

**U.S. ASSISTANCE TO  
PRIVATE AND VOLUNTARY ORGANIZATIONS  
IN THE PHILIPPINES  
FISCAL YEARS  
1980 - 1982**

**Report of a Program Evaluation**

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## PREFACE

The evaluation team experienced a number of constraints and obstacles in completing this evaluation. As a result the time needed to complete the evaluation was extended from seven to eleven weeks. The team regrets this delay and hopes that the PVOs, USAID, and AID/W will be understanding.

We wish to thank the staff of the PVOs evaluated, the USAID Office of Food for Peace and Voluntary Cooperation (O/FFPVC) and the many others who supported or assisted with the evaluation in one way or another. Special thanks go to the intended beneficiaries of the PVO projects, who were so gracious and hospitable in receiving us, and to the O/FFPVC secretaries, Puring Mojica and Beth Martin, who diligently and untiringly completed the voluminous amount of typing required to complete the reports.

The views and interpretations expressed in this report are those of the authors and should not be attributed to the Agency for International Development.

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EXECUTIVE SUMMARY

The Project. PVOs are able to collaborate directly with beneficiary groups to identify problems, plan solutions and manage development inputs; therefore they play an important role in promoting development. Realizing the importance of this role, USAID initiated the PVO Co-Financing Project in 1980. The project funds up to 75 percent of the cost of development projects submitted by Philippine and U.S. PVOs. By the end of FY 1982, 21 of 57 proposals submitted by PVOs had been funded for a total of \$4,644,249. Seven U.S. PVOs have received grants covering 14 projects and 66 percent of total grant funds. The remaining grant funds are supporting seven projects being implemented by six Philippine PVOs. In addition, technical assistance and training is being made available to the PVOs to improve their capacities to design and implement projects.

Administration. The project is administered by the USAID Office of Food for Peace and Voluntary Cooperation (O/FFPVC), which makes initial contact with the PVOs, assists them with proposal preparation, organizes USAID reviews of proposals, makes recommendations concerning funding, develops grant agreements and monitors subproject progress. The Mission has adopted a policy of "maximum flexibility" in the review and approval of proposals. Consistent with this policy, there is no required standard format for proposals and criteria for reviewing proposals or making funding decisions are not explicit.

Purpose of Present Evaluation. The primary purpose of the evaluation was to assess progress and identify lessons which can be used in developing and reviewing a follow-on project. The evaluation investigated three interrelated aspects of the project: (1) the administration of the project, (2) the impact of the project on PVO capacity, and (3) the impact of PVO subprojects on intended beneficiaries.

Program Accomplishments and Effectiveness. The project has fulfilled most of its output targets in terms of number of PVOs involved and number of grants made. Though it is too early to assess impact on beneficiaries for most subprojects, the Co-Financing Project appears to be making very good progress toward the project purpose of engaging PVOs in the design and implementation of development activities which meet the needs of low-income groups. Evaluation of eleven subprojects reveals that most are successfully achieving their objectives; the others are making adequate progress, while trying to overcome obstacles which were not apparent at the outset. The main problems with many subprojects appear to be (1) weak project design in terms of unrealistic targets and timeframes, lack of valid baseline data and adequate evaluation plans; (2) lack of support by national and local governments; (3) inadequate participation and commitment by intended beneficiaries; and (4) difficulty in establishing mechanisms for sustaining the activity beyond the grant period. Despite these difficulties, the team feels that the PVO subprojects are more successful in promoting development among the poorest majority than comparable efforts by other development programs or organizations.

### Major Findings and Recommendations

1. The most important finding of the evaluation team is that the project has demonstrated the soundness of the co-financing approach and the ability of PVOs to promote development among rural low-income groups. Thus, the Evaluation Team strongly recommends that a follow-on PVO Co-Financing II Project be developed, approved and implemented.
2. The Team offers a number of recommendations for improving the existing project and proposed follow-on project. Many of the recommendations stem from the team's view that the Mission should shift from a policy of "maximum flexibility" to one of "reasonable flexibility" with explicitly stated procedures for project administration.
3. Not all PVOs and Mission staff fully understand existing procedures or criteria used in reviewing proposals and making funding decisions. To rectify this situation a Mission Manual Order should be adopted which clearly explains the project purpose, the procedures used to implement it and the specific responsibilities of Mission staff. The Order should incorporate the following recommendations: (a) Quality criteria for reviewing and judging proposals should be stated explicitly so that reviewers and PVOs know exactly what factors are being used to assess proposals. (b) The Mission must decide whether the primary project objective is to help PVOs or to implement its CDSS; then it must develop subproject selection criteria accordingly. (c) Instead of reviewing proposals semi-annually, the Mission should adopt a continuous proposal review and approval process with a 60 calendar day maximum time limit between receipt of formal proposal and notifying of the PVO on whether or not the proposal will be funded. (d) After a USAID staff person has visited the site of a proposed subproject, a formal proposal review committee should meet, with a representative of the PVO in attendance, to review the proposal. (e) After such a meeting, committee members should vote on whether or not to recommend to the Director that the proposal be funded. (f) The Mission should encourage PVOs to submit smaller (simpler) proposals, with shorter implementation periods, which would have a more immediate impact on development and incremental funding should be considered for large, more complex projects. (g) The Mission should streamline procedures regarding registration of Philippine PVOs and advancing of funds, as well as intensify efforts to provide technical assistance and training to PVOs. (h) Lastly, and perhaps most importantly, the Mission should consider very carefully the staff workload implications of new procedures adopted for implementation of the follow-on project. Regarding this last point, the team feels that adoption of a standard proposal format and clearly specified procedures for the review and processing of proposals will improve efficiency and thus reduce staff workload requirements.

