. Recruited PA staff can deliver collaborative planning sessions if they are experienced in implementing program service delivery as well as possessing sufficient skills in process and facilitation.						
		<table border="0"> <tr> <td style="text-align: center;">FY1975</td> <td style="text-align: center;">FY1976</td> <td style="text-align: center;">FY1977</td> </tr> <tr> <td style="text-align: center;">192,852</td> <td style="text-align: center;">162,857</td> <td style="text-align: center;">344,291</td> </tr> </table>	FY1975	FY1976	FY1977	192,852	162,857	344,291		
FY1975	FY1976	FY1977								
192,852	162,857	344,291								

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APPENDIX B: Logical Framework (ORIGINAL) (continued)

OUTPUTS	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
				<ol style="list-style-type: none"><li>9. Eventually collaborative planning would become multi-sectoral toward production of integrated plan.</li><li>10. Government interest in coordination of development programs is necessary for continual effectiveness of voluntary agency umbrella groups coordination activities.</li><li>11. Voluntary agency cooperation with government agencies can be achieved at no loss to voluntary agency autonomy.</li></ol>

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APPENDIX A: Logical Framework (ORIGINAL) (continued)

	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
	To complete collaborative planning sessions as follows:			
OUTPUTS	1. To complete 14 projects - in 10 countries and on 3 continents- of collaborative planning of voluntary agency programs directed toward the achievement of a common development goal.	1. Number of projects, countries and continents	1. Country fact sheets 2. Individual Project files 3. Personnel files 4. Evaluation DPG, Appendix D	1. Participation would be insured through the publicly expressed self interest of possible participants in activity proposed by PA
	2. A minimum of 4 of the 14 projects will be second year collaborative planning projects with the same agencies in which collaborative planning was completed in the first year	2. Number of projects continued, second year		2. Participants must include policy makers, program service providers and community representatives and minimal use of outside consultants
	3. A minimum of 2 of the 14 projects will involve government agencies in the collaborative planning of programs directed toward a common development goal.	3. Number of participating government agencies		
	4. A minimum of 2 of the 14 projects will achieve collaborative and integrated planning of voluntary and governmental efforts directed toward the achievement of common, integrated development goals. (i.e., multi-program sectors).	4. Number of program and common-support plans produced; and names of program sectors		

APPENDIX A: Logical Framework (ORIGINAL) (continued)

	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions					
OUTPUTS (Continued)	5. Materials will be prepared which can be used by any person seeking to improve the planning and management of their development programs	5. Number and names of materials prepared which can be used elsewhere							
	6. Local staff trained capable in establishing collaborative planning for other planning sessions	6. Number of trained persons							
INPUTS	1. working methodology for providing collaborative planning	1. Existence of methodology	1. Evaluation DPG, Appendix C	1. Successful delivery of services requires a deductive process of planning					
	2. Train PA staff	2. Number of trained persons	2. Personnel records	2. Recruited PA staff can deliver collaborative planning sessions if they are experienced in implementing program					
	3. Mobilize funds	3. Budget schedule (\$000)	3. Fiscal reports, vouchers, audits, PA budget	2. service delivery as well as possessing sufficient skills in process and facilitation					
		<table border="1"> <thead> <tr> <th>FY 1975</th> <th>FY 1976</th> <th>FY 1977</th> </tr> </thead> <tbody> <tr> <td>200</td> <td>250</td> <td>250</td> </tr> </tbody> </table>	FY 1975	FY 1976	FY 1977	200	250	250	
FY 1975	FY 1976	FY 1977							
200	250	250							

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APPENDIX A: Logical Framework (ORIGINAL) (continued)

PURPOSE (Continued)	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
4. To establish Planning Assistance as an organizational resource capable of assisting voluntary and governmental agencies in their establishment of the collaborative planning of programs directed toward the achievement of common development goal(s).	4. Number of additional full-time and part-time staff persons both hired and having facilitated collaborative planning sessions. Has PA been perceived by others as an organizational resource. Number of project opportunities turned down.		6. Eventually collaborative planning would become multi-sectoral toward production of integrated plan 7. Collaborative planning sessions would be timed at period of annual cycles of budgetting 8. Assistance for collaborative planning by PA would take only a few years; after which there would be self-sufficiency 9. Achievement is based on the sufficient condition of need for assistance as well as capability and methodology 10. Achievement from a goal and objective from a plan sufficiently requires concentration upon development and implementation of coordination plans	

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APPENDIX B: Logical Framework (ORIGINAL)

GOAL	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
	Achieve positive changes in the lives of the people where needs are addressed in the collaborative planning process.	Quantitative measures of changes in status as functions of the following services provided: <ul style="list-style-type: none"> <li>- health, general</li> <li>- family planning</li> <li>- nutrition</li> <li>- mother child health care</li> <li>- employment</li> <li>- housing</li> <li>- development, general and rural</li> </ul>	<ol style="list-style-type: none"> <li>1. Comparison of pre-project baseline data with <u>ex-post-facto</u> project evaluation measures.</li> <li>2. Country - project - specific records.</li> </ol>	<ol style="list-style-type: none"> <li>1. Policies of all development organizations (government, private and voluntary) are geared toward meeting basic human needs.</li> <li>2. Collaborative planning process itself engenders activities to collect baseline data and surveys.</li> <li>3. Qualitative positive changes result from service delivery programs.</li> <li>4. Achievement of goals cannot be quantitatively attributed to planning processes.</li> <li>5. Normal climatic environment (time and cost) cannot be held constant to measure attributions to project purposes and outputs.</li> <li>6. Planning must result in measurable changes in lives of poor people at a cost less than a different undertaking by PA because program performance and impact is improved: PA uses management assistance only as a means, not as an end; and that this has a demonstration effect and finally real costs of planning and management assistance will be shown.</li> </ol>

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APPENDIX B: Logical Framework (ORIGINAL) (continued)

