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COOPERATION AND COLLABORATION
BETWEEN THE AGENCY FOR INTERNATIONAL DEVELOPMENT
AND THE PEACE CORPS IN THE PHILIPPINES

Report of a study
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EXECUTIVE SUMMARY

Problem and Overview. AID and Peace Corps have been expanding their cooperation in the Philippines, and this cooperation is supported by policy statements from the AID Administrator and the PC Director. AID benefits from this cooperation by gaining motivated and resourceful field workers at the point where an agency of the Government of the Philippines they are assisting meets the ultimate client group that AID has targeted, the rural poor. PC gains from this cooperation by posting PCVs with GOP agencies that have the technical assistance, commodities and improved project design of AID assisted activities. The high level of AID/PC cooperation in the Philippines has grown out of informal contacts between AID and PC staff, but an analysis of the issues involved in cooperation and a formalizing of the process of cooperation will lead to sustaining this high level.

AID/PC Cooperation. In the early days of PC, contact with AID was kept to a minimum to allow the PCV to be judged as an individual and not as a member of the American foreign policy establishment. In the 1970's PC and AID in the Philippines began working in similar grass roots rural development activities, and, therefore, some cooperation happened informally. In 1978 the AID Administrator and the PC Director made a joint policy statement asking AID Missions and PC Country Staff to begin cooperating more closely. The policy has been reaffirmed by each new AID and PC administration, and in August of 1982, the AID Administrator and the PC Director made a policy statement asking for expanded cooperation.

The cooperation in the Philippines occurs in several different ways. Some PCVs are posted with GOP agencies that also have AID projects. The PCVs may work on project related tasks, but they are not posted to work directly with the project. This is the most common form of cooperation. Sometimes PCVs are posted with GOP agencies to work directly on AID project activities or with PVOs that are funded by AID. There are several cases where PCV initiated activities have become parts of AID projects. There is also a special AID project, the Accelerated Impact Program, that funds community initiated activities with the help of PCVs. In the last two years, \$150,000 has been allocated for this program, and \$70,000 of projects have already been completed. These projects, for the most part, have been very successful. AID and PC have participated in two joint conferences, one on agroforestry and one on disaster relief. There are good communications between AID staff and PC staff, and between PCVs and AID staff. PCVs are gaining valuable technical advice from AID staff and AID staff are gaining insights into village life and the day to day process of development projects. At least 20% of AID's staff and contract personnel in the Philippines are former volunteers, and the AID deputy director is a former Philippines PCV. There are no former AID staff on the PC staff.

Purpose of the Study. AID would like to continue cooperation with PC in the Philippines and would like that cooperation to expand. This study describes the current cooperative activities, looks at the constraints on further expansion, and offers advice on how the present level of cooperation can be continued and expanded.

Conclusions.

1. AID/PC cooperation in the Philippines is already very significant.
2. The most productive communications occur between PCVs and AID Project Officers working in the same development sector.
3. PCVs are working with GOP agencies that also have AID project funds and directly with AID projects. Some PCV initiated activities have become AID projects.
4. The \$70,000 of AIP funds have been used for very successful community initiated projects by PCVs.
5. Though the goals of the two organizations are similar, the basic unit of AID is the Project and of PC the Volunteer. The administration levels for effective communications are AID Director to PC Director, AID Program Office to the two special PC Associate Directors, and AID Project Officers to PC Regional Associate Directors.
6. There are limits to PC/AID cooperation. There is not enough staff time, and PCVs can not be expected to have a high degree of technical expertise, monitor AID projects, handle project funds or be key to project success.
7. The study developed ideas for further expansion of AID/PC cooperation: a collaborative AID/PC project, AID staff working for PC for six months or more, a joint AID/PC project to build a Philippine National Volunteer Service, a PCV consult at the PID stage, a long term commitment to one area and sector, and a sharing of training resources.

Recommendations.

1. Continue the present high level of AID/PC cooperation.
2. Develop formal and informal methods of communications between AID Project Officers and PCVs.
3. Informal cooperation should be the most frequent type, PVO projects with PCV participation should be encouraged with a conference.
4. AIP should be gradually expanded, and PC should help to make AID aware of the details of the individual projects.
5. Meetings should begin at the Director level twice a year, at the staff level each quarter and at the Project Officer/Regional Associate Director level as projects require.
6. AID and PC should pick two or three projects to focus on with formal cooperation.
7. The ideas presented should be discussed along with others and action should be taken on one or two new ideas.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The major findings and conclusions of this study are summarized in this section. Each of these is followed by one or more recommendations pertaining to the conclusion. The Report of the Study section which follows, presents the details upon which these conclusions and recommendations are based.

1. AID and Peace Corps in the Philippines already have a high level of cooperation. PCVs and AID staff are exchanging information, PCVs are working directly and indirectly on AID projects and more than 20% of AID staff and contract personnel are former volunteers. The cooperation to date has come about through individual AID staff, PC staff and PCV initiative.

Recommendation. This cooperation should be encouraged and, where appropriate, formal procedures should be designed to sustain and expand this cooperation.

2. The most productive communications take place between PCVs and AID Project Officers who are working in the same development sector. PCVs get technical advice, advice on development strategy and knowledge of available resources from AID staff. AID staff get insights into the day to day process of project activities from PCVs.

Recommendation. AID and PC should develop a system that will promote contacts between AID project officers and PCVs who are working in the same sector. A list of AID project officers and their areas of interest, personal arrangements of contracts by PC and AID staff and informal meetings between groups of PCVs and project officers are possible parts to such an improved system.

3. There are three types of project cooperation between AID and PC in the Philippines. Informal cooperation, where volunteers are posted to a GOP agency that also has an AID project, is the most frequent type. Direct cooperation, where a volunteer is posted to an AID project site, occurring in PVO projects, in discrete parts of larger AID projects and for specific tasks in large projects, is another type. A third type of cooperation occurs when a PCV initiated activity becomes an AID project or part of an AID project.

Recommendation. The informal cooperation should continue to be the most frequent type of project cooperation. PVO projects are a good medium for direct cooperation. PC and AID should encourage PVOs to use PCVs, and AID should consider holding a joint conference with PVOs and PC to map out further cooperation. Peace Corps should make every effort to acquaint AID staff with innovative PCV projects to increase the number of PCV initiated AID projects.

4. The AIP fund has supported \$70,000 worth of useful and innovative development efforts by PCVs. The individual projects have been very successful. There are some administrative problems with the fund, and AID has not been learning from the AIP experiences.

Recommendation. The AIP should be continued and gradually expanded. AID and PC should try to solve the administrative problems and a new small project fund from Washington may help. PC and AID should explore ways to make the AIP experiences more accessible to AID. An evaluation and a descriptive report on the projects by third year PCVs is one way this could be done.

5. The goals, objectives and ultimate clients of AID and PC are similar. The basic unit of AID operations is the Project and the administrative responsibility is in the hands of the Project Officer. The basic unit of the PC program is the volunteer and the administrative responsibility is in the hands of the Regional Associate Directors. Overall program responsibility is in the Program Office at AID and with the two special program specific Associate Directors at PC. Policy decisions are at the Director level in both institutions.

Recommendation. Regular meetings should begin at the Director level at least twice a year focused on the major program documents, the CDSS and the CMP. AID Program Office staff and the two special PC Associate Directors should begin meeting at least on a quarterly basis. They should design and implement specific activities like those that are now going on informally and expand cooperation as outlined in this report. The AID Project Officers and the PC Regional Associate Directors should

arrange to meet about specific project cooperation and should maintain informal contact to foster meetings between PCVs and AID Project Officers.

6. There are limits to AID/PC cooperation. Staff time in both organizations is already fully utilized. A plan for increased cooperation that uses too much staff time is not possible. PCVs can not be expected to have a high degree of technical expertise, to monitor AID projects, to handle project funds or to be key to project success. PC can respond quickly to a request but can not guaranty a specific number of volunteers. AID can guaranty resources at a specific level but has a long and complicated process for developing project activities.

Recommendation. AID and PC should leave most of its cooperation to already effective informal, individual initiative, but on two or three projects emphasis should be given to PC/AID cooperation. AID should be careful to consider the limits on the role of the PCV and should not design a project that depends on a PCV for success. The cooperation should continue to be focused on AID projects with PCVs viewed as an added resource to project implementation.

7. There are several ideas developed by the study that are outside the present types of cooperation experienced here. They include a collaborative AID/PC project, AID staff working for PC for periods of more than six months, a joint AID/PC project to build a Philippine National Volunteer Service, a PCV consultation on all PIDs before the PP is written, a long term commitment by PC and AID to a specific task and area, and a sharing of training resources.

Recommendation. These and other ideas should be discussed at the Director level. One or two ideas should be picked up for a feasibility study, and a decision made, based on that study, of whether to try one of these activities.

COOPERATION AND COLLABORATION BETWEEN
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The Agency for International Development (AID) and the Peace Corps (PC) are two separate organizations with a similar purpose but different resources. They are both American Institutions involved in foreign assistance, and both are committed to helping the rural poor improve the quality of their lives in a manner that will be sustainable without outside resources. Cooperation between these two institutions is natural, and this study has found a high level of cooperation existing in the Philippines.