BASIC PROJECT IDENTIFICATION DATA

1. Country: Philippines
2. PVOs, Subproject Grants Evaluated and Grant Numbers:
  - a. Santa Cruz Mission, Community Education, 492-1709
  - b. Helen Keller, International, Rehabilitation of the Rural Blind, 492-1694
  - c. International Human Assistance Program, Crop Diversification, 492-1685
  - d. Institute of Cultural Affairs, Community Development, 492-1683
  - e. The Asia Foundation, Cebu-Mactan Water Resources, 492-1712
  - f. The Asia Foundation, Kidapawan Agricultural Redirection, 492-1711
  - g. Kalahan Educational Foundation, Integrated Reforestation, 492-1048
  - h. Project Compassion, Integrated Marine Agro-Forestry for Coastal Areas, 492-1061
  - i. Xavier Science Foundation, Goat Dispersal, 492-1068
  - j. Igorot Mutual Association, Crop and Livestock Improvement and Marketing, 492-1118
  - k. Xavier Science Foundation, Manticao Industrial Tree Plantation and Settlement

The majority of the above listed projects have been under implementation for the past one or two years. A complete listing and summary descriptions of all subprojects approved to date is contained in Appendix C.

3. Project Implementation:
  - a. First Project Agreement: FY 80
  - b. Final Obligation: FY 83
  - c. Final Input Delivery: Ongoing

4. U.S. Contributions to Project Funding:

FY 1980 - FY 1982:	\$4,756,493
FY 1983 (Programmed)	\$2,000,000

Prior to FY 80, 11 Operational Program Grants with six U.S. PVOs, totalling \$993,295, were implemented. PVO Co-Financing, which was due to expire in FY 82 has been extended one additional year. A PID has been submitted to continue the program for an additional five years, through FY 86; AID/W approval is pending the results of this evaluation before conducting its review of the PID.

5. Mode of Implementation: PVO Co-Financing Grants to registered PVOs.
6. Previous Evaluations and Reviews: None



## PART I. CONCLUSIONS AND RECOMMENDATIONS

The findings and conclusions of this evaluation are summarized in this section, each followed immediately, when appropriate, by one or more recommendations that derive from the respective conclusions or "findings". Parts II, III and IV of this report present the detailed information upon which these findings and conclusions are based.

### A. Project Description and Context

1. Government Support of PVO Programs. It is evident that Philippine Government policy is supportive of PVO programs. The National Economic and Development Authority (NEDA) is responsible for developing related policies, clearing projects which receive external assistance and monitoring PVO activities in general. Review and clearance of PVO projects by NEDA averages three months. In the subproject areas, a close, cooperative and supportive relationship does not exist between many of the concerned PVOs and local government entities.

Recommendation: That USAID explore with NEDA ways in which its review and clearance process can be streamlined. This will be especially important if USAID improves its procedures and attempts to complete its review process within a 60 day period.

Recommendation: That USAID explore with NEDA and PVOs the nature of problems PVOs are experiencing in working with local officials and attempt to improve the situation to the extent possible and appropriate.

2. USAID/PVO Relationship. Presently, there is significant interaction between the Mission's Office of Food for Peace and Voluntary Cooperation and the PVOs; however, contact between the rest of the USAID and PVOs is minimal. The Mission does share the CDSS with the U.S. PVOs, but only after it has been published. The Council for International Voluntary Agencies in the Philippines (CIVAP) - a U.S. PVO organization - could play a more meaningful role in coordination, information sharing, sponsoring training and other activities for both U.S. and Philippine PVOs.

Recommendation: That Mission involve U.S. and appropriate Philippine PVOs to the greatest extent possible in the development of USAID country policies, strategies and programs.

Recommendation: That USAID encourage CIVAP to expand its activities and capabilities as a PVO coordinating and technical body. Consideration should be given to the inclusion of viable Philippine PVOs who are effectively involved in development programs.

3. Staffing. The project is administered by USAID's Office of Food for Peace and Voluntary Cooperation (O/FFPVO), which currently has seven positions including two secretaries. In addition, a U.S. personal services contractor is hired full-time with project funds to provide

technical assistance and training. USAID, in its PID for PVO Co-Financing II, is proposing a second contract position to assist in handling the increasing workload.

Recommendation: That the current staffing level of O/FFPVC be retained and that the proposed second contract position be established as soon as possible.

B. Project Effectiveness and Impact

1. Purpose of the PVO Co-Financing Project. The purpose of the project - to engage U.S. and Filipino PVOs in the design and implementation of development activities to meet the needs of low-income groups - is being accomplished with a high degree of success.