PURPOSE	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
	<p>To assist voluntary and governmental agencies in developing countries to make best use of their available resources so that they may attain maximum satisfaction or resolution of the highest priority of development needs of the people. This can be achieved through the development of plans which present the following:</p>	<ol style="list-style-type: none"> <li>1. Name of projects and characterization, distribution.</li> <li>2. Name of projects and characterization, improved strategies.</li> </ol>	<ol style="list-style-type: none"> <li>1. Evaluation DPG</li> <li>2. Individual project files</li> <li>3. Individual participants</li> </ol>	<ol style="list-style-type: none"> <li>1. Planning is a necessary but not sufficient condition to realize maximum use of resources.</li> <li>2. Most dramatic improvement in effective use of resources comes when development agencies committed to a common goal plan together for attainment of a common goal.</li> <li>3. Assistance in collaborative planning was most cost efficient way to provide assistance to voluntary agencies.</li> <li>4. Improvements in planning must bring about improvements in service delivery.</li> </ol>
	<ol style="list-style-type: none"> <li>1. plans which present changes in <u>distributions of services which correspond more accurately with the distribution of the population in greatest need of those services; in terms of location and intensity.</u></li> <li>2. <u>improved program delivery strategies</u> that more effectively represent the identified major needs of the program population in terms of existing applications of resources with continuing needs and their priorities; or new strategies.</li> <li>3. the filling in of critical <u>missing program elements</u>, the lack of which is preventing the success of the programs taken as a whole; in terms of setting of individual multi-agency objectives and common support objectives.</li> </ol>			

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APPENDIX B: Logical Framework (~~ORIGINAL~~) (continued)

PURPOSE	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumption
	4. the development of <u>more cost-efficient methods</u> for producing the services, or carrying out the programs of the agencies in terms of savings on and coordination and distribution of tasks relating to staff time, transport, physical facilities, supplies.			



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APPENDIX B: Logical Framework (ORIGINAL) (continued)

OUTPUTS	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
<ol style="list-style-type: none"> <li>1.</li> <li>2.</li> <li>3.</li> <li>4.</li> <li>5.</li> <li>6.</li> </ol>	<ol style="list-style-type: none"> <li>1. To achieve the production of collaborative plans among voluntary and governmental organizations sharing a common development goal(s).</li> <li>2. To establish Planning Assistance as an organizational resource capable of assisting voluntary and governmental agencies in their establishment of the collaborative planning of programs directed toward the achievement of common development goal(s).</li> <li>3. To maximize the significance of participation in collaborative planning projects.</li> <li>4. To assist in the continued development of collaborative plans.</li> <li>5. Materials will be prepared which can be used by any person seeking to improve the planning and management of their development programs.</li> <li>6. Local and PA-hired staff trained capable in establishing collaborative planning for other planning sessions.</li> </ol>	<ol style="list-style-type: none"> <li>1. Number of voluntary agencies participating in collaborative planning sessions. Number of governmental agencies participating in collaborative planning sessions. Number of single and common support plans developed in collaborative planning sessions.</li> <li>2. Number of additional full-time and part-time staff persons both hired and having facilitated collaborative planning sessions. Has PA been perceived by others as an organizational resource. Number of project opportunities turned down.</li> <li>3. First, were the agencies which participated in the collaborative planning representative of the majority of resources directed toward the achievement of the common goal? Second, were policymakers and representatives of the program population, as well as senior managers of the agencies participating in the decision-making?</li> <li>4. Number of projects in which the development of collaborative planning continued in succeeding year.</li> <li>5. Number and name of research prepared which can be used elsewhere.</li> <li>6. Number of trained persons who can provide assistance in other collaborative planning projects.</li> </ol>	<ol style="list-style-type: none"> <li>1. Country fact sheets</li> <li>2. Individual Project Files</li> <li>3. Individual participants</li> <li>4. Progress Reports</li> <li>5. Evaluation DPG</li> </ol>	<ol style="list-style-type: none"> <li>1. Voluntary agencies respond to need for planning to improve use of their resources and to survive.</li> <li>2. Collaborative planning sessions would be timed at period of annual cycles of budgeting.</li> <li>3. Joint collaborative planning not undertaken in rational regular patterns.</li> <li>4. Assistance to single PVOs should expand to PVO groups using common design processes.</li> <li>5. Achievement is based on the sufficient attention of need for assistance as capability and methodology.</li> <li>6. Umbrella groups of voluntary agencies formed or substantiated at planning sessions would continue to function and carry forward planning activities only with continued management assistance.</li> <li>7. Achievement from a goal and objective from a plan sufficiently requires concentration upon development and implementation of coordination plans.</li> <li>8. Achievement of a goal and objective of a plan requires development and implementation of coordination plans as well as concentration upon single agency single program execution.</li> </ol>

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APPENDIX B: Logical Framework (ORIGINAL) (continued)

INPUTS	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
	1. Groups of voluntary and governmental agencies sharing common development goal and desiring assistance in establishing of collaborative planning.	1. Number of requests for such assistance.	1. Trip reports: results of country visit surveys.	1. A legitimate need exists for a service PVO to the PVO community.
	2. Working methodology for providing collaborative planning.	2. Existence of methodology.	2. Evaluation DPG, Appendix C	2. Successful delivery of services requires a deductive process of planning.
	3. Train PA staff.	3. Number of trained persons.	3. Personnel records.	3. Recruited PA staff can deliver collaborative planning sessions if they are experienced in implementing program service delivery as well as possessing sufficient skills in process and facilitation.
	4. Mobilize funds.	4. Budget schedule (\$000)	4. Fiscal reports, vouchers, audits, PA budget	
		FY1975    FY1976    FY1977 192,852    162,857    344,291		

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APPENDIX B: Logical Framework (ORIGINAL) (continued)

OUTPUTS	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
				<ul style="list-style-type: none"> <li>9. Eventually collaborative planning would become multi-sectoral toward production of integrated plan.</li> <li>10. Government interest in coordination of development programs is necessary for continual effectiveness of voluntary agency umbrella groups coordination activities.</li> <li>11. Voluntary agency cooperation with government agencies can be achieved at no loss to voluntar.      .. autonomy.</li> </ul>

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APPENDIX C

## THE RESULTS OF THE PROGRAM: A FIRST REPORTING

A. A Summary of the Program Methodology

A discussion of the results of the program is best introduced by a description of the methodology of the program. With rare exceptions which will be explained as they occurred, we used the same methodology to carry out all 17 projects completed under this program. A discussion of the steps follow.