This report will present an overview of present AID/PC cooperation so that everyone in AID and PC will be able to see what is going on now. Though the two organizations share a similar purpose, they are different enough that there are real limits beyond which cooperation might be counterproductive. Peace Corps should not become a part of AID, and Peace Corps Volunteers (PCVs) should not be part of every AID project. So this report will also look at the constraints on cooperation. The two organizations bring different resources to the development process, and these resources can complement each other. This report will present the types of cooperation that should be most beneficial to both institutions, to the American foreign assistance effort as a whole and to the Philippine people.

In a sense, the first part of the report is not telling AID or PC much that is new. This information comes from interviews with AID and PC staff, PCVs and Filipinos associated with AID and PC projects. Having the collective insights of the 50 people interviewed, though, will be helpful to sustaining the high level of cooperation that now exists as personnel and priorities change over the next few years.

The study looks at the Accelerated Impact Program (AIP) as a separate project. This program is new and has not yet been evaluated, and AID and PC staff are not well acquainted

with the specific projects under this program. The AIP funds small community based projects with the help of PCVs, and a good deal of innovative and useful effort has taken place under this program.

This study has developed some ideas for further cooperation and for collaborative programming. These are ideas that go past the present level of cooperation. They are meant to form an initial group of project ideas that AID and PC can expand through discussion between themselves and with the Government of the Philippines (GOP).

Lastly, the report will present a plan for the two institutions to use the findings of this study. The annexes to the report contain summaries of the AIP projects to give a clearer picture of that program, the names of the people interviewed and the documents consulted for this report to describe the data base from which the report's insights come, and an example of the proposal format that PC uses for the AIP projects.

The History of Cooperation

From the inception of Peace Corps in 1961 until the early 70's, formal links between Peace Corps Volunteers and the American official establishment in the country they served were kept to a minimum. This allowed Peace Corps Volunteers to be judged as individuals and not as part of American foreign policy, but informal links have always existed between individual volunteers and members of AID staff. In these informal relationships, PCVs received valuable technical help from AID staff, and AID staff received valuable insights into village life and the everyday process of development projects from PCVs.

Formal cooperation began in the middle 70's when AID projects began focusing on grassroots development efforts that more nearly matched the Peace Corps' style, and PCVs were incorporated into a small number of AID projects. Then, in 1978 the AID Administrator and the Director of the Peace Corps published a joint statement asking individual country missions to begin cooperating together to meet development goals. This policy has been reaffirmed by each new administration, and in August of 1982 the Administrator of AID and the Director of Peace Corps asked missions to expand their cooperation.

In the Philippines, AID and PC cooperation have followed a similar pattern. In the 60's Peace Corps was

concentrating its efforts in education, and aid was focusing on agriculture and infrastructure. Then both AID and PC began moving into grassroots rural development activities. Now, in 1982, their program emphases have a lot in common, and opportunities for cooperation between the two agencies have increased.

In addition, the number of former volunteers and recent PC staff working for AID/P has been increasing. Thirteen of AID/P's full-time American staff are former PCVs, and many served in the Philippines. At least three contract employees were volunteers in the Philippines, and AID/P often hires former volunteers for specific short-term tasks. AID/P's Deputy Mission Director was a volunteer in the Philippines, and the Senior Energy Advisor was a PCV in East Pakistan, Deputy Peace Corps Director in Iran and Peace Corps Director in Tunisia. Of the eleven staff members of the Office of Rural and Agricultural Development, five are former PCVs, two in the Philippines. Of the five American staff members in the Office of Population, Health and Nutrition, three are former volunteers, two in the Philippines. As an estimate, at least 20% of the AID American staff (full-time, part-time and contract) are former volunteers, and many of these served in the Philippines. These former volunteers have brought an understanding of the value of PCVs to AID, and they have contributed to greater cooperation.

In the early days of PC/P there were former AID staff who worked as Peace Corps staff, but that has declined to zero in the Philippines and probably in other Peace Corps countries as well. The understanding of AID in Peace Corps has, therefore, probably declined, but recently AID has been participating in PC conferences and trainings to give briefings on AID activities. In general, PCVs know the AID staff and projects that are connected to their volunteer work. That is, a fisheries volunteer will know the AID staff and contract personnel involved in fisheries and will know about AID's efforts in fisheries, but that volunteer will probably know little about the overall AID program.

The cooperation that now exists is of several types. PCVs are serving in positions that are directly or indirectly related to AID Projects. AID staff and AID project sites have both been used in training of PCVs, and there is a fruitful exchange of information between AID and PCVs. The AID-funded Accelerated Impact Program is helping to support PCV projects, and AID and PC are participating in joint conferences.

Projects

There are three ways in which PCVs become involved with AID projects. The most informal relationship occurs when PCVs are assigned to work with government agencies that are also receiving assistance from an AID project. The Rural Service Centers, the Barangay Water, and Bicol Integrated Health, Nutrition and Population, and Panay Unified Services for Health, the Freshwater Fisheries Development and the Samahang Nasyon Support projects are all examples of this type. Several PVO projects and some of the PL 480 activities fall into this category. With the PVO projects, volunteers stationed near the site of the PVO project become involved out of their own interest, and the PL 480 involvement usually occurs when volunteers are working with child feeding programs that use PL 480 resources.

In this informal type of AID/PC relationship, the degree of involvement depends on the PCV's view of his or her job, and the way in which the AID project assists the PCV's host agency. In the area served by the Sorsogon Crop Diversification Project there are eight PCVs who are assisting that PVO project in an ad hoc manner. They all have other jobs, but they became interested in the AID effort through contact with the project manager. The first project manager was a former Philippine PCV, and the present project manager is a Filipino who has worked in FC training. These PCVs help the project by promoting interest in the project efforts (diversification into cash crops of cocoa, pepper and coffee), participating in extension efforts and monitoring the farmer's activities.

In the Panay Unified Services for Health (PUSH) project, PCVs were working in health in the project area, and when the AID project began, PC requested cooperation. The PCVs in the area were given a briefing on the project, and the PCVs helped with the design of how they would be involved. The project is training and deploying 600 health workers at the barangay (the smallest level of government with a population of 2,000 or less) level to work in their own communities. The PCVs were helpful as a liaison between the Rural Health Unit (a professional government agency) that has support facilities and the barangay health workers. Once the PCV involvement began, some of the volunteers spent all of their time with project activities, but some of the PCVs came up against difficulties when their co-workers viewed them as providing evaluative information to AID. These latter volunteers stopped their direct involvement with the AID project activities, though they continued working in health in Panay.

In a second type of association, PCVs are stationed directly with an AID project. There are two PCVs working on the Upland Watershed Development Pilot Project at Buhi as part of the Bicol Integrated Area Development Project III. This pilot is working with families living on the Lake Buhi watershed, and the project promotes agroforestry and fruit production as a way to stabilize the watershed while improving the nutrition and income of these people. The two PCVs have forestry backgrounds and help with the nursery and some of the outreach activities. There is a volunteer stationed at the Sorsogon Crop Diversification Project who is performing a similar role, and there are also two volunteers assigned to the Asia Foundation's Palawan Agroforestry and Uplands Development Project. Both of these are small PVO projects, and there are PCVs working in several other PVO projects.

There is a third type of PCV involvement with AID projects, and the Sorsogon Project falls into this type too. In this third type, an activity or an idea of a PCV can become an AID project or an activity of a larger project. The Sorsogon Project began as an activity of a PCV in the area. He contacted the International Human Assistance Program (IHAP) project that was also going on in that region, and together they presented AID with a proposal that was funded under the PVO co-financing program. Another volunteer working in Northern Luzon developed a health education curriculum with lesson plans and materials for use in the high school in his community. The Ministry of Education was impressed with this work and asked AID to support it. He is now working on the Bicol Health, Nutrition and Population Project and further developing the school curriculum.

There are other examples of all three types of project cooperation both in the past and in the present, but time constraints preclude the investigation of every example. Still, the study investigated enough examples to come up with some general findings about project cooperation.

The cooperation is valuable to the PCV because the Project supplies resources to the agency she or he is working with, and this gives the agency and the PCV a greater range of possible activities. The AID staff and contract people also provide a technical resource to the volunteer outside whatever his or her agency can supply. AID projects tend to be more innovative than activities of the GOP with no AID involvement or the involvement of other aid donors, and so the volunteer will usually be involved in a more interesting activity.

AID benefits from the PCV's involvement by gaining a front line worker who is concerned with change and the ultimate clients of the project. The volunteer has no concern about advancement in the Philippine bureaucracy, and so he or she is much freer to be innovative than GOP counterparts. The volunteer serves as a source of motivation and initiative at the direct implementation level of the project. PCVs are willing to live and become involved at the community level, and they can initiate and sustain activities that might not go on otherwise. PCVs are able to go around the status quo to get information or resources for their work in ways that their counterparts can not. Since their commitment to their agency is temporary, they also serve as a neutral bridge among different GOP agencies working with the same project activity. Volunteers have shown themselves to be capable of motivating community cooperation and participation on local projects. All of this boils down to a source of energy and initiative at the local or community level and at the point where the GOP comes in contact with the clients of development projects. For sure, this resource is not always consistent. Some volunteers are less successful than others at these activities, but on the average the volunteers are a positive element at the local level. In addition, those volunteers with some technical skills are willing to serve at a level that AID and sometimes the GOP find hard to staff. The volunteers can sometimes bridge the gap between local implementation staff and AID staff. The volunteer can take the position of helping the local staff to understand what AID is asking and can give AID insights into the day-to-day process of project implementation. There is a danger that the volunteer will be viewed as an AID spy, and this can cause the volunteer problems. With sensitivity on both sides this problem can be overcome.