Recommendation: That the program be continued and expanded. USAID has submitted a PID for an additional five-year period, beginning in FY 84. The evaluation team strongly endorses the Mission's request but questions whether the \$10 million proposed is adequate to meet the demands for an anticipated significant increase in the participation of new PVOs and related requests for assistance.

2. Capability of PVOs. One of the main objectives of the project was to increase the capacity of PVOs to design and implement local development projects. A former Peace Corps volunteer hired for this purpose has been very effective and there is evidence that PVO capacity, already fairly solid, has been improving.

Recommendation: That the Mission budget adequate funds in the follow-on project to intensify its efforts in providing technical assistance and training to PVOs in the design, implementation and evaluation of projects.

3. PVO Projects Approved. The objective in the project paper of funding 20-30 PVO subprojects during the three-year LOP has been met. Twenty-one projects, of 57 proposals submitted, have been approved; 15 other proposals are currently under consideration. All of the subprojects meet the general criteria of the project and 75 percent of them are in line with GOP and CDSS program development priorities. The subprojects are spread throughout the country, located in all regions except two.

4. Registration of Philippine PVOs. While USAID has registered 21 local PVOs, the process usually takes over six months and is not understood clearly by all USAID staff involved.

Recommendation: That the Mission streamline procedures regarding registration of Philippine PVOs and define the responsibilities of concerned USAID staff. A Mission Notice should be issued to this effect.

5. Involvement of PVOs. The project forecasted the involvement of 10-20 U.S. PVOs and 4-6 Filipino PVOs. Only seven U.S. PVOs have received grants; proposals submitted by three others were not funded. Six Filipino

PVOs received grants. U.S. PVOs received 66 percent of the funds for 14 subprojects as opposed to 34 percent for 7 subprojects involving Filipino PVOs.

Recommendation: That the Mission not earmark funds for U.S. and Filipino PVOs, but that a conscious effort be made to maintain appropriate and effective participation of both groups.

6. Expenditure of Funds and Time Frames. Of the \$5,000,000 programmed in the project, the Mission received and obligated \$4,756,493. Of this amount, \$4,644,249 was expended for PVO subprojects and the remaining amount for technical assistance and training. The average amount provided per grant was over \$220,000. With one exception, all of the subprojects are for three-year periods and many will have to be extended to accomplish their objectives.

Recommendation: That the Mission encourage PVOs to submit smaller, less complex subprojects that have shorter implementation periods and a more immediate impact on development. That incremental funding be considered for larger, more complex subprojects in order that more effective use can be made of limited funds available.

7. The Asia Foundation. Because AID's support for TAF has been controversial, the evaluation team focused specific attention on this PVO. The team concluded that: a. support for TAF's current subprojects is justified, based on existing criteria; b. TAF serves in an important and unique role because of its long experience and extensive contacts with many segments of society; c. TAF's subprojects, are experiencing satisfactory progress at this time; and d. although TAF's administrative costs are the highest of all the PVOs participating, they are acceptable considering the unique nature of TAF. However, there is some concern regarding the high percentage (23%) of PVO Co-Financing funds being received by one organization.

Recommendation: That USAID continue to support TAF but perhaps at a reduced amount of funding in order that limited funds can be spread more widely to a larger number of PVOs for more development activities.

8. Cost Per Beneficiary. A thorough study of the cost-benefit or cost effectiveness of subprojects was not possible because of inadequate time and information. However, it is estimated that 287,708 persons will benefit directly, and 186,192 will receive indirect benefits from 19 of the 21 projects. Based on total project costs, the average costs are \$25.18 for direct beneficiaries and \$15.30 when indirect beneficiaries are included. Using only the total amount provided by USAID, the cost per beneficiary decreased to \$15.83 and \$9.60 respectively. These costs are reasonable and will improve as the number of beneficiaries increases.

Recommendation: That USAID and the PVOs continue to obtain better information on costs and benefits and explore meaningful methods of assessing them for PVO activities.

9. Administrative Costs. A quick analysis of administrative costs revealed that an average of 21% of total subproject and other resources is going for administrative requirements. For U.S. PVOs, the percentage is 26% and for Philippines PVOs, it is 13%. However, when overhead costs for U.S. PVO home offices are not considered in the analysis, there does not seem to be very much difference between the two groups.

10. Counterpart Funds. Cash and in-kind contributions by the PVOs and other donors are much less than the overall 50% targetted in the Project Paper. The actual requirement is 25% which has been achieved. Counterpart funding for the 21 subprojects is currently estimated at 37%. Some PVOs are having difficulties obtaining previously projected counterpart contributions.

Recommendation: That USAID take a closer look at counterpart contributions in proposals during the review process and that PVOs keep better records on total project inputs in order to obtain actual figures at the end of the subprojects.

11. Disbursals and Expenditures. The overall disbursement rate for all 21 subprojects is a low 21% for the three-year period. The PVOs' expenditure rate is even lower considering the fact that they receive three-month cash advances in most cases. Poor planning on the part of the PVOs in the utilization of funds is the main reason for the situation, but other unforeseen obstacles and difficulties during subproject implementation also have contributed.