1. Country Selection. We wished to work in at least 10 different countries throughout Africa, Asia and Latin America. And we certainly wished to work in those countries and those goal areas which were most amenable to collaborative planning. We therefore conducted a data review of all countries in Africa, Asia and Latin America using the following criteria: (a) Our experience in those countries or working relations with voluntary agencies from those countries (garnered in pre-DPG programs of assistance in collaborative planning to voluntary organizations working in family planning throughout Africa, Asia and Latin America. (b) Each country's need indicators (per capita income, health, education status, etc.). (c) Each country's policies toward health and nutritional programs (our primary sector focus at the time). (d) Each country's attitudes toward the participation of voluntary agencies in development, specifically in the two program areas mentioned. (e) The relationships we had with agencies in those countries.

Our initial program emphasis was on food and nutrition and family planning and health. Our "ideal country" was, therefore, a very poor one, with tangible efforts in family planning and health or food and nutrition, with a number of voluntary agencies working in either of those areas, whose

role the government supported, and which actively sought to improve their planning and program design skills.

Lesotho, our first project, is typical. While not as poor as others, it still had a great need for expansion of efforts in both food and nutrition and family planning and health, and there were government policies supporting this expansion. Secondly, there were a number of voluntary agencies working in both these areas, and their role was both accepted and appreciated by the government. (This had been verified by our staff during the conduct of a previous project to establish nurse assistants as a trained, licensed third cadre of health care providers in both voluntary and government health facilities.) (Lesotho will be used as a continuing example in the discussion of methodology.)

2. Country Survey. After a country was selected, a field survey was conducted. Voluntary agencies were visited to assess their interest in collaborative planning in one or more common goal areas. Government agencies were visited to assure their cooperation with and support of such efforts and, as PA matured, to secure their participation in the sessions.

In Lesotho, for example, there was considerable interest in establishing collaborative planning of food and nutrition efforts among the 15 voluntary and governmental agencies involved in improving food production, distribution and consumption.

3. Establish Steering or Design Committees. In each country where the response seemed positive, the interested agencies were asked to meet together to form a steering or design committee which would take responsibility for setting specific in-country goals and objectives, for designing the collaborative planning project, for setting the agendas to be used, and for conducting the work.

In Lesotho, the Central Planning Office of the Government agreed to co-sponsor the project along with Planning Assistance, and a steering committee

was established which consisted of the Catholic Relief Services Program Director, the directors of the nutrition education programs for both the Ministries of Agriculture and Education, the officer in Central Planning for Health and Agriculture, and a staff member from Planning Assistance. The Committee was chaired by the Permanent Secretary to the Minister to the Prime Minister.

4. Design and Apply Methodology for Collaborative Planning. In almost all projects the major means for achieving collaborative planning was a several day meeting of policy-makers and program directors of the participating agencies, and where possible, representatives of the populations to which the programs were addressed. The major design work carried out by the Steering Committee consisted, therefore, of preparing the agenda for this meeting, as well as identifying the preparatory materials which needed to be produced, and, of course, inviting the participants and arranging the facilities. The Committee also identified any resource people (persons with requisite technical experience in the subject area) who might be helpful for the planning work.

In Lesotho, for example, the design work consisted of preparing an agenda for a five-day collaborative planning meeting.

5. Preparation of Materials. The materials consisted of anything the Steering Committee thought would be useful to prepare the participants for collaborative planning work.

In Lesotho, we prepared a program/organization matrix showing the activities of all participating organizations against common food production, food distribution and food consumption goals. We also did some work in preparing information of continuing needs in each of these programming areas. This information was mailed to all participants, along with copies of Planning Successful Programs, a book we had prepared in the first two months of the program, and two books on nutrition planning from the Food and

Agricultural Organization series.

6. Carry Out Logistical Preparations. The steering committee was also responsible for selecting the dates and sites for the planning meeting, sending or delivering out all mailings to participants, and assuring that all needed materials would be available and in place.

In the case of Lesotho, the University was selected as the site, and dates in early December, 1975 were selected. This was so that the planning work could coincide with the normal planning work done in preparation for the start of the new fiscal year beginning April 1st.

7. Train Local Staff. It was also the responsibility of the steering committee to identify local staff persons who would function with Planning Assistance staff members in the conduct of the meeting. These staff were in some instances members of the committee itself, or in other cases members of local training institutes or other local organizations with some experience in management training and assistance.

In Lesotho, no local staff were trained for the conduct of the meeting. The conduct was the responsibility of Planning Assistance staff and one resource person identified for the project. In most of the other projects, however, local staff were trained, and they participated equally in the conduct of the planning work.

8. Conduct Collaborative Planning. The planning meetings usually began with a review of the needs of the population addressed by the participating agencies, with specific focus on the subject area. Available resources were assessed, and usually included presentations by the participating agencies and their current or potential resources. Conditions and constraints were then assessed, and then common goals in the subject area would be identified, based upon work in the three preceding sessions.

It should be emphasized that this work and all other work was done

by the participants. The role of local and Planning Assistance staff was to serve as facilitators to the process by helping the participants to undertake this work as efficiently and satisfactorily as possible. We continually explained our role as one of supporting the self-determination of the participating organizations, rather than contravening it, and of both assuming and expecting the participants to be the major experts and sources of information.

After the session on common goals, the participants from the individual agencies prepared those program and financial plans which best represented their most achievable contribution to the attainment of the common goals, given each agency's own conditions, constraints, and individual charters. This work was usually done in four sessions: goals and objectives; plans of work; monitoring and evaluation measures; and budget. Each of these sessions were preceded by a presentation by one of the staff persons, and then the groups from each of the agencies worked individually with the help of the staff and resource persons as needed.

After the individual plans were prepared, they were analyzed by the groups as a whole a common support plan was prepared. This support plan consisted of any common training or materials required by a number of the agencies together, and confirmation of need for a continuing steering committee or more formal coordinating council to conduct monitoring and evaluation of the results of the programs as a whole, or any other multi-agency needs for collaboration throughout the program year. This session also identified any needs for follow-up assistance by Planning Assistance or local staff.

The Lesotho work followed the outline above. Significant variations consisted of using a post-planning matrix of common goals and organization programs, and extensive outlines of national food and nutrition research and the establishment of a food and nutrition coordinating office with paid staff as part of the common support plan.