The first type of involvement (when PCVs are working with agencies that are also getting AID funds but not directly posted with the AID-funded project) should continue to be the usual form of project cooperation. In this way, neither AID nor PC are depending on the other for the success of the project, but each is getting the advantage of the other's effort toward a common goal. AID should be careful not to compromise the PCV's position which should always be primarily a relationship with his host community and agency. PC pre-service and in-service training should pay attention to the overall strategy of the specific AID project that will have an impact on the volunteer, and PC should make an effort to acquaint the PCV with the AID staff and project elements that are most relevant to his or her work. All of this cooperation, however, depends on AID and

PC staff communications. Up to now communication has been informal but sufficient in most cases, but consideration should be given to formalizing the process of identifying PCV postings that could support AID projects.

Closer cooperation, where PCVs are assigned to AID projects, is a more demanding effort. Peace Corps' ability to supply volunteers must be taken into account. AID should be careful about depending on the volunteers for the success of the project, and should view the volunteer as an added resource. PC must also be careful with this type of project. The AID project could be cancelled or could run into some problem that makes the volunteer's efforts useless. When a volunteer posting is dependent on an AID project, PC should be careful to have alternative activities for the volunteer.

The projects that use a small number of volunteers who have a moderate level of technical expertise and that focus on a limited set of activities offer the best situation. The PVO projects, in particular, have been good cases of cooperation. When a larger number of volunteers are needed, as in the Agriculture Extension Outreach Project, PC should only be expected to provide generalist volunteers.

As with the first type of project cooperation, informal communications should become more formalized. For the PVO projects, AID should encourage PC to contact the PVOs that will be implementing AID projects in the future, and an AID/PC/PVO conference would be a good way to start.

PC should be careful in the training of volunteers for PVO or small AID projects (like the Buhi project) to pay attention to the role that the volunteer should take in the project. The volunteer will need to be careful to avoid a leadership role that would threaten the sustainability of the project. In a small project that has direct assistance from the U.S. Government, there is a chance that the volunteer would be pushed to take over the running of the project. In addition, the issue of providing information to AID staff should be discussed in training so that the volunteer can avoid being viewed as a spy by his counterparts.

On the third type of involvement, when PCV activities become AID projects or parts of AID projects, some formal methods of making AID aware of successful PCV activities should be developed. For example, a PCV working with the Bureau of Fisheries in Pangasinan has been focusing on oyster culture for the export trade. Several years ago, the

Philippines was exporting oyster meat to countries in the region (Singapore, Taiwan, Japan, and Korea). Then, an outbreak of gastroenteritis in Singapore was linked to Philippine oysters. The export trade came to a halt. This volunteer has worked with a local entrepreneur who invested \$3500 to build equipment that cleans the oysters and a processing operation that produces a safe product for export. He is even putting in a lab to check his own product to ensure its safety. This entrepreneur is now the only person exporting oysters from the Philippines, and he is doing \$1,500,000 worth of business each year. His present operations could do up to \$3,000,000 worth, but he needs a larger source of supply. The entrepreneur, the PCV and the Bureau of Fisheries are now all doing extension work with fishermen in the area to get them to begin producing oysters by farming with traditional and improved methods. This is an activity that could easily fit into the Small and Medium Enterprise Development Project that is now being considered, and there are other examples of PC activities that could fit into many of AID's new projects. Some of these activities took place under the Accelerated Impact Program.

Accelerated Impact Program

The accelerated Impact Program (AIP) began in 1980. This program provides a fund from which PCVs can draw for small projects involving local efforts and initiative. AIP was initially funded for \$50,000. An additional \$100,000 was provided in 1981. Another \$129,000 was planned for 1982, but a bureaucratic dispute between PC and an agency of the Philippine Government has delayed that allocation. PC has obtained \$17,500 from the National Food and Agricultural Council of the Ministry of Agriculture to augment the AID funds.

The first AIP activity was completed in 1981, and by August of 1982 a total of 62 projects had been completed. The total expenditure on the completed projects is about \$70,000. An additional 11 projects have been funded but have not yet been completed. These 11 projects will cost about \$19,500. (All of the dollar amounts in this section on the AIP project will be approximate because there were several different exchange rates applied to the peso amounts. For this report exact amounts were not needed, and so a single exchange rate was used.) Of the completed projects, 50% were funded at under \$750, and 80% were under \$1500. Ninety per cent were under \$2100, and the range was from \$65 to \$5000.

Of the completed projects:

- 16 (26%) built potable water systems,
- 12 (20%) involved income-generation or cottage industry,
- 9 (15%) were concerned with health, nutrition or sanitation,
- 7 (11%) were agroforestry or horticulture projects,
- 5 (8%) were fisheries projects,
- 4 (6%) were livestock projects,
- 2 (3%) built biogas digesters,
- 2 (3%) involved development training or planning, and
- 5 (8%) were individual projects in agrigulture education, mushroom culture, library development and coop development.

A grant from the AIP begins with a PCV identifying an important development activity at his or her post. The PCV first searches for resources in the community or from GOP agencies to support the activity. If resources are still needed the PCV contacts PC Manila and receives a packet of forms. The volunteer prepares a proposal backed by letters of endorsement and support from the ultimate recipients. The proposal follows a standard format (See Annex III) that helps the volunteer think through the design of the project. The proposal looks at what resources the local group will contribute, defines a base line, describes inputs and outputs, and analyzes the chances for continuation of the project after the funded activities are complete. The PCV sends the proposal and supporting documents to Manila. The PC office may ask for further information from the volunteer and then makes a decision on the proposal. If the proposal is accepted, PC asks AID to release a peso check from the AIP funds. The check is made out to a local participant but is sent to the PVC who presents it to the local recipient. The PCV is expected to participate in the activities of the project, and the volunteer is responsible for a statement of accounts and a final report of the project.

A few of the AIP sites were visited, and a number of the PCVs and other people involved with the projects were contacted. In addition, the PC has an extensive file in Manila of the project reports and evaluations. An estimate of the success of the projects can be made from these sources, but a valid evaluation would take several months of effort. With that caveat, the AIP appears to be highly successful at reaching the goals set out in the project proposals. All the completed projects accomplished part of

the proposed objectives, and most of the projects accomplished all of the objectives. Some even went beyond the original objectives. Most projects were successful in generating a high degree of local participation.

Annex I contains short descriptions of each of the completed projects, and reading through this annex gives a good indication of the amount of development activity funded with the \$70,000. In one community the \$3600 grant was matched with \$15,000 of local funds and built 175 safe water wells and 16 public toilets. Another grant of \$3575 funded 50% of the cost of an irrigation system for 12 hectares of land farmed by 24 families. A grant of \$4780 trained 20 volunteer paramedics in five upland communities, supplied them with medical kits and set up a small central diagnostic center. A grant of \$600 paid 50% of the cost of building a local nursery that is supplying seeds and seedlings for reforestation and kitchen gardening for a small uplands community. A \$980 grant paid part of the cost of producing 12,000 copies of six different 4-page color comic books that explore different health issues. A \$625 grant paid for the printing of 560 copies of a 130-page book on agriculture that had been translated by Filipino volunteer help into the local language. A \$500 grant helped to build a covered work area and provided raw materials for a project that is training disabled adults to earn income from producing cement construction blocks. A \$580 grant paid for the materials for a safe water source for a community of 600 people. An \$1100 grant paid for materials to build two biogas digesters at a boys orphanage. A \$343 grant paid for four sewing machines being used to train young women in income-generating skills. 140 have already been trained.

In Oriental Mindoro, a volunteer has been working with an upland community that has been moving from subsistence farming into cash crops. To make the cash crops profitable, the farmers had to take over part of the marketing chain. They formed a marketing cooperative in that community, contacted other farmers in their area and began marketing their produce at a market town. A \$2100 grant from the AIP supplied materials to help in the building of a storage house near the main road. With this house the marketing cooperative has been able to cut down their loss to weather and pilferage.

In another project in Oriental Mindoro, \$2440 helped a community of 200 families of a tribe of Mangyans form a foundation. That foundation used the funds to bring in Philippine experts to help them design a development plan for their area. The fund was also used to send some of the

Mangyan leaders to talk with another tribe which has had a successful cooperative foundation for 10 years. With the plan and the knowledge of the other tribe, the foundation used the rest of the grant to send members of their community to other parts of the Philippines for specific training. There is now a demonstration farm, fish ponds, an agroforestry project, a private school and a foundation lease on 1500 hectares of land to produce cassava to feed into a GOP alternative energy scheme.

In a project in Bohol, \$750 was used to buy tools to repair the water pumps put in by the government in the Municipality for \$15,000. The pumps were providing safe drinking water for the community, but there were no tools to repair them and no expertise to use the tools. After securing the tools, the PCV, with local government support, trained local people to repair their own pumps. The tools are now being used on a cooperative basis and being loaned to nearby communities.