Recommendations: That USAID and the PVOs determine the exact nature of the problem regarding low disbursement and expenditure rates and take required action to resolve the matter. That USAID continue to provide PVOs with training in budgeting, financial management, accounting and reporting and, at the same time, focus on these aspects in the review of proposals.

12. Subproject Progress and Success. As a result of conscientious subproject management, most subprojects appear to be headed for successful accomplishment of objectives. However, like most development projects, many are suffering from over-optimistic designs and unrealistic targets and timeframes. While some subprojects demonstrate impressive local participation, beneficiary involvement is weak in a number of other subprojects. Sustainability after the grant period is questionable for most subprojects because they lack economic viability or adequate support from national and local government agencies and from local communities in some cases.

Recommendation: That USAID continue to support worthy PVO activities. In designing, reviewing and approving subprojects USAID and PVOs should give particular attention to: simple subprojects with realistic designs and timeframes, active beneficiary involvement in all aspects of the project, and sustainability as indicated by economic viability and support by government and local communities.

13. Peace Corps Involvement. In two PVO subprojects known to have PCV participation, their roles are positive and constructive. As there seems to be general acceptance of PCVs in the Philippines and as there is a need for certain types of technical assistance in many of the subprojects, the potential for greater participation of PCVs exists.

Recommendation: That O/FFPVC explore with the Peace Corps the possibility of greater involvement of PCV's in PVO programs. During the review of subproject proposals, O/FFPVC and the concerned PVO should consider the possible role of PCVs in the activity.

C. Proposal Processing System

1. Flexibility in Reviewing and Approving Proposals. The Mission has adopted a policy of "maximum flexibility" in the review and approval of proposals. Consistent with the policy, there is no required standard format for proposals and no explicitly stated criteria are used for reviewing proposals and making funding decisions. Some project committee members, as well as some PVO's, have indicated that they do not fully understand the process and do not know exactly how funding decisions are made.

Recommendations: That Mission Manual Order be adopted which clearly explains the project purpose and the specific USAID procedures used to implement it. In the adopting of a Manual Order, the Mission should alter its "maximum flexibility" policy to one of "reasonable flexibility". The Manual Order should state explicitly the policies and procedures used to implement the project so that Mission staff, PVO's and others will understand them clearly. Items covered by the Manual Order should include: (a) goals and purposes of the project, (b) allocative criteria, (c) explicit proposal requirements, (d) composition of proposal review committees and responsibilities of each member, (e) procedures and criteria used to review proposals, and (f) recommended or required maximum time limits for completing various stages of the proposal review and approval process.

2. Use of Allocation Criteria. Except for general criteria regarding AID policies and priority program areas contained in the Project Paper, and aside from the functional account requirements of AID, no specific criteria are used to allocate grant funds among different geographical areas, sectors, types of projects, target groups or types of PVOs.

Recommendation: That the Mission make a definite decision as to whether the fundamental objective of the Co-Financing Project is to help PVO's or to help with implementation of the CDSS. In any case, the design team for PVO Co-Financing II should think seriously about the pros and cons of adopting specific allocative criteria.

3. Use of Quality Criteria. At present, reviewers are provided with no explicitly stated criteria for reviewing proposals. The concern is not

that criteria should be established with minimum quality standards; rather that criteria should specify exactly what factors should be used to judge proposals.

Recommendations: That explicitly stated, quality criteria be adopted for reviewing proposals. The criteria should indicate which specific factors should be used to evaluate each proposal. The following criteria should be considered for adoption: (a) technical feasibility, (b) sustainability and replicability, (c) cost effectiveness (or benefit/cost ratio), (d) financial viability, (e) institutional and administrative components, (f) track record, qualifications, and commitment of PVO, (g) capability of immediate project staff, (h) implementation plan, (i) quality of proposal presentation, and (j) counterpart total and cash contributions as percentage of total project costs.

4. Preparation of Proposals. The existing system allows PVO's to consult informally with USAID about project ideas and to submit informal proposals for USAID review and comment. This system is designed to help PVOs with project design and proposal preparation. While the Mission is providing PVOs with considerable assistance, the time between initial PVO-Mission contact and formal proposal submission is still very long, lasting over a year in many cases. The current system does not have a required format for proposals.

Recommendation: That USAID provide PVOs with more assistance during the project identification and proposal preparation stage. To the degree possible, such assistance should be provided through contracts so as not to exacerbate existing workload problems. However, USAID technical staff and others should be involved to the point where they can refer PVO's to appropriate technical sources, organizations doing similar activities, and other important contacts. A Project Design and Support (PDS) fund should be established within the PVO Co-Financing Project to hire consultants to help PVO's develop their project ideas, to conduct feasibility studies (when deemed necessary) and to write proposals. A standardized proposal format should be adopted. Proper guidance materials should be prepared and distributed to PVOs with instructions on their use.

5. Timing and Procedures for Review of Proposals. Each year there are two proposal deadlines and two funding periods. Thus, twice a year, the Mission review committee evaluates a batch of proposals. PVO's have criticized the amount of time the Mission process takes. Mission staff have complained about having to process and review a large number of proposals twice a year; they prefer to spread the workload more evenly throughout the year.