9. Provide Needed Follow-Up. This step consisted of carrying out the follow-up work identified in the common support plan. In general, it was considered that a follow-up assistance trip, three to six months after the meeting was ideal. This allowed help with any implementation problems at a time that would not embarrass the agencies if they had, in fact, done not as much to implement the program as they had planned.

The follow-up work in Lesotho was far more extensive than in any other project. To carry out the indicated follow-up work we asked for and received an Operational Program Grant from A.I.D. to assist in conducting the national nutrition research, and to set up and staff the coordination office to provide continuing assistance.

10. Evaluation. Evaluation of the provision of assistance during the meeting was conducted at the close of the meeting. Evaluation of the results of the implementation of the programs was built into the plans of the individual agencies and was to be conducted by them as indicated.

Evaluation of the Lesotho meeting was conducted at the close of the meeting. It was directed toward the evaluation of the methods that we used and their success so that we could build improvements into our work in succeeding projects. The individual agencies have been evaluating their programs as indicated, but our further work suggests they need some help in doing this more effectively.

This constitutes a review of the general application of the Inputs.



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## COUNTRY FACT SHEET

### BANGLADESH

#### 1. What Occurred?

Acting on the joint request of a special government committee on Handicrafts and Small Scale Cottage Industries, and of the ADAB (Agricultural Development Agencies in Bangladesh), Planning Assistance cosponsored (with the Rotary Club in Dacca) a workshop on cottage industries which took place in Dacca Bangladesh from 26-30 September 1977. A total of 74 participants representing 20 private agencies and governmental agencies attended the workshop. Among these representatives were both policy-makers and program staff persons of private agencies as well as four presidential advisors among the senior government officials in attendance. The goal of the workshop was to provide both private and governmental agencies an opportunity to discuss areas of mutual program concerns and to explore ways of strengthening handicrafts and small scale cottage industries in Bangladesh.

#### 2. What Work was Produced?

Participants worked in seven product groups based upon their current work or prospective interests. They shared technical information, identified common problems (of supplies, credit, marketing, design and training) and explored possible joint solutions for solving those problems and develop follow-up implementation plans. Participants were trained in project planning methods and ten organizations developed project plans for implementation.

#### 3. What are the Possible Next Steps?

As a result of the success of this workshop Planning Assistance has received a request from the Presidential Advisor for Agriculture to assist in planning efforts in certain rural areas in Bangladesh. In addition Planning Assistance has also received individual requests from several organizations to provide planning and management assistance both in particular program areas and for discrete projects. A proposal is now being considered to submit to outside funding sources which would provide a country-based effort in management assistance for Bangladesh.



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## COUNTRY FACT SHEET

### CAMEROON

#### 1. What Occurred?

Planning Assistance was asked by Zones d'Action Prioritaires Integrees (a para-statal organization responsible for rural development in the Eastern Province of Cameroon - ZAPI) and the Volontiers du Progres Hollandais (VPH) to provide management assistance to ZAPI and VPH to improve their organizational and managerial efficiency. Specifically, we were asked to analyze and evaluate the current state of management practices, assist in preparing job descriptions for all staff that would reflect forthcoming expansions of all programs, and analyze the appropriateness of the current organizational structure in terms of the demands of the expanded program.

#### 2. What Work was Produced?

The work was produced in three stages. In November, 1977, goals and objectives were set for all programs, plans of work prepared, and assignments made directly to all program staff based upon economy and effectiveness of performance. In November and December, these assignments were turned into job descriptions for all staff positions. In January, 1978, goals for management and other support to all program units were prepared, plans of work were developed, and assignments of all tasks in those plans were made to central office and support personnel.

#### 3. What Are the Possible Next Steps?

As a result of the work, Planning Assistance was asked to provide continued general management assistance to ZAPI and VPH, with specific emphasis on the development of a monitoring and evaluation system and an analytical accounting system. The work will be funded by the World Bank.

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## COUNTRY FACT SHEET

### COSTA RICA (1, 2, 3)

#### 1. What Occurred?

At the request of two indigenous voluntary agencies, Caravanas de Buena Voluntad and the Centro de Orientacion Familiar (COF), Planning Assistance sponsored a planning meeting for the purpose of establishing coordination among the development programs of all Costa Rican and voluntary and governmental development organizations. (Planning Assistance has previously provided individual management assistance to both Caravanas and COF.) The meeting was held from the 7th through the 11th of November, 1977 in Guana Caste Province. Eleven voluntary and nine governmental organizations were represented in the meeting.

#### 2. What Work was Produced?

The work of the meeting consisted of a review of national needs and the setting of common development goals. A matrix of the existing development activities of each of these organizations was prepared in terms of their contributions to each of the common development goals. A plan for coordination of the activities of each of the organizations was then prepared, based upon their existing and proposed contributions to each of the common development goals. Plans were also prepared for the establishment of a coordinating council.

#### 3. What are the Possible Next Steps?

Planning Assistance has been asked to provide continuing management assistance to the organizations as a whole, and to several of the organizations on an individual basis. These requests and the favorable results of the planning meeting have resulted in a decision, on our part, to do so. We are now preparing plans to establish a country-based effort in Costa Rica to provide such assistance.



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## COUNTRY FACT SHEET

### EL SALVADOR

#### 1. What Occurred?

Planning Assistance, Inc. (PA) was invited to conduct the Annual Planning Meeting in Centro el Castano, El Salvador, by two social action/community development sponsoring organizations, Catholic Relief Services (CRS) and OXFAM. On July 10, 1977, representatives from PA met with OXFAM representatives to finalize plans for the planning meeting, including the development of an agenda. On July 19, 1977, PA representatives, accompanied by staff persons from CRS and OXFAM, arrived in Centro el Castano. The meeting was well represented by 38 representatives of 11 governmental and non-governmental organizations (including PA). The objectives of the workshop were to enable each participating agency to prepare individual goals and objectives based on a shared program goal of bettering the conditions in the rural areas of El Salvador through an integrated effort.