Peace Corps staff is concerned that the AIP will change the volunteer's position in his or her community. The volunteer is meant to be a human resource who works with the members of that community to bring about change. The AIP, the PC staff feels, may cause a community to view the volunteer as a source of funds. Most of the volunteers who were interviewed felt that AIP was a very important tool for their work, and they felt that they could handle the grant without a change in their role. Some volunteers agreed with the PC staff. The PC office has been careful to allow the grant only to volunteers who already have some experience and have established themselves in their communities. The proposals are carefully screened. The AIP, so far, has not upset PC's historical focus on providing volunteers to work together with Filipinos, but a rapid expansion of the fund could cause that problem. The slow growth of the fund should be continued, and both PC and AID should keep in mind the danger that it poses.

The administration of the fund has caused some problems for PCVs. A PCV usually spends two years at his or her post. The first six months are needed to adjust and form a good relationship with the community and co-workers. At this time the volunteer may find a possible project to work on, but another several months may be required to prepare the proposal. Several months may elapse before the project is approved and the check is mailed. The check may take a month to reach the volunteer and another month to cash. By the time the funds are available at the PCV's site, the volunteer has less than a year of service left. Since

weather and cropping patterns can be a factor in the implementation of the project or the availability of community labor, there may be further delays. Several of the PCVs who were interviewed mentioned the delays as a problem. Either the PCV was unable to complete the project and had to turn it over to a new volunteer who was going to be his or her replacement, or the PCV could complete the project but had no time left to follow-up on sustaining the project efforts. In three specific cases a proposal was sent in November to PC and the funds were available in June, a proposal was sent in February and the funds were available in July, and a proposal was sent in February and the funds were available in October.

In addition, AID has problems with the AIP because the volunteers take a long time in completing the financial records necessary to liquidate the funds. AID would like the funds liquidated within 90 days, but PCVs usually take longer. AID has been willing to bend the rules, but they would prefer a shorter liquidation period. Some method of making the funds available quicker and shortening the liquidation period needs to be developed.

PC is looking into the possibility of a three-way relationship where a Filipino PVO is brought into the AIP project. AID would give a grant to the PVO, and the PVO would support PC projects. This has several benefits. Some of the administration of the project could be turned over to the PVO. The PVO would be gaining valuable experience in small scale development projects, and since it would be a Philippine agency, the knowledge gained would stay in the Philippines. The PVO might be able to depend on its own funds while waiting for AID reimbursement, and this should cut down on the time for project start up and the liquidation period. The PVO could be required to do documentation and evaluation of the different projects that would make the lessons learned more accessible.

In addition, AID and PC have had trouble with the latest \$129,000 addition to the AIP fund. The Philippine National Volunteer Service Coordinating Office has requested the National Economic and Development Authority (NEDA) to refrain from giving its ok to the use of the funds. This is being done as punishment to PC for not coming under the wing of the PNVSCO as the other foreign volunteer groups have been required to do. If the money were given to a Philippine PVO, this problem might be avoided. The AIP could be expanded by the PVO with the addition of the Ministry of Agriculture funds that PC already has, by other sources of funds and by expanding the scope of its granting. Other

volunteer groups (British, Japanese, UN, German and Canadian) could be given access to the grants.

AID and PC in Washington have just finished the design of a program that may replace AIP: The Small Project Assistance Fund. The SPAF will be funded at \$40,000 per year for each country with both AID and PC missions, and an additional \$10,000 per year per country will be given to PC Washington for technical support of the projects. The procedures on this fund may solve all of the AIP problems, but the particulars of the new fund are not yet available. As soon as they are, AID and PC in the Philippines should be able to reassess their needs for the AIP.

AID had hoped to learn from the AIP experiences of the PCVs lessons about undertaking small scale community-oriented projects and to apply those lessons to AID projects. There seems to be little evidence of this. Some of the completed projects appear to be exactly what AID wants to promote in its new projects. Someone must take responsibility for documenting and evaluating the individual projects so that their experience is available to AID. A lot of time will be needed to look at the 62 projects completed so far, but the first study should be able to produce a system that will allow this to be done on a yearly basis with less effort. PC might consider using an extended third year volunteer for this or AID and PC might want to use part of the AIP funds to pay a local PVO or researcher to do this evaluation.

Before any data is gathered, AID and PC should be clear on what they want. A description and evaluation of each project will give AID project officers insights into which projects they want to look at personally. This should be the minimum that is done. Many of these projects are innovative activities that should be analyzed in depth. The Mangyan project and the storage house project, for example, should be looked at more closely. AID might request that some projects be researched and written up as case studies to be used as teaching aids or as models of community development for new projects. In cases where the volunteer has not yet left the country, AID should request that PC ask the volunteer to contact specific AID people to share his or her experiences.

The PCVs could also learn from AID staff. Some of the AIP projects could have benefitted from advice from AID staff. The AID staff could help the volunteer with specific technical advice and with project design questions. For example, a mushroom culture project was implemented at the

Western Luzon Agriculture College, but it is not being continued now that the PCV has left. Technically, the project was well designed, and there was a high demand for the mushroom spawn (seeds) that the project was producing. The production of the mushroom spawn was put into the hands of the college faculty so that the project should be used as a teaching tool. The faculty have no reason to continue the project which is extra work for them with no extra pay. Had the project been put in the hands of an entrepreneur who had agreed to allow the college to use the project for teaching, the activity might still be going on or, in fact, expanding. This is the type of knowledge that PCVs may not have.

Goals and Methods

AID in the Philippines sees landless agricultural workers, small scale farmers in rainfed (especially uplands) areas, and traditional fishermen as the most appropriate target groups for US assistance. These are the same people that PC is attempting to help.

AID's Country Development Strategy Statement (CDSS) states a sector focus on:

1. increasing agricultural productivity in rainfed and coastal areas,
2. developing small and medium scale enterprises in rural areas,
3. improving local government capacities to mobilize and manage private and public resources, and
4. reducing fertility and infant mortality.

Peace Corps' Forward Plan Policy Guidance places special emphasis on PCV assignments that:

1. support and promote local economic development and self sustaining production capacity, especially in areas of food and energy, and
2. develop or improve income-generating market mechanisms and build local institutions and initiative.

These two statements are simplifications of the AID and PC goals, but they show the overlap in emphasis. Income-generation, food production and improving local institutions are the strongest areas of overlap, but when individual PCV placements and AID projects are considered, most everything that AID does has some PCV involvement in the same sector.

AID priorities are refined and articulated in the CDSS each year. PC goes through the same exercise with their Country Management Plan (CMP). The 22 August 82 joint cable from the AID Administrator and the Director of Peace Corps

states that "Director level meetings should be scheduled in the preparation of program documents." The CDSS and the CMP are mentioned specifically. The cable further states that, "Such consultations should be followed up by staff level meetings as individual project design proceeds."

The Director level meetings can do these things:

1. Each side will be appraised of the policy and program development of the other,
2. Advice can be offered on how each organization can improve its program documents.
3. Areas of cooperation can be defined and agreed upon.

The areas of cooperation can be refined by staff level meetings.

The basic unit of the AID program is the Project, and the major administrative responsibility rests with the Project Officer. The basic unit of the Peace Corps program is the individual volunteer, and the administrative person is the Associate Director for each Development Region in the country (Some directors have two regions, and there are 13 regions in the country). PC also has two special Associate Directors, one for food and health programs and one for rural development programs who serve all of PC. AID has a Program Office that covers all of its project activities. Administrative connections between the two organizations should follow this pattern:

1. For overall planning and policy, the directors and their deputies should meet,
2. For general administrative matters and decisions on areas and methods of cooperation, the Program Office and the two PC special Associate Directors should meet,
3. For specific design and monitoring of project cooperation the AID Project Officer and the PC regional Associate Directors should meet.

The most productive exchange of information happens between the AID project officers and individual PCVs, but project officers are usually not aware of which PCVs might be engaged in activities of interest to them. On the other hand, PCVs are unaware of which Project Officer (and contract staff) are of interest to them and how to contact them. This contact has been managed on an informal basis when a PC staff member suggests to a volunteer that a specific AID person might be interesting to see. AID people come in contact with volunteers when they travel to areas where there are PCVs.

Since the number of project officers is small and their focus is limited, making PCVs aware of their interest and skills is not too difficult. A list of names and area of interest could be provided to all PCVs on a regular basis with a procedure for contacting the different AID Project Officers. But there are more than 300 PCVs, and they each have a wide range of activities. Peace Corps regional Associate Directors and individual PCVs will have to take the initiative to contact Project Officers to share experiences. PC staff should be encouraged to make AID staff aware of special cases, and this could be an agenda item for regular meetings between Project Officers and PC staff.

In addition, PC has volunteers spread out over 11 development regions. AID has activities in most of the regions, but they are beginning to focus their efforts in regions V, VI, and VIII. This may cut down the opportunities for direct project cooperation, but PCVs may be helpful to AID in transferring the lessons learned in the three core regions to other parts of the country. This will require more regular PCV and AID communications.

PC and AID have participated in two joint conferences -- one on agroforestry and one on disaster relief. AID staff have also presented briefings to new and experienced volunteers. The briefings focused on AID's program in the Philippines. The conferences were useful, but they are expensive and time consuming. The briefings suffered by being too general and by the appearance of AID and PC being on two sides of the development issue. Small informal meetings between AID staff and PCVs working in the same development sector will be more efficient for an exchange of information. Volunteers usually want to know what AID is doing in health, fisheries or whatever it is they are working on, and small informal meetings would give a chance for AID to explain its specific projects. AID lessons learned from the three core regions could also be shared at this time, and a general exchange of experiences could also take place.