Recommendation: That Mission adopt a continuous proposal review process wherein each proposal is reviewed as it is received. To be fair to PVOs and to insure that proposals are reviewed and funding decisions made in an expeditious manner, the Mission should establish a 60 calendar day maximum time limit between receipt of formal proposal and notifying of the PVO on whether or not the proposal will be funded.

Recommendations: That a formal proposal review committee meet to review each proposal. The committee should have three permanent members from (1) O/FFPVC (chair), (2) the Program Office, and (3) the Controller's Office, as well as members from concerned technical offices. After the formal review meeting to which the PVO should be invited, the committee should vote on whether or not to recommend to the Director that the proposal be funded. Within one week of the meeting, the results of this vote should be forwarded to the Director along with a brief summary of strengths, weaknesses and issues or concerns surfaced by committee members.

6. Two-Stage Review Process. Some member of the Council for Voluntary Agencies in the Philippines (CIVAP) indicated they would prefer a two-stage proposal process. First, an initial brief summary of the project (similar to a PID) would be submitted. Second, if USAID indicated that the idea had potential (without implying that eventual funding is assured), then the PVO would go ahead with the full proposal.

Recommendation: That a two-stage proposal process be adopted.

7. workload Implications. Several USAID staff have indicated that implementation of the Co-Financing project absorbs a considerable amount of staff time. It should be noted that they are involved mainly in the review of proposals twice a year, which has proved to be frustrating and burdensome to them.

Recommendation: Staff workload implications should be considered carefully in developing new procedures for USAID implementation of the project. At least two contract PVO specialists should be hired with project funds to inform PVO's of the project, assist them with registration and proposal preparation, help with the review process, and generally relieve USAID staff with the numerous day-to-day administrative requirements associated with the implementation of the project. In addition, proposals which assist PVOs in increasing their capabilities should be encouraged such as the present PBSP grant to provide management training to the staff of 169 organizations.

Recommendation: That efforts begin under Co-Financing II to develop the capacity of an outside organization to take over the complete administration of the PVO Co-Financing program. This should be considered only if it is determined that USAID staffing levels definitely will continue to be reduced without a reduction in the workload. Otherwise the program should be kept within USAID in order that a valuable collaborative relationship be expanded and maintained. USAID would lose much by having a contractor administer the program.

8. PVO Reporting. While PVOs agree that quarterly financial reporting is warranted and required by AID/W, they seriously question the need for quarterly narrative reporting.

Recommendation: That narrative reports be required on a semi-annual basis instead of quarterly.

9. Field Visits. The evaluation team observed in its field visits that PVO project performance seemed to improve following USAID staff visits to project sites, especially if problems were being encountered.

Recommendation: O/FFPVC and/or other USAID staff visits to observe project implementation should be scheduled prior to or following receipt of semi-annual narrative reports to insure appropriate monitoring and to assist in resolving issues or problems which have surfaced.

## PART II. PROJECT CONTEXT

### A. Philippine Development Context

The Philippines has limited mineral resources, a modest industrial base and an adequate but unevenly developed agricultural sector. Although the economy grew at reasonable rates during the 1970's, averaging over 6% annually, serious development problems still exist. The rapid rate of population growth has placed heavy pressure on land and other natural resources and has led to environmental degradation. It has also contributed to growing unemployment and under-employment. An industrialization program heavily concentrated in Manila and following a capital-intensive, import substitution strategy has exacerbated employment problems. Economic growth over the preceding decade has not significantly improved the status of the majority of poorer Filipinos; over 50% of the population still live below the food threshold poverty level. Patterns of growth in the Philippines have tended to reinforce the uneven distribution of income between urban and rural areas, among regions and among income classes. The lowest 20% of households receive less than 6% of the income and the highest 20% receive over 53%. In agriculture, the Government's programs for increasing rice and corn production have succeeded in moving the Philippines into a surplus position. Yet food consumption, because of low purchasing power and inadequate nutrition education, has not increased sufficiently to enable the average rural family to meet adequate nutrition levels. Low world market prices since 1979 for coconut oil, the major export, have adversely affected coconut farmers, whose plight has been exacerbated by a processing system that favors banking and marketing interests over small producers.

### B. GOP Development Strategy

The Government of the Philippines (GOP) lays out a growth with equity development strategy in its 1983-1987 Five-Year Development Plan. The plan articulates GOP commitment to undertake a broad range of activities designed to stimulate the process of development in the rural areas. Prominent among the GOP's development goals are the creation of productive employment opportunities to improve the living standard of the poor. The GOP acknowledges the unique ability of the private business sector and voluntary organizations to work directly with groups of potential beneficiaries, motivating them to become involved in all aspects of development projects and thereby significantly contributing to Philippine national development.