#### 2. What Work was Produced?

The goals and objectives for each participating agency were set in plenary session; problem identification and needs assessment procedures were established; and a common support plan was produced on the last day of the planning meeting, including job descriptions by worker and time frames. Prior to their departure, PA representatives administered a four (4) question evaluation questionnaire to all the workshop participants.

#### 3. What Are the Possible Next Steps?

Based on the overwhelmingly favorable response to the workshop as indicated in the evaluations received, follow-up technical assistance (particularly to CADILAV, one of the participant agencies at the workshop composed of rural development specialists who conduct "capacitacion" programs for rural community leaders) is definitely recommended, and interest was particularly strong for a full-time resident PA advisor who could provide ongoing management and technical assistance to government and non-governmental agencies sharing common program goals in development.



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## COUNTRY FACT SHEET

### ETHIOPIA

#### 1. What Occurred?

Acting on a direct request from the Family Guidance Association of Ethiopia (FGAE) and Family Planning International Assistance - Africa Regional Office and USAID Ethiopia, Planning Assistance participated in management assessment of the FGAE and in collaboration with persons from the Board of Directors of FGAE, Senior Management and Workers. That meeting took place in Addis Ababa in August 1977. The plan produced at that meeting served as the ongoing management plan of FGAE. Next Planning Assistance initiated an agency-wide management plan seminar whose goal was to train FGAE staff persons in management and planning techniques which would be used to resolve problems within FGAE. At the same time, Planning Assistance involved the Government of Ethiopia in the formulation of this plan. Next Planning Assistance reviewed implementation of the management plan and established a planning process as a model to be used by the Government of Ethiopia (National Productivity Centre) for all nongovernment organizations in all sections in all of Ethiopia.

#### 2. What Work Was Produced?

A comprehensive plan including prioritized goals, objectives, plans of work, organizational charts, job descriptions (including compatibility with National Civil Service Standards); as well as budgets, program and personnel monitoring and evaluation measures was produced. In addition ongoing training to 12 members of the FGAE in planning methodology was carried out.

#### 3. What Are the Possible Next Steps?

As a direct result of the success of Planning Assistance work in Ethiopia, Planning Assistance has been asked to prepare and, jointly with FGAE, submit a proposal for comprehensive implementation and standardization of the model, a portion of which has been successfully funded.



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## COUNTRY FACT SHEET

### 1ST GUATEMALA

#### 1. What Occurred?

An Earthquake. To be more specific, an earthquake measuring 7.5 on the Richter Scale occurred in Guatemala in the early morning hours of 4 February 1976. Official estimates totaled 23,000 persons killed, 77,000 injured and more than 1 million (about one in five Guatemalans) left homeless. The Department of Chimaltenango (one of 22 departments or provinces of Guatemala) was the hardest hit by the earthquake.

The first planning workshop of the Committee for the Reconstruction and Development of Chimaltenango (CRDD) was held at the CEFAS Conference Center, Mixco, Guatemala, 8-11 April 1976 as the country was passing from the early stages of the general emergency caused by the earthquake into longer term reconstruction efforts. The workshop was jointly sponsored by the CRDD and Planning Assistance, Inc. The workshop was officially opened by the Chairman of the Committee for National Reconstruction, Government of Guatemala (GOG), and was attended by representatives of the Ministries of Health, The National Office of Community Development and the National Economic Planning Secretariat. Voluntary agencies represented included CARE, Oxfam, World Neighbors, the Behrhorst Clinic and the Cooperatives Training Institute. Community representatives from 15 of the 16 municipalities (political subdivisions) of the Department of Chimaltenango also were in attendance and formed the nucleus of 15 planning groups. The purpose of this workshop was to develop program plans for those reconstruction or development efforts in the municipalities of Chimaltenango which were determined by the workshop participants to be of the highest priority.

#### 2. What Work was Produced?

Fifteen municipal plans, the majority of them for housing reconstruction.

#### 3. What Are the Possible Next Steps?

Plans now call for follow-up assistance to the 15 municipalities. Consideration is also being given to the possibility of repeating these planning activities in other departments of Guatemala, and assistance in helping the CRDD fund one or more paid staff persons who will provide continual on-site assistance.

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## COUNTRY FACT SHEET

### 2nd GUATEMALA

#### 1. What Occurred?

Working in cooperation with Church World Service - Guatemala (CWS), Planning Assistance sponsored a four-day planning session for senior staff of seven indigenous Guatemalan voluntary organizations in Antigua, Guatemala, from 11 - 15 July 1977. The broad purpose of the meeting was to help each of the seven agencies make the full transition from relief and reconstruction work to long-term development programs. These seven agencies had not previously met together nor otherwise worked together, and all parties agreed that an additional purpose of the project would be to provide the planning and management assistance in such a fashion as to foster the desirability of collaborative planning among these and other indigenous voluntary organizations. A total of forty-four (44) representatives attended the workshop, the majority of whom were program staff members of their respective organizations. A few could be considered policy-makers, and a few of the community representatives were members of the populations for whom the plans were designed.

#### 2. What Work Was Produced?

The representatives from all seven organizations reviewed needs in their respective areas, prepared inventories of resources, analyzed conditions and constraints, and then prepared their program and financial plans for future work based upon that information. Strictly speaking, the project did not involve these representatives in collaborative planning against a common goal, simply because they represented but a fraction of the literally hundreds of public and private organizations working in Guatemala, and because they addressed needs as varied as housing, health, agriculture, education, nutrition, cooperatives, and vocational training. It can be maintained, however, that the desirability of collaborative planning was demonstrated by the processes of the assistance, and the project itself will serve as the basis for expansion of such work.

#### 3. What Are The Possible Next Steps?

The follow-up requested by the workshop participants is the work of the provisional coordinating committee, and, through that mechanism, a selection of specific activities such as training for participating agency staff members and community leaders who would be involved in the continuing program activities being undertaken by each agency. Tentative plans were prepared to conduct a follow-up seminar early in 1978, and to make plans for the inclusion of other indigenous voluntary agencies in such activities.