Constraints

AID has been going through a staff reduction, and the AID office is managing more money with less staff. The PC program staff of eight is looking after more than 300 volunteers. There isn't a lot of staff time available for AID/PC coordination. Most of the cooperation, therefore, should be left to the informal methods that have worked well

up to now. PC and AID should begin meetings at the Director level at least twice a year focused on the CDSS and the CMP. The AID Program Office staff and the two special Associate Directors from PC should begin meeting on more detailed administrative and program decisions on a quarterly basis. Informal meetings may take place more often, but if PC and AID could agree to this formal schedule an increase in cooperative efforts should follow. One of the first agenda items should be the amount of formal cooperation that is felt to be possible.

PC has greater flexibility than AID, and so for now cooperation efforts should focus on posting PCVs to AID projects. The AIP will continue to supply resources to PCVs, but in general PC will be looking for places to put volunteers in AID projects. Participation of PC in AID overall program planning, therefore, will help AID to plan for the use of volunteers.

The role that a PCV can play in a project is limited. The PCV can not be expected to monitor implementation or to manage funds. Except in a few cases, the PCV can not be expected to have a high level of expertise. In addition, the PCV can not be expected to make the difference between success and failure of the project.

Most PCVs can offer a moderate level of expertise from experience or from training, and some PCVs will come with well developed skills. The PCVs are willing to live and work in rural communities and can help in the motivation and organization of local project activities. For these reasons, AID and PC might consider limiting the formal cooperation to projects that could best use these volunteer abilities. The PVO Co-Financing, Rainfed and Small and Medium Enterprise Projects seem to offer good opportunities for placing volunteers. In all three cases the volunteers could be recruited or trained with at least a minimum level of skills, and they could serve to focus the project efforts at the community level. This added resource to these projects might make community initiated activities happen quicker and work better than is usually the case. The Local Resources Management and Alternative Energy projects are also good possibilities, and some contacts have already gone on between PC and the AID Project Officers for these projects. AID and PC should meet and look at AID's portfolio and make a decision on which projects offer the best possibilities for cooperation. These projects then will receive regular staff attention and be the subject of regular meetings between PC Regional Associate Directors and the Project Officers. The other Project Officers should be

encouraged to consult PC, but their efforts should be left in the informal sector. If too many projects are given special emphasis, too much time will be used up, and the effort will eventually be abandoned. If none are given special emphasis, then nothing more is going to be learned about how PC and AID can cooperate more fruitfully together on projects.

Another reason for this cooperation to focus on AID projects is the time of the two different project cycles. AID has a project cycle that takes at least two years and is very complicated. PC can respond within six months for a small number of volunteers and can usually respond well if given 12 months notice. AID becomes sure of the resources it can deliver well before the project begins, but PC can usually be sure only at the last minute. Volunteer involvement should be phased into a project. If the first group of volunteers is small, then PC can be reasonably sure that they will be able to meet its commitment. If problems arise, either with the AID project or PC's ability to deliver volunteers, there is time between the first group arriving and the next group to make adjustments. Trying to get a large group of volunteers in country all at one time for the start of a project should be avoided.

Differences in the programming cycles of the two institutions were mentioned as a constraint on greater cooperation. Analysis of the two cycles, however, does not reveal any major problems. AID's cycle takes a minimum of 2 years and PC's takes a minimum of 1 year (though in both cases exceptions can be made). The major events in the AID cycle are:

1. PID (Project Identification Document) is prepared. This is a short initial description of a proposed project.
2. Review of the PID in Washington and Manila leading to an authorization to proceed.
3. PP (Project Paper) is prepared. This is a full project description, analysis and budget.
4. Review of the PP in Washington and Manila leading to an authorization to proceed.
5. Final negotiation between the GOP and AID.
6. Project begins.

The major events in the PC cycle are:

1. Preliminary TAC sheet (Trainee Assignment Criteria) sent to Washington leading to a tentative determination of the number and skill level of the trainees available.
2. Final TAC sheet sent to Washington. This is a formal request for volunteers.

3. Recruitment in Washington.
4. Trainees arrive for 2 months of training before beginning their work.

PC must hear from AID about the number and skill levels of volunteers needed for preparation of the preliminary TAC sheet, and PC needs to know the date of the beginning of the project by the time they send in the final TAC sheet. From the final TAC sheet to the volunteer being on the job in the Philippines is 6 to 8 months. AID can give tentative information at the PP stage and can give a final date of project start up at the end of the final negotiations. That should be 6 months before the project actually begins. The problems with the two cycles is not finding the proper place to make decisions, but the uncertainty of those decisions once they are made. When AID finishes its final negotiations, it is always sure of the exact date of start up. There are many factors that can delay a project or one part of a project. When PC sends in the TAC sheets, it is not sure that the number and skill levels they ask for will arrive. There is no way to solve this problem. AID and PC must keep in close communication when they reach the end of their cycles, and both institutions must be understanding of the other's weaknesses.

Future Cooperation and Collaborative Programming

During the study, several ideas came up that are outside the present scope of cooperation. These will be presented here to form a group of project ideas from which AID and PC can begin talking about greater cooperation.

1. Collaborative Project. AID and PC have not yet implemented a truly collaborative project. In a collaborative project AID and PC would begin working as a single unit from the beginning of the project design cycle. They would share responsibility throughout the design and implementation of the project. PCVs have participated in AID projects, but the two institutions have not yet implemented a project together. Even the AIP is not a collaborative project, since AID simply provides the fund.

AID and PC should consider a project that is small (using no more than 20 volunteers at any one time), limited in area (maybe one region or one part of a region) and that uses the strong points of the PCVs. For example, several provinces in one of AID's CDSS regions might be targeted for a drinking water project. AID would provide the materials and technical support. The technical assistance team would

participate in the training of the PCVs. PC would supply volunteers to work at the community level to arrange for local support and labor and to train local people to maintain the systems. AID would supply the tools and the materials to build and maintain the systems. The goal of providing safe water for the entire population might be attempted, and PC and AID would continue the project until that goal was reached. PC would locate the proper agency to which to post the volunteers, and AID would arrange to supply that agency with the technical assistance and the materials.

AID and PC in Washington are interested in greater PC and AID cooperation and would probably be willing to speed up the project cycle for such an effort. In this type of collaborative project, AID will be depending on PCVs for the success of the project, and PC will be depending on AID for the inputs needed to make the volunteers' work possible. This is a difficult relationship and should first be implemented on a pilot basis.

2. Aid Staff Working for PC. Some way for AID staff to work for PC for a period of at least six months or greater without losing their positions in AID would be helpful in building better understanding between the two organizations at the country level. An AID replacement might come six months or more early and work for PC before taking over from the departing AID person. The person who is leaving might also stay on for an extra six months to work for PC. This would not interrupt the regular cycle of posting. IDIs (International Development Interns) might also be rotated through PC while they are here doing their field tour. In either case the AID person in PC could become the monitor and manager of PC/AID cooperation.

3. National Development Service. At this present time PC does not have a working relationship with the Philippine National Volunteer Service Coordinating Office that administers the Philippine Domestic Development Service, but this may change in the future. If it does, AID and PC might consider helping the Philippines build a true domestic Peace Corps where Filipinos could volunteer to work for the development of their own country. There are several good models for national domestic service (the NDS in Nepal and BUTSI in Indonesia are just two examples). A national development service could be of great benefit to the Philippines both to mobilize people for development efforts and to educate the young elite college graduates about their rural areas and development problems. These types of experiences have been useful in other countries to give the elite youth of the

Universities a taste of rural life, and it has helped to build a commitment to help improve the quality of that rural life. PC would be a natural technical assistance organization for such an effort.

4. PCV Consult. PCV input into AID's project documents (PID and PP) has probably occurred on an informal basis. AID should consider formalizing this input. One method might be to have PC Associate Directors identify individual volunteers who might have some valuable input to give to a specific project design team. The volunteers would be given a copy of the PID, and PC would arrange one central or several regional meetings between the PP design team and the volunteers who have been identified as resources. The PCVs could then give their insights directly to the team.

5. Long-Term Program Commitment. PC and AID have made joint commitments to individual projects. AID is now considering a longer time frame for its program focus. The AID Director and the project officers for the new CDSS projects talk in terms of 10 to 20 years of work on a specific problem like rainfed agriculture or local resource management. AID and PC could decide to pick one of these areas and make a joint commitment for 10 to 20 years of involvement or until a set of criteria of accomplishment had been reached. This would allow PC to plan years in advance and would probably help them in recruiting of skilled volunteers.

This long term involvement would also help PC to improve programming, posting and training in that one area by building on years of experience. Both PC and AID could agree on Philippine and US institutions to use for training and consultant advice. This would build Philippine and program specific capability into these institutions. PC has a highly developed expertise in training, and some of this training expertise could be transferred to these institutions.