### C. USAID Strategy

1. The Analytic Basis for the Strategy. USAID's Country Development Strategy Statement (CDSS) is the outgrowth of research on who are the poor and the determinants of their poverty. The dynamics of poverty are clear. Heavy population pressure on natural resources coupled with accelerated exploitation is feeding the cycle of poverty. As the rural

poor exhaust their traditional subsistence income sources, they are diversifying their economic activities and entering the cash economy to maintain a minimum livelihood. But underemployment at declining real wages is pushing the poor towards more and more marginal existence. The rural poor perceive education for their children and migration to high growth areas as their only chance for social mobility. The unbalanced structure of the economy still carries distortions and disincentives for the accelerated growth of employment needed to absorb the growing number of poor seeking work. The foreign exchange earnings generated by the agricultural sector support capital intensive, import dependent industries that service mainly high income consumer demand in urban areas. The sharp cyclical fluctuations in the world economy and the declining terms of trade resulting in large measure from the impact of escalating oil prices add to the urgency as well as the difficulties of economic reform.

2. Summary of Strategy. Generation of more productive employment for the major poor groups is the overriding concern of USAID assistance efforts in the Philippines. This is in line with the government's own development plans and structural reforms of the economy. Accordingly, USAID is aiming its assistance at: (1) creating more jobs in rural areas, both on and off farm; (2) promoting higher productivity among those already gainfully employed; and (3) reducing the growth of the labor force. The strategy encompasses four interdependent program elements that are designed to further these objectives:

a. Rainfed Resources Development is directed at increasing agricultural productivity through improved natural resources management at the community level. It provides a flexible set of assistance resources to test, develop and extend approaches for the use of rainfed resources in a more productive, equitable and sustainable fashion.

b. Rural Enterprise Development is being designed to create new employment opportunities by providing a range of assistance to smaller private enterprises in selected regions thus capitalizing upon available labor.

c. Local Resources Management is concerned with developing local government capacities to diagnose local problems and undertake local projects to promote more productive employment, drawing on local as well as national resources.

d. Fertility and Infant Mortality Reduction involves continued support nationwide for population activities while developing innovative approaches to primary health care delivery and finance.

USAID is planning long-term assistance in each of these areas that can respond differently to the specific needs of selected regions. In order to maximize the impact of USAID assistance, much of the program will geographically concentrate initially in Regions V-Bicol, VI-Western Visayas, and VIII-Eastern Visayas, with extension to Regions I-Ilocos and

II-Cagayan Valley as resources are made available in future years. These regions are the relatively more depressed.

Complementing these four elements is the Economic Support Fund program arising from the 1979 Amended Bases Agreement. Under this program a series of projects support energy development, livelihood, municipal and provincial development, and general rural area development.

D. The Role of PVOs in Achieving Development Objectives

1. General. PVOs are playing an important role in achieving both GOP and USAID development objectives. Historically, PVOs have collaborated directly with beneficiary groups to identify problems, plan solutions and manage development inputs. This collaborative approach makes them an ideal mechanism to respond to the needs of certain beneficiary groups where quick impact is needed, where government involvement is minimal and where private initiatives can be mobilized to solve local problems. Thus, even in places where mutual accessibility between people and government is constrained by physical distance, by lack of an effective organizational network or by the absence of a functional service delivery system, PVOs are introducing the seeds of growth and are substituting for part or many of the functions of the government.

2. Government Support for PVO Programs. According to officials in the National Economic and Development Authority (NEDA) the Philippine Government views PVOs as partners in development, and government policy encourages volunteerism in general. A measure of this support is that there are over 15,000 indigenous and foreign PVOs operating in the country. The government is especially supportive of PVO activities in areas which are not yet fully covered by itself and in activities relating to relief and emergency assistance. The GOP also looks with favor on programs which complement what the government is doing and especially those which are within the priorities of GOP policies and programs. Besides being involved in formulating policies relating to PVO involvement, especially if such involvement is supported by external donors, NEDA reviews and clears all forms of assistance to PVOs including all subprojects under PVO Co-Financing. The role of NEDA in the review of these activities is discussed elsewhere in this report; however, it should be noted that NEDA's review process takes an average of three months. Items which are checked by NEDA in its review include: a. security considerations; b. technical, economic and social feasibility; c. relationship to GOP priorities and programs, especially as they relate specifically to the project site; and d. potential impact.

Although no formal procedure has been established, NEDA encourages PVOs to inform local government entities of their activities and to seek their endorsement and support. On the other hand, government guidance to local government entities instructs the concerned officials not to interfere with PVO programs. However, the evaluation team observed that many PVOs being supported by USAID are experiencing difficulties in working with local government. Some of the difficulties may be political in nature,

but most relate to a lack of communication, understanding and cooperation on the part of both parties.

3. USAID Support for PVO Programs. USAID provided operational program grants (OPG) to six U.S. PVOs, which totalled \$993,295, during fiscal years 1976-1978 (Appendix K). In fact, the OPG program laid the foundation for PVO Co-Financing, which already had been established and had become popular in other Asian countries. PVOs also are getting AID support for their development work in the Philippines through centrally funded grants. Although USAID has not received complete funding information from AID/W on these activities, it is known that at least 10 U.S. PVOs are supporting numerous activities with indigenous organizations (Appendix L). In addition, two U.S. PVOs are involved in P.L. 480 Title II programs, utilizing commodities valued at over \$17,000,000 annually. Other U.S. and international PVOs are involved in family planning, cooperatives, labor movement development, refugee assistance, disaster relief, ASHA and excess property programs. USAID also is planning to involve PVOs in their Development Assistance projects.