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## COUNTRY FACT SHEET

### 3rd GUATEMALA

#### 1. What Occurred?

The third Guatemala project provided assistance in the establishment of a program of common support to the 27 voluntary agencies who have joined the newly-formed Asociacion de Servidos Comunidos de Salud (the Association of Community Health Service - ASC). The planning meeting took place in Antigua, Guatemala, 13 - 15 March 1978. The ASC was formed to provide improved health and health-related services to those populations now being served by its 27 member agencies. The initial interest of many of these agencies in joining the ASC was based upon a desire to establish common purchasing, warehousing and distribution of drugs and other health commodities. These common interests have now expanded to include common training, materials development, management and technical assistance. The participants in the planning meeting were the members of the newly-elected Board of Directors of ASC, who are themselves representatives of several of the 27 agencies, and together are responsible for the planning and implementation of all common support activities.

#### 2. What Work Was Produced?

At the end of the three day meeting, a common support program and financial plan was produced which responded to the needs for common support as stated by the 27 member agencies.

#### 3. What Are The Possible Next Steps?

The Board of Directors will now seek funding for the common support plan. Planning Assistance will now consider future assistance both to the ASC as a whole, and to its individual members.

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## COUNTRY FACT SHEET

### HAITI I

#### 1. What Occurred?

Acting upon a request from the Department of Public Health and Population (DSPP), Planning Assistance participated in a nation-wide Health Management Seminar conducted by the DSPP in Port-au-Prince in November 1976. The Seminar included participants from the eleven Health Districts and from the central office and Divisions of the DSPP. The goal of the seminar was to take a first step towards providing all the District Health Managers with the administrative and managerial skills and knowledge needed to insure optimum use of the health care resources in their respective districts. The two PA staff persons involved in the seminar provided preparatory materials for all participants, and served generally as coordinating advisors at both the plenary session and group workshops.

#### 2. What Work was Produced?

The immediate result of the seminar was the drafting by consensus of a District Management Health Plan based on an empirical application of the major administrative and management functions to the Cap-Haitien Health District. The seminar thus afforded all the participants an opportunity to experience directly the administrative management process which had to be performed in their respective districts in order to insure efficient management techniques. Further, the participants learned themselves how best to apply such functions in their own districts.

#### 3. What are the Possible Next Steps?

As a direct result of the success of this seminar, we have been asked to work in selected districts to help with the implementation of the management plan for the district. This means that next year, in these districts, we will help establish the collaborative planning and management -- there will be full attention to all management functions -- of the voluntary and governmental health programs and services of the district.

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COUNTRY FACT SHEET

HAITI II

1. What Occurred?

As a result of the success of the National Seminar for Health District Administrators, sponsored by Planning Assistance, Inc. (PA) and the Department de Sante Publique et de la Population (DSPP) of the Republic of Haiti (held in Port-au-Prince, December, 1976), PA sponsored a second National Health Seminar in Planning and Management in Jacmel, Haiti, from March 16-20 1978. The goal of this second workshop was threefold: (1) to analyze the provision of health services in all districts in terms of the needs for health services in all districts; (2) to analyze the distribution of health services in all districts in terms of population distribution in all districts; and (3) to produce a common support plan for all health districts based on a coordination of existing resources in the districts. Administrators from all eleven health districts, as well as key DSPP policy-makers, attended the workshop, which was devoted to selected case-study analyses of selected districts.

2. What Work Was Produced?

A model of operational distribution of health services based on empirical analyses of population distribution and corresponding health services (personnel and facilities) in selected districts was elaborated and refined on the first day of the seminar. This model, constructed from data on representative districts, then served as a working paradigm for all districts. The second day was devoted to producing a model of task description by personnel and facility. On the third day, an identification of the kinds of transportation systems required to insure full coordination and integration of health services was made.

3. What Are the Possible Next Steps?

The interest in planning and management of health services on the part of the DSPP has been such that serious consideration is being given to placing a full-time Advisor in management assistance in the North-west, one of the six new health regions being superimposed on the existing health districts. Services in the Northwest are provided by a wide variety of voluntary and government facilities and programs. We have been asked to assist all of them in establishing the collaborative planning and management of services in the Region.



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## COUNTRY FACT SHEET

### INDIA

#### 1. What Occurred?

The India Health and Family Planning Project Design Workshop was suggested by two persons from Hyderabad who had attended and liked an international workshop conducted by Planning Assistance in Thailand in 1974. At their initiation, a PA staff person was sent to Hyderabad to review the possibility of such a workshop and, on finding high interest by both voluntary agencies and the Government of Andhra Pradesh, and receiving expressions of support from the Centre (GOL), a session was set for late January, 1976. The conference was sponsored jointly by PA and Bharatiya Grameen Mahila Sangh, and was planned and conducted by those two agencies and three others: the Family Planning Association of India (A.P. Branch), the Indo-Dutch Project for Child Welfare, and the Regional Family Planning Training Centre in Hyderabad. There were 50 participants and several observers. The participants came from 11 organizations, including a team of eight from the Government of Andhra Pradesh.

The workshop goal was as follows: (a) to assist voluntary and governmental agencies to prepare specific, concrete, and reasonable health and family planning program/projects which each participating agency would implement in the coming year and (b) to design methods for the integration of such projects with other community, social, and economic development activities in the villages, states and nation of India.

#### 2. What Work Was Produced?

Each of the participating agencies successfully completed at least one project design - many prepared several for different geographic locations covered by their teams. One agency prepared three models which would be reviewed by teams in each State in India, with one model selected for adaptation and implementation in each State. A total of 18 plans were produced during the week long sessions.

#### 3. What Are the Possible Next Steps?

Most of the participants at the workshop concluded the sessions with considerable enthusiasm and concern that the projects be implemented. Because one of the most important agenda items had included an extended discussion of monitoring and evaluation, most participants seemed to feel that technical assistance in this field during the early stages of implementation would be desirable. The Regional Family Planning Training Center was preparing to provide back-up support where it could, and the FPAI indicated willingness to provide assistance when called on.

Additional steps were forestalled by the emergency in that country. Now that it is over, we are reviewing the next steps by PA.



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## COUNTRY FACT SHEET

### LESOTHO

#### 1. What Occured?

The First Annual Lesotho National Nutrition Planning Conference was conducted on the campus of the National University of Lesotho, Roma, Lesotho, the week of 7 - 15 December 1975. The conference was jointly sponsored by the Government of Lesotho and Planning Assistance and involved seven governmental ministries and offices and ten national and international private voluntary organizations concerned with nutrition policies and programs in Lesotho. The purpose of the conference was to formulate nutrition policy and program plans for participating ministries and agencies to implement that policy.