6. Training. AID staff and contract personnel have been involved in PC training in the Philippines. AID funds Filipinos for short-term and degree training both in the U.S. and in the Philippines, and AID uses both Philippine and U.S. institutions for consultant advice. For specific content areas, PC might begin depending on the same institutions. This would benefit all parties. PC has excellent training staff, as was mentioned before, and they could improve the training skills of these institutions. PC would benefit from the Philippine and program specific

expertise of these institutions. There is at least one example of this with the University of Kansas and AID/PC Tanzania on grain storage.

In addition, new PC staff should receive training from AID in Washington on AID's project cycle before coming to the Philippines. When they arrive in the Philippines the new PC staff should be briefed on the specific AID program there. AID staff should receive training from PC in Washington on PC's recruitment and training cycle, and they should receive a briefing in the Philippines about the specific PC program there.

PLAN FOR USE OF THE FINDINGS OF THE STUDY

First Quarter of FY 83. Before the end of 1982 the final draft of the report should be back in the Philippines, and both PC and AID staff should have had time to read it. AID and PC should have separate staff meetings about the report, and each staff member should have a chance to react to the findings of the study. Then, the AID Director, his deputy and two people from the Program Office should meet with the PC Director, his deputy and the two special Associate Directors. They should share their reactions to the report and then:

1. Decide on a regular schedule of meetings at the Director level that will focus on the CDSS, the CMP and overall PC/AID cooperation.
2. Discuss the general characteristics of an improved system of communications at the PCV/project officer level.
3. Decide on two or three AID projects with which to emphasize cooperation.

Second Quarter of FY 83. Director level meetings should begin. The AID Program Office and the two special PC Associate Directors should begin meeting on a regular basis. They should first focus on an improved system of communications at the PCV/Project Officer level by:

1. Preparing a list of AID Project Officers and their area of interest for the PCVs with an explanation of how and when to contact them.
2. Institute a program of having PC Regional Associate Directors make AID Project Officers aware of special PCV activities that would be of interest to them.
3. Formulate ways in which PCVs working in one development sector can meet in informal groups with AID project officers from that sector.

The Project Officer for the projects picked for emphasis should meet with the PC Regional Associate Directors and develop job descriptions and postings for PCVs. They should, of course, involve the proper GOP officials.

Peace Corps should begin an evaluation and description study of the AIP projects completed in 1981 and 1982.

Third Quarter of FY 83. The communications system developed in the second quarter should begin operating.

The PC should make a presentation to AID about the 1981 and 1982 AIP projects.

A PC/AID/PVO meeting should take place to plan for a greater use of PCVs in projects.

Fourth Quarter of FY 83. AID and PC should try to solve the administrative problems of the AIP.

Final designs for PCV participation in PVO and the emphasized projects should be completed.

PC and AID should discuss the group of new project ideas in the report and any other ideas that come out of staff discussion. A decision should be made to do a feasibility study on at least one idea of expansion of cooperation.

First Quarter of FY 84. AID and PC should meet to assess the activities of the last year and answer these questions:

1. Are the Director level meetings contributing to the CDSS and CMP process and to better PC/AID cooperation?
2. Should the Director level meetings and the Program Office level meetings be continued and on what schedule should they continue?
3. Are communications at the PCV/Project Officer level improved and can they be improved further?
4. Should more AID projects be given emphasis for AID and PC cooperation?
5. Should AIP be expanded?
6. Based on the feasibility studies, should any of the new project ideas be attempted?

ANNEX I

PROJECT SUMMARIES OF THE ACCELERATED IMPACT PROGRAM

81-01 Cottage Industry/Metro Manila
\$625

This project through the Social Action Committee of the San Roque Parish provided employment and training for 30 squatter families in a cottage industry. The project produced Christmas decorations that were sold through local organizations. The project has paid back its loan from the parish and now has a fund of about \$1,000 to continue its efforts. They have made contracts with organizations in other parts of Manila to sell their products year round.

81-02 Irrigation/Antique
\$3,575

This project funded 50% of the costs of an irrigation system for Igbalog Farmers Association. The project is now irrigating 12 hectares of land farmed by 24 families. Since these families can now do 2nd and 3rd crops each year, their income and the nutrition of the community should increase.

81-03 Sanitation Project/Marinduque
\$956

This project built 14 latrines on a small island, Gaspar. Before this project, there were no latrines on the island, and the project should have a positive impact on the health of the people. The funds were used to buy materials not available on the island. The community supplied labor and local materials.

81-04 Barangay Medical System/Abra
\$4,780

This project trained 20 volunteer paramedics in 5 upland communities. The project also supplied medical kits to the paramedics and set up a small central diagnostic center. These paramedics are now serving a population that had no local health care before. Nearby hospitals and health and family planning units have donated staff for training and will continue to support the paramedics.

81-05 Water Wells/Aklan*
\$3,661

This project started a nonprofit foundation called the New Washington Bayanihan Foundation. Bayanihan means self help. The foundation secured \$15,000 from other sources and began Project Amoeba to rid this coastal community of gastro-intestinal diseases. They have built 175 safe water wells and 16 public toilets. The wells were built with a new technology developed by the foundation staff that is cheaper and easier than other methods, and they have now designed a new type of inertial pump. The wells are maintained through a small user fee paid by the members of the community.

81-06 Biogas Demonstration/Ilocos Sur
\$200

This project constructed two family-sized biogas generators as demonstration models. The National Irrigation Administration supplied some of the materials, and the two families will act as promoters of the biogas technology.

81-07 Municipal Piggery Project/Aklan
\$1,237

This project purchased feed for a pig project. The Ministry of Agriculture provided the foundation stock (10 sows and 2 boars); the local government built the pens, and the technical high school has managed the project. Farmers who get the piglets, that are of an improved variety, must attend a training class. The project was also going to build a biogas demonstration plant, but this proved to be unfeasible.

81-08 Skill Training for Income Generation/Masbate
\$608

This project trained 215 women and out-of-school youth in cottage industry skills and basic business management principles. The local chapter of the national women's organization and local and provincial government agencies contributed trainers. Some of the trainees have been observed marketing their products and some are contributing to family consumption. Some people have transferred their skills to others, and a group of trainees have set up a store to sell their goods.

- 81-09 Mussell Culture/Zambales*
\$689
This project bought seed stock to begin mussell cultivation by families in this community. The Bureau of Fisheries supplied the labor, technical expertise and transportation. The project was unsuccessful, but the experience gained by the Bureau of Fisheries has been valuable.
- 81-10 Small Fresh Water Fish Hatchery/Catanduanes
\$2,000
This project built a fish hatchery at the Palnab College of Fisheries. \$1,000 was contributed by the College. The hatchery is now operating and being used for teaching and for dispersal of fingerlings to fish farmers in the area.
- 81-11 Potable Water System/South Cotabato
\$1,100
The people in this community had no safe or convenient water source. This project built two spring fed water systems. The community contributed labor, but because they were so poor, some of the AIP funds were used to feed the laborers.
- 81-12 Potable Water for the Public Market/Bohol
\$375
This project built a 10,000 gallon water system for the public market in Jatefe. The community supplied some of the materials and all of the labor. The system supplies drinking water and water to flush the public toilets.
- 81-13 Research on Protection of Ipil-Ipil Seedlings/
Pampanga
\$394
This project is researching an inexpensive method of protecting Ipil-Ipil seedlings from damage by rats and fire. The Pampanga Agricultural College supplied land, labor and technical expertise. The research should be completed and ready to publish at the end of 1982.
- 81-14 Barrio Agricultural Nursery/Ilocos Norte
\$1,519
This project started a nursery to act as a demonstration of good home gardening and to supply seedlings and seeds to local out-of-school youth and adults. The home gardening is expected to raise local nutrition levels and provided added income.

- 81-15 Municipal Agricultural Nursery/Antique
\$594

This project built a local nursery that is supplying seeds and seedlings for reforestation and kitchen gardening. The community, local government agencies of the Ministry of Agriculture and the Bureau of Forestry contributed materials and labor equal to \$425. More backyard gardens are now in evidence.

- 81-16 Municipal Agricultural Nursery/Cebu
\$813

This project built a nursery building, seed beds and seedboxes. The local government supplied 1/2 hectare of land, and high school students provided the labor. Sales of seeds and seedlings now sustain the nursery.

- 81-17 Cottage Industry Development/Davao
\$700

This project built on an ongoing program and helped to fund three cottage industry sites with 66 active participants. 80% of the funds for the program came from other sources. The Handicraft Association formed under this project is now netting a profit of \$2,700 per year while providing employment for its members.

- 81-18 Potable Water System/Camarines Norte
\$750

Before this project, people in this community had to walk 1 1/2 kilometers to get water, and that water was not really safe to drink. The project built a catchment basin, a slow sand filter and pipe system to bring water to a public faucet. Now there is safe water easily available. Some of the people who worked on this system are now helping a nearby community build their system. The local community contributed labor and money to the project.

- 81-19 Health Education/Bohol
\$981

This project produced 12,000 copies of 6 different 4 page color comic books. The comic books use a character, Superboy Lito, to explore several health issues. \$2,000 of the cost was contributed as a public service by the printer and the Regional Service Center also contributed. This grant made up the rest of the cost. These comics are now being used by schools and rural health units.