In spite of this impressive array of activities which involve PVOs in the Philippines, more needs to be done in promoting this collaboration and partnership and to effect a more meaningful role for PVOs in development programs. For example, PVOs could be involved in the development of the Mission's CDSS. PVO Co-Financing has been receiving only about one percent per year of the total DA and ESF program of USAID. Under the proposed follow-on project, the percentage will increase minimally if at all. The potential for greater PVO involvement is limitless.

E. Project Description (Appendix B, Logical Framework)

1. Goal and Purpose. The PVO Co-Financing Project was designed to increase private development activities involving beneficiaries and private development organizations to compliment Government funded and managed development efforts. This was to be accomplished by engaging the expertise of U.S. and Filipino private voluntary organizations in the design and implementation of development activities to meet the identified needs of low income groups.

2. Qualifying Criteria. The project design focused priority on activities of PVOs which were addressed to satisfy the basic human needs of disadvantaged sections of the Philippine population. Efforts aimed at increasing income and making available or expanding education, sanitation, health, family planning, nutrition and legal services or assistance. Other considerations included the degree of participation of the beneficiaries in the development process; the introduction of a new development methodology or innovative technology; and the consistency of the activities with U.S. and GOP development assistance strategies. In addition, the PVO was required to provide or obtain a contribution of at least 25% of the total subproject costs or value. Subproject proposals also were to take into consideration social and environmental impacts and be able to demonstrate that subprojects were technically, economically and

administratively feasible. In general, the criteria emphasized flexibility in expanding the role of PVOs.

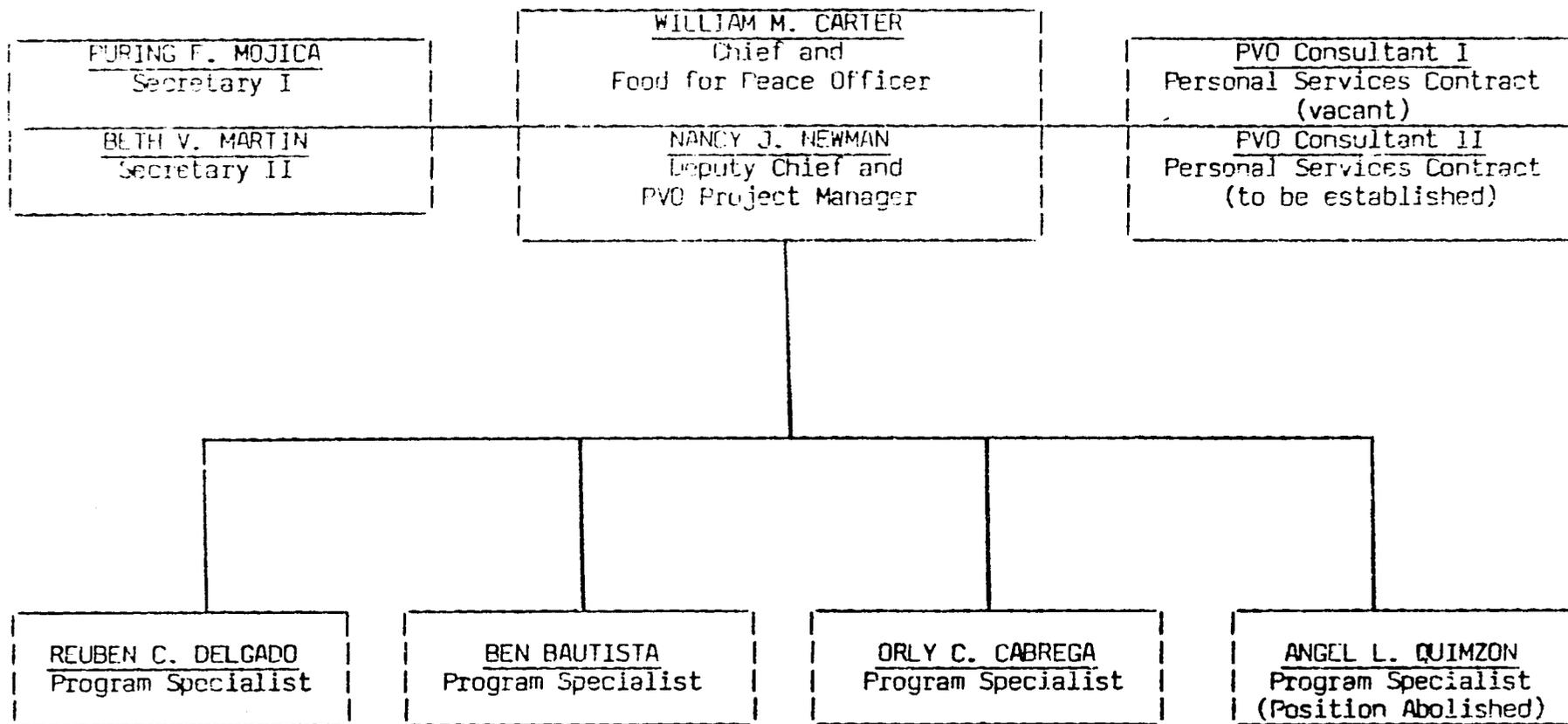
3. Funding and Time Frame. A total of \$5,000,000 in grant funding was approved for the three-year life of the project, beginning in fiscal year 1980. Of this total, \$4,730,000 was budgeted for direct grants to PVOs and the remaining for technical assistance, training and administrative costs. It was anticipated that PVOs and other donors would furnish \$4,730,000 in counterpart funding, which would bring the grand total for the program to \$9,730,000.