#### 2. What Work Was Produced?

Statements of food and nutrition policy for Lesotho were drafted. Program goals and objectives were produced. Plans of operations and activities were drafted. Budget estimates were made. Monitoring and evaluation criteria were identified. Administrative support needs common to all participating ministries and organizations were listed. Research activities were planning. And, most importantly, the government and private agencies involved in the conference gained an awareness of the importance of systematic planning to the achievement of improved nutrition in Lesotho and resolved to continue these planning efforts together.

#### 3. What Are the Possible Next Steps?

Conference participants concluded that there was a need for a central food and nutrition coordinating office in the government and it is now scheduled to be established in June 1976. Food and nutrition research activities recommended by conference participants are also scheduled to begin in June 1976 and will include a nutrition status survey, household budget survey, food distribution channels mapping, food marketing system study and food balance sheet for Lesotho. A second annual food and nutrition planning conference is scheduled for the fall of 1976 to review the research information and update the policy statements and program plans. It is anticipated that food and nutrition program planning to coordinate the efforts of both government and voluntary agencies will become a regular, annual occurrence in Lesotho.

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## COUNTRY FACT SHEET

### LIBERIA I

#### 1. What Occured?

As a result of two preliminary survey trips, and a variety of meetings with government and voluntary agencies during the period September - November, 1975, the Government of Liberia approved a Planning Assistance proposal to conduct a planning meeting with the health care providers of Bong County, Liberia. The Planning Meeting was held from February 15 - 22, 1976 at the conference facilities of Cuttington College, near Gharnga, the county seat of Bong County.

The purpose of the meeting was to bring together a total representation of front-line health care providers of the county to assist them in developing annual plans of work. The meeting was attended by a total of 53 participants including representatives of the Ministry of Health and Social Welfare, and of the County Superintendent; a guest observer from the Government of Upper Volta, Ministry of Planning and Finance; representatives of Phebe Hospital, which serves as the County Hospital; six health centers and twenty-two health posts; representatives of the Department of Environmental Health, the Leprosy Control Unit, the Phebe Hospital Training Programs; the Phebe-Cuttington Nursing School, and the County In-Service Training Program.

#### 2. What Work Was Produced?

The meeting utilized both plenary and small group work sessions. The first two days of the meeting were devoted to plenary sessions in which health problems in the county were analyzed, and priorities were set for responding to those problems. By the end of the second day, a written problem statement had been produced, in addition to a statement of county goals and objectives. These broad statements served as a basis for more detailed planning by operational units (hospital, health centers and health posts), through small group sessions. The hospital and each center and post produced written plans which included their unit objectives, tasks/time projections, a statement of resources needed to accomplish objectives, and plans for monitoring and evaluating progress. A final part of the planning work was the development of a common support plan which included county-wide training needs. A county budget was also prepared.

Aside from the aggregate County Plan and the separate planning documents - which are now serving as on-going operational guides for county health care providers - the First Annual Planning Meeting served to reinforce a sense of team effort, purpose and direction among the county

health care providers. In addition, participants, according to their own assertions, were able to strengthen their managerial tools vis a vis improved knowledge of the planning process.

### 3. What Are the Possible Next Steps?

There are several possible next steps in Liberia under DPG:

- a). Return for follow-up and a Second Annual Planning Meeting in Bong County, with level of effort and focus similar to that of the First Annual Planning Meeting.
- b). Conduct of Second APM with increased emphasis on involvement of target population as well as increased representation from GOL above the county level. In effect, using the Bong County APM as a health planning model, containing the vertical components of a comprehensive health planning system.
- c). Conduct additional Planning Meetings in one or more counties other than Bong, while providing only minimal follow-up support for second and third year meetings in Bong County. In effect, expanding the health planning system horizontally, at the county unit.

Of the three possibilities, serious consideration should be given to Option b. This approach is attractive for several reasons:

- a). In a general way, it represents an opportunity to refine rather than expand work already begun in Liberia.
- b). More specifically, our methodology includes a strong emphasis on inclusion of service recipients in the planning process. Although we made some efforts to accomplish this in February, community representation in the First APM was minimal. Receptivity to this approach is satisfactory among health care providers; however, the technology for organizing and communicating with target groups is essentially undeveloped. This represents an opportunity to improve both our and their techniques for involvement of service recipients in the planning process.
- c). It is an operating tenet of Planning Assistance that community participation in the planning process is desirable because it improves the quality of plans developed, closely followed by better understanding of service delivery on the part of service providers, and improved cooperation and receptivity on the part of target groups. Implementing this approach during the Second APM, therefore, can be seen as being of direct benefit to providers and receivers of service.
- d). The GOL will shortly be renewing efforts at the national level to improve health planning and management throughout the country. One of its concerns will be the creation of community-oriented planning models. The GOL has given a watchful eye to the efforts of PA in Bong County. The approach suggested in Option b represents an opportunity to directly support GOL priorities in the area of health planning.



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## COUNTRY FACT SHEET

### LIBERIA II

#### 1. What Occurred?

Planning Assistance received a second request from the Medical Director of Bong County Liberia, Dr. Gwenigale, to review the goals, objectives, and other results of Planning Assistance's initial work in Liberia; and to make changes that were appropriate in light of one year's experience. A full preplanning meeting was held involving 60 people who assessed the data requirements and needs, and who evaluated first year activities, as well as set a goal and agenda for the Second Annual Planning Meeting. The meeting itself was held at Cuttington College, Bong County, Liberia involving all of the government and most of the private health providers in the county. Also present were persons working with indirect health services (e.g., road construction). The date of this meeting was January 1977.

#### 2. What Work Was Produced?

The data collected for all the health providers was compared for both years, and new health care priorities were established. Program successes and failures from the first year were evaluated, and strategies for overcoming current problems based on these successes were elaborated. Five year goals were written in more substantive form to include better numerical, measurable results, and to better reflect the participants' more realistic assessments. Goals and objectives (of the five year plan) were established for the county as a whole and for each health unit. Monitoring and evaluation measures were established for planned goals and objectives for the county as a whole in each health unit. A medical supplies requirement sheet (for supplies purchased outside the county) was also prepared.