- 81-20 Water System/Bohol
\$625
This project paid for six jetmatic pumps that were used to supply clean water to 2 elementary schools and 4 other community locations. Government workers and local people contributed labor to the project.
- 81-21 Iaya Spring Development/Bohol*
\$690
Before this project, all drinking water in the community came from open wells or a river. This project trapped, collected and transported safe water from a spring into the community. The community council donated materials, 200 community people donated labor and some CARE Food for Work funds were used.
- 81-22 Barrio Day Care Centers/Aklan
\$650
Day care centers were built in three communities. Local people contributed labor and materials, and the day care centers are being run by the community through volunteers and donations. The centers are used for feeding malnourished children, nutrition education and other activities by the local health worker.
- 81-23 This project was cancelled before the funds were used.
- 81-24 Dispersal of Ipil-Ipil Seeds/Aklan*
\$625
Seeds of the giant Ipil-Ipil tree were distributed to more than 25 communities throughout the Philippines by the foundation formed in project 81-05. The grant funds paid for the seeds. Locally, more than 20,000 seedlings were planted in the New Washington area. Peace Corps volunteers in the other communities helped in the distribution and local resources were used for the planting. The Ipil-Ipil tree provides wood, fodder and fertilizer and is quick growing.
- 81-25 Human Resource Development Seminar/Masbate
\$1,220
This project funded a four day training seminar. The grant funds and local government funds were used. The seminar helped the participants to develop awareness and involvement in the development process at the local level. These sessions helped the group

to decide on a plan of action and methods for reaching those goals. The participants then held local seminars in their own communities.

- 81-26 Multipurpose Community Center/Agusan del Sur
\$1,889

The community of New Maug is cut off from health care by a river that floods every year. The 1,000 people of New Maug have improved their health and nutrition with the help of the Red Cross and government social services. They have a child feeding program, a demonstration kitchen garden and a Farmers Association to improve productivity. This grant helped to build a community center building to house improved health and nutrition services and for use by other community self help groups. The school donated land; the community donated labor, the local government donated \$625, and a local construction company donated materials.

- 81-27 Income Generation/Occidental Mindoro
\$1,250

This community of 500 people have not been able to feed themselves sufficiently from their upland farming. This project purchased equipment for making meal for fodder from the leaves of the Ipil-Ipil tree. They are selling the meal to pay for food. The community formed a cooperative foundation and planted over 500,000 Ipil-Ipil trees. The foundation has also made a boat to transport the meal for sale to a large commercial farm. Twenty percent of the profits of the sale will go back into the foundation to run the mill and for community activities like paying the school teacher.

- 81-28 Demonstration Garden Plot/Cagayan
\$175

This project helped the Municipal Nutrition Committee to start a demonstration garden plot by digging a well and putting up a fence. The MNC contributed most of the money and labor for the project. The extension activities are still weak, but the plot is producing seeds and seedlings for distribution.

- 81-29 Livestock Extension Center/La Union
\$375

This grant helped to build an animal care center that will be used to begin a goat improvement program that will supply goats for cross breeding. The grant

supplied the materials, and the Estrada Varsity (a nonformal education institute) and several high schools supplied the labor and will maintain the program.

- 81-30 Income Generation Skill Training/Metro Manila
\$2,157

This grant supplied four high speed Singer sewing machines for use in the Parish skill training program. This project was building on project 81-01 and contributed to an ongoing program of the Parish of San Roque.

- 81-31 Income Generating Skills Training/Leyte
\$1,256

This grant helped to fund a 4 month training in woodworking and cabinet making for 40 out-of-school youth. Local government and private organizations provided administrative and technical support. The grant paid for tools, materials and support for the trainees.

- 81-32 Potable Water System/Ilocos Sur*
\$1,300

This grant paid 70% of the cost of a safe water system for the upland community of Batauang. The project developed two springs and the community now has safe drinking water, water for bathing and irrigation for kitchen gardens. The people of the community contributed their labor, and there was very good community participation.

- 81-33 Oyster Culture/Zambales*
\$725

This grant supplied materials (bamboo) for building rafts for growing oysters. The oysters will be dispersed to farmers in the area to improve their income and nutrition. The Bamban Sea Farming Complex, a government institution, will bear most of the expense and will manage the research.

- 81-34 This project was cancelled before the funds were used.

- 81-35 Demonstration Fishing Catamaran/Cagayan*
\$630

This grant provided materials and labor to build a demonstration catamaran for the Regional Fishermen's Training Center. The design was a modification for local construction of a boat suggested for the region

by FAO. The RFTC supplied \$150 of funds and \$2,000 of fishing gear for the demonstration. The Yamaha dealer provided a \$1,000 engine that operates on kerosene. The boat has been launched and the RFTS has been using it a lot in extension activities. Many fishermen are now interested in the design, but the cost of the fuel to run the boat must come down. The RFTC is now experimenting with other engines and sail. The fishermen may be able to have the boat built with loans from the new government loan system called KKK.

81-36 Agricultural Manual/Leyte
\$625

This grant paid for the printing of 560 copies of a 130 page book on piggeries, poultry houses and multicropping that had been translated into the local language. The book was developed by the Philippine Rural Reconstruction Movement. The translation was done by local volunteers.

81-37 Municipal Water Works/Bohol*
\$750

The Philippine government has spent \$15,000 putting in wells and pumps for safe and convenient water in Cortez, but there was a lack of tools to fix the pumps when they broke and no local expertise to do the work. This grant paid for the tools. The local government paid for the training, and now there is at least one person in each neighborhood who can fix the pumps. A system has been developed for lending the tools within the community and outside of it.

81-38 Mushroom Culture/Zambales*
\$1,532

This grant helped the Western Luzon Agricultural College to set up a lab for teaching and research into mushroom culture and to begin an extension program to support mushroom culture in the surrounding communities. The College has put up an equal amount of money, given space and supplied the time of their staff. The project was producing 50 bottles of spawn each week and should be able to produce 200. Now, though, the project has lapsed for want of staff time. No money has been set aside by the College for this purpose.

- 81-39 Bamboo Handicraft/Antique
\$463

This grant helped to train 30 young people to make bamboo handicrafts for sale and provided the tools needed to make the handicrafts. The trainer was supplied by a local handicrafts association. The community has provided the school as a training site and will supply a place for a workshop.

- 81-40 This project was cancelled before the funds were used.

- 81-41 Swine and Goat Production/Agusan del Norte
\$2,484

This fund began a no interest loan program through a local farmers' organization with 32 members. Farmers could take out loans to buy a pig or a goat, and the loan was paid back within 18 to 24 months in cash or in kind. Local government and the members of the farmers organization supplied money, and the Ministry of Agriculture supplied technical assistance. The first payback of loans should begin in late 1982, and then that money will be loaned out again.

- 81-42 Wells Project/La Union
\$1,900

This grant constructed wells at 9 elementary schools to provide safe drinking water. The building of the wells was managed by the teachers and concerned parents. These people contributed all of the labor and 10% of the materials. The wells were all completed.

- 81-43 Water System/Oriental Mindoro*
\$1,222

This project built two spring fed water systems for 140 families. The community participated by giving labor and by transporting the materials on foot for 4 hours. The PCV has reported that both wells are still operational, and there is not as much diarrhea this year as before the water system was built. The hill tribe that lives in this community did not have the money to do this on their own, and government workers were reluctant to work in such a remote place.

- 81-44 Payao Fishing Project/Surigao del Sur
\$938

This grant helped a fisherman's cooperative build

five payao or fish aggregators to increase the tuna catch of local fishermen. The federation contributed about \$130 and the president of the coop contributed his time. The first year's operation was disappointing, but the potential for increased production is still there for the next season. The cooperative members are still worried that this new technology will not work. The usual depth for these payao is 100 fathoms, but in this project 50 fathoms was all that was possible. This may have caused the problem.

81-45 Carpentry Training/Leyte
\$1,126

This grant contributed tools and a transportation allowance for trainees at a carpentry training program. The training was part of a larger project to train 55 out-of-school youth and build a training center. Labor, materials and land for the center were supplied by the City of Ormoc. The total cost of the project was \$18,500.

81-46 Bamboo-Coco Skills Training/Leyte
\$661

This grant helped to fund a skill training in Bamboo and coconut cottage industry to supply income generating possibilities to the poorest community in this area. This grant represented 60% of the cost of the training.

81-47 This project was cancelled before the funds were used.

81-48 Income Generation for the Disabled/Bohol
\$500

This grant helped to fund the construction of a covered working area and to provide basic raw materials to build cement blocks as an income generation activity. The local agency of the Ministry of Social Services provided technical assistance, labor and organization. The disabled are now making the blocks but there is still a marketing problem.

81-49 Jetmatic Pumps/Romblon
\$526

This grant helped to put in jetmatic pumps at 7 elementary schools to provide safe drinking water. The community supplied about 10% of the total cost of material and all of the labor. The pumps are all in

working order.

- 81-50 Reading and Home Economics Project/Zambales
\$385

This grant helped to build a reading center for the community. Several US PVOs supplied books for the reading room that is also used by the school. There was also going to be a home economics room built for the school but cost overruns made that impossible. The community is an isolated village of 1,000. The community supplied the labor and the cement blocks for the building.

- 81-51 Health Training/Romblon
\$812

This grant helped to train 62 village level health workers. The workers will get further training on the job from the PCV and local, government trained midwives.

- 81-52 Water System/Agusan del Sur
\$900

This grant helped to fund the development of a safe water source for a community of 1,400 people. The local government supplied some of the materials and the transportation to the site. The village people did all of the labor.

- 81-53 Water System/Davao del Norte
\$580

This grant helped to fund the development of a safe water source for a community of 600 people. The project helped the community to organize. The community held a meeting after the completion of this project and decided on a list of projects on which to begin working. The community did all of the labor.

- 81-54 Biogas Digester/Negros Occidental
\$1,100

This grant helped to build 2 biogas digesters for the piggery at an orphanage of 156 boys. The boys and the staff supplied the labor, and local contributions paid for some of the materials. The digesters are working and acting as demonstrations while helping the orphanage.

- 81-55 Health Training/Agusan del Sur
\$886

This grant funded a training session and follow up seminar for 41 local health workers. The sessions

focused on communications and coordination among the different people working in health in this area.

81-56 Skill Training/Sorsogon*
\$343

This grant bought 4 sewing machines for 5th and 6th grade girls to learn a marketable trade. 145 girls have already been trained on these machines. The community contributed \$75, and the school is maintaining the machines and the training.

81-57 Not yet completed.

81-58 Demonstration Farm/Davao Oriental
\$150

This grant was used to start a small demonstration plot using SALT (Sloping Agricultural Land Technology). This technology involves planting Ipil-Ipil trees to prevent erosion and provide fertilizer. This grant paid for the fertilizer necessary in the beginning before the trees are producing. The land was donated by a local farmer and the contouring and seeds were contributed by the government agricultural agency in that area. This project will take 2 to 5 years to come to fruition. At that time the recipient farmer has agreed to return the \$150 by drawing from his profits to help another farmer start on this type of SALT agriculture.

81-59 Health Slide Program/Iloilo
\$175

This grant helped to secure a portable slide/filmstrip projector and screen, 24 slides and filmstrip presentations and 17 booklets on health and health related topics for use in training health workers and educating the general population in a community of 26,000. This project has made the training of local health personnel more effective and provided a lasting resource for the community.

81-60 Carabao Dispersal/South Cotabato
\$3,750

This grant helped a local muslim foundation purchase 6 female and 7 male carabaos. The foundation has raised money to buy an additional 32 carabaos. The farmers who get the animals begin paying back the loans used to buy the animals within 6 months, and that money is then lent out to other farmers to buy more carabao. The loans are at no interest and due within 18 months.

- 81-61 Development Plan and Training/Oriental Mindoro*
\$2,440
This grant helped in the formation of a legal foundation by the 200 families of Mangyan people in an isolated village. The foundation used the grant to bring in experts to help them make a plan for development of their community, to allow their leadership to travel to talk with another hill tribe that had already been successful in similar efforts and to acquire training from Philippine development institutions for their people. There is now a demonstration farm, fishponds, an agroforestry project, a private school and a foundation lease on 1,500 hectares of land for 25 years. The fund supplied the seed money for this community to prove to itself and the local government that they could develop this land. These efforts led directly to the lease granted by the Governor's office.
- 81-62 This project was cancelled before the funds were used.
- 81-63 Water System/Ilocos Norte
\$2,450
This grant helped, along with a loan of \$10,000 from the municipal government, build a safe water system for 550 people, including a 7,000 gallon reservoir.
- 81-64 This project was cancelled before the funds were used.
- 81-65 Health Training/Romblon
\$620
This grant helped in the training of 42 local health workers in basic techniques of health care and in the specifics of the various government health programs, and it developed a better cooperation and a better working relationship among the different health professions.
- 82-01 Consumer Cooperative/Tarlac
\$375
This grant aided a cooperative of 510 people (75% Samahang Nayons) to begin a nonformal education training session in local communities. The grant bought materials and equipment to support this effort (paper, typewriter and battery powered mike). The sessions are ongoing and successful in stimulating interest in the coop movement.

82-02 Not yet completed.

82-03 Not yet completed.

82-04 Water System/Ilocos Sur*
\$1,234

This grant helped to build a safe water supply for 600 people. The community supplied the labor and \$130 worth of local material. The system is operating well.

82-05 Not yet completed.

82-06 Solar Still/Marinduque
\$84

The 35 families on this island have no source of drinking water. They must import water from the mainland. This grant helped to build a prototype solar desalination still. The still is now complete, and if the community becomes convinced of its effectiveness, a larger still can be built. The prototype is an experimenting with charcoal instead of black paint as a heat absorption medium.

82-07 Not yet completed.

82-08 Storage House/Oriental Mindoro
\$2,100

This grant helped to build a storage house. This house is used to store the cash crops that are now being produced in this upland community and marketed through a cooperative. This storage house helps them in the marketing of their production without loss. The control of the marketing has made their cash crops profitable.

*Project was visited or people involved were interviewed.

ANNEX II

The following is a list of the people interviewed during the course of the study and a list of the documents that were consulted. All of the documents can be found on file with AID/Manila in the Program Office.

1. Carmelo S. Ailes, Buhi Project
2. Douglas Clark, AID/P
3. James E. H. Mayer, PC/P
4. John J. Finnegan, PC/P
5. Maria Elena A. Bolinas, PC/P
6. Antonio Arcellana, PC/P
7. Timothy Keefe, PC/P
8. Randall C. Cummings, AID/P
9. Edward Rice, AID/P
10. Karl F. Jensen, AID/P
11. Lawrence J. Ervin, AID/P
12. Nancy J. Newman, AID/P
13. George M. Flores, AID/P
14. Donald M. Beck, AID/P
15. Nedra H. Williams, AID/P
16. Mary C. Kilgour, AID/P
17. Thomas R. Mahoney, Jr., AID/P
18. Donald L. Pressley, AID/P
19. Anthony M. Schwarzwald, AID/P
20. Rosendo R. Capul, AID/P
21. Brian Crawford, PCV
22. George A. Hartsan, PCV
23. Mike Bertner, PCV
24. Mark Massen, PCV
25. Robert Kasberg, PCV
26. Walter E. Whitmer, PCV
27. Gregory P. Garbach, PCV
28. Rojanikant N. Joshi, PCV
29. Kathryn Watson, PCV
30. Elmo Drilling, PCV
31. Paul F. Novick, AID/P
32. Carlos Fernandez, Development Academy of the Philippines
33. Michael Mercil, PC/W
34. Mike Rice, PCV
35. Rhodora De Leon, BFAR
36. Evelyn Serna, BFAR
37. Bruce Williams, PCV
38. Carl Hammaker, PCV
39. Chris Rich, PCV
40. Perla Tiburcio, PC/P
41. Franklin Moore, PC/W
42. Renato Ruba, Western Luzon Agriculture College
43. Luccrelle Peralta, Western Luzon Agriculture College

44. Ruth Westerberard, PCV
45. Carl Krebs, PCV
46. Melanie Williams, PC/W
47. John Gurre, PC/W
48. Ben Bloom, PCV

- USAID/P, PID: Small/Medium Enterprise Development,
August, 1982
- USAID/P, Country Development Strategy Statement, FY 1984,
January, 1982
- USAID/P, PP: Rainfed Resources Development, September, 1982
- USAID/P, PID: Financing Primary Health Care, January, 1982
- McPherson and Ruppe, Cable: AID/Peace Corps Joint Program
Guidance, 22 August, 1982
- PC/W, 1979 Report on AID/PC Cooperation
- Schwarzwalder, Letter to Charles Greenleaf, Jr.: Peace
Corps/AID Cooperation, 17 July, 1982
- PC/W, Forward Plan Policy Guidance, 8 April, 1982
- PC/P, AIP Proposal Packet
- USAID/P, PP: Local Resource Management, June, 1982
- USAID/P, Annual Budget Submission, FY 1984, June, 1982
- Todd and Reynolds, An Assessment of the Potential for
Peace Corps--USAID--Host Country Cooperation in
Social Forestry Projects, Philippines, June, 1981

ANNEX III

Peace Corps/Philippines

PROJECT FUND PROPOSAL OUTLINE

PCV Proposer _____
(Last Name) (First Name) (M.I.) _____ Date _____

- A. Describe the problem which you are attempting to address under this Proposal.
- B. Tell how you became involved in this problem.
- C. State what has been done by yourself and others in solving this problem to date.
- D. Outline the conditions which now exist showing the base-line date for the changes you hope to make. (For example, if the activity is designed to improve income levels, what are the existing income levels?)
- E. Describe what you plan to do under this Proposal to change the conditions listed in Item D.
- F. Outline the time frame in which you hope to accomplish your goals. (For example, what activities could you hope to have underway or completed within a specified period?)
- G. Describe what other development must take place in order for the project to be successful. (For example, is the participation of the Government at some level a necessary assumption?)
- H. Show what conditions are expected to exist at the end of the project. This section should reflect the changes you hope to achieve compared to the conditions now existing in Section D, above.
- I. Explain what you expect to achieve in continuation and replication. Would the project cease at the end of grant support? Is there a plan to continue it and if so through what organizational entity and how will it be funded?
- J. Describe your plans for final evaluation of the project's impact.
- K. Describe the resources required in order to carry out the project. This should include cash resources and their sources, commodity inputs, and volunteer work. This section should generally explain the purposes for which the budget will be required.
- L. List the funds required by source and purpose for the total project including those funds requested by this Proposal.