The life of the project was extended for one additional year (FY 1983) and \$2,000,000 in grant funding was added. In the meantime, the Mission has submitted a PID to AID/W to continue the program for another five years, FY 1984-89, at a cost of \$10,000,000.

F. Staffing. The PVO Co-Financing Project is administered by USAID's Office of Food for Peace and Voluntary Cooperation (O/FFPVC). This Office is staffed with two U.S. direct hire officers, one U.S. personal services contractor (PSC), four Filipino professional staff and two secretaries. It has responsibilities not only for PVO programs but also for a major Food for Peace Program, involving two U.S. PVOs, and some limited education related activities as well as disaster preparedness and disaster relief responsibilities. In addition, O/FFPVC administers the Accelerated Impact Program with the Peace Corps. One U.S. officer is the full-time project manager of the PVO Co-Financing Project and the PSC also works full-time on the project. All others also are involved in various degrees of assistance and capacities. During the course of the evaluation, the PSC resigned and the Mission is recruiting to fill the position. The Office will be losing a Filipino staff member who is involved only minimally with PVO Co-Financing. However, USAID has proposed in the PID for PVO Co-Financing II that another full-time PSC be funded to assist with project administration. Currently, the participation of USAID technical staff and others in the Mission is limited to the review of subproject proposals, as discussed in more detail in Section IV below (O/FFPVC Organization Chart is attached to this section).

ORGANIZATIONAL CHART

OFFICE OF FOOD FOR PEACE AND VOLUNTARY COOPERATION



PART III. PROJECT EFFECTIVENESS AND IMPACT

A. Achievement of Log Frame (Appendix B)

1. Goal. It is too early to assess achievement of the goal - sustained increase in private development activities involving beneficiaries and private development organizations to compliment government funded and managed development efforts.

2. Purpose. The project's stated purpose is to engage the expertise of U.S. and Filipino PVOs in the design and implementation of development activities to meet the identified needs of low income groups. The funding of subproject proposals has engaged the PVOs; the evaluation team has concluded that the subprojects are aimed at the identified needs of low income groups. Thus, the stated purpose is being accomplished with a high degree of success.

Most "end of project status" (EOPS) indicators are being accomplished. Within the project an increased number of PVOs are collaborating with local counterparts in local development projects in all regions except two. The capacity of PVOs to design and implement local development projects has improved noticeably. PVOs are working in an increasing number of GOP and USAID policy areas; fully 75 percent of subprojects are in GOP and CDSS development priority areas. While it is still too early to assess adequately subproject impact, it appears that a majority of subprojects will achieve their main objectives and have a direct developmental impact on intended beneficiaries.

3. Outputs. The project will meet about half of its target outputs:

- a. The target of having 10-20 U.S. PVO participating in the project has not been achieved; only seven have received grants.
- b. The target of registering 5-10 Filipino PVOs has been greatly surpassed. Of 38 registration applications received, 21 were approved, seven were disapproved, and ten are pending. However, the experience to date indicates that the process usually takes over six months. There are some different perceptions among USAID staff as to the purpose of registration requirements and the specific responsibilities of those involved.
- c. The target of 4-6 Filipino PVO's participating has been achieved as six have received grants.
- d. The target of funding 20-30 PVO subprojects already has been met. Twenty-one projects, of 57 proposals submitted, have been funded.

4. Inputs. Of the \$5,000,000 programmed in the project, the Mission received and obligated \$4,756,493. Of this amount, \$4,644,249 was expended for PVO subprojects and the remaining amount for technical assistance and training.

B. PVO Characteristics and Staff Capability

There are 13 PVOs involved in the administration of 21 subprojects. Of the 21, seven are U.S. and six are indigenous PVOs.

1. U.S. PVOs. Of the seven U.S. PVOs currently involved, three joined the Co-Financing roles only recently when they had grant agreements signed in late August, 1982. One U.S. PVO, CARE, has submitted subproject proposals for consideration but none of them was accepted by USAID. CARE and other PVOs have voiced dissatisfaction with USAID's system of processing proposals. Church World Service, NRECA and the YMCA were other U.S. PVOs that have submitted proposals which were turned down. The U.S. PVOs, who have received grants, have been working in development activities in the Philippines for many years. Four of them -- TAF, IHAP, ICA, and CRS -- had received OPGs during the period of 1976 - 1979. Three of the U.S. PVOs (TAF, IHAP, and CRS) have received more than one grant.

2. The Asia Foundation. In the course of analyzing quantitative data relating to the PVO Co-Financing Project, it became apparent that TAF not only had been provided the largest share of available funding but also was the most costly in terms of direct and indirect administrative costs. As a result, the evaluation team decided it was necessary to comment specifically on this particular PVO. In addition, the team was aware that TAF has