#### 3. What Are the Possible Next Steps?

USAID has funded a national planning team for Liberia. The work in Bong County needs to be fully integrated into the national planning procedures being developed, and may be useful as a model for other counties in Liberia. Planning Assistance stands ready to assist both the USAID contractors and Bong Medical Authorities in the coordination of this work.



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## COUNTRY FACT SHEET

### SRI LANKA

#### 1. What Occurred?

At the request of the LANKA MAHILA SAMITI (a national organization of rural women) Planning Assistance conducted a planning meeting from 30 January - 8 February 1978 in Colombo, Sri Lanka. The purpose of this meeting was to bring women working in rural programs in Sri Lanka for a mutual sharing of problems and solutions among people actually working on them and development of actual project plans for implementation by the organizations represented. There were 13 agencies represented, each of whom sent representatives from their national organizations and six (out of 22) districts. Government representatives were from the Department of Rural Development. A total of 75 participants were present at the planning meeting.

#### 2. What Work Was Produced?

Participants discussed problems of rural women, solutions to them, and made recommendations for action by Volags and Government. These recommendations are to be presented for follow-up to the Home Affairs Ministry and the Sri Lanka Women's Conference (the umbrella organization for women's organizations in Sri Lanka). Participants developed plans for future cooperation at district and national levels. Participants acquired project planning skills and produced 17 project plans that they are going to implement. Several other gains were realized as a result of the meeting. A good amount of attention focused upon rural women. The Ministry of Public Administration and Home Affairs announced a 50% raise in government grants to the co-sponsoring organization. A government coordinating council is being considered as a follow-up activity.

#### 3. What Are The Possible Next Steps?

The next step will focus upon the government officials who work closely with volags and rural development societies (a mixture of government and volunteer effort). The Department of Rural Development has requested collaboration and project planning training for all 280 Rural Development Officers and District Officers of Rural Development in Sri Lanka.

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## COUNTRY FACT SHEET

### SUDAN

#### 1. What Occurred?

Acting upon the invitation and sponsorship of the Nutrition Division of the Ministry of Health, Planning Assistance helped organize a workshop on coordinating nutrition related policies and existing program strategies, held in the town of Wad Medani, 22-24 January 1978. The 33 participants of the session included middle level program directors and subject matter expert from three central ministries (Health, Education and Food); seven research and educational institutions, and one international voluntary agency-Catholic Relief Services. Additionally, senior level administrators in health and education attended from five of the country's 18 provinces. The rationale for the meeting was based upon the need to follow-up and review the recommendations made from a national food and nutrition seminar held in the Sudan in March 1972. Design and preparation was sponsored by an interministerial steering committee including representatives from the University of Khartoum and Catholic Relief Services. Planning Assistance assisted in materials preparation, and acted as facilitators for the plenary sessions of the workshop. Two staff persons from the Ministries of Food and Health assisted in preparation of data analysis.

#### 2. What Work was Produced?

The immediate result of the workshop was the drafting of specific nutrition-related program and their implications for coordination, in areas touching upon food production, distribution, consumption and utilization: special education, training, medical health, agricultural production, processing and data organization for planning. Then participants drafted overall nutrition coordination policies and mechanisms based upon an analysis of coordination problems and desirable functional qualification required for proper coordination. What followed was an overall nutrition-related policy analysis, advising the government on what were the missing relevant elements. Although the original intention of the workshop was to focus nutrition-related strategies to specific provinces, by serendipity the workshop resulted in deliberating on a national basis.

#### 3. What are the Possible Next Steps?

As a direct result of the workshop, Planning Assistance has been asked by the organizing Steering Committee to help facilitate a follow up nutrition coordination workshop specific to one province. In addition, there have been resolved to constitute two separate nutrition-related program coordinating committees in the government: one on health and education, involving those ministries along with ministries of social welfare and youth; and the other on food and planning involving also ministries of finance.



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## COUNTRY FACT SHEET

### UPPER VOLTA

#### 1. What Occured?

A Planning Meeting was held to launch the process of development in the Department of the Sahel, one of the 11 regions of Upper Volta. The purpose was twofold: (1) to produce a coordinated development plan for the region for the new five-year plan period; and (2) to produce a plan for the establishment of the Rural Development Organization -- the management structure through which the Voltaic government implements development efforts in all of the regions of the country. The Region of the Sahel was the last of the eleven regions to be given a Rural Development Organization, and the planning meeting represented the first major action of the Rural Development Organization.)

The meeting was held in Dori, the center of the Region, from April 12 through 16, and was attended by representatives of the people of the region, directors of the government services, two voluntary agencies now working in the region, and senior officials from the national ministries directly involved in development efforts.

#### 2. What Work was Produced?

After an analysis of problems and causes, resources and constraints in the region, the group produced a development plan for the region consisting of long term goals, goals and objectives for the five-year period, plans of work for the first of those five years, methods for monitoring and evaluation, and budget elements and budgets for the projects within the plan.

The plan consists of projects to increase agricultural and livestock production and to improve the health and educational status of the people. The village was chosen as the major level of program management, and elements of all of these projects will be implemented as a coordinated program in ten villages throughout the region in 1977, the first year of the plan's operation. In addition, the elements of projects in water development and reforestation that will be managed at a department level will also have elements which will be included in the coordinated programs in each of the ten villages.

Finally, a plan for the Rural Development Organization was prepared which consists of the coordination and support efforts which are required to implement and maintain the programs in the villages and throughout the department. There are tasks directed to fund-raising (the government does not now have sufficient funds to finance all of the projects of the plan), training of program coordinators and organizers, continued research in agriculture

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and livestock and water development, and monitoring and evaluation of all program efforts.

### 3. What are the Possible Next Steps?

Help from Planning Assistance will be needed shortly for the implementation of the various projects: two to three person weeks of time in June and July, two to three person weeks in November and December. Secondly, we will need to assist with the planning meeting for 1978, which will probably be held in August or September of 1977.

Also, because of the Ministry of Plan's interest in this and other processes for use in preparing the new five-year plan, we may need to spend some days with them during June or July of this year discussing further applications of this planning process.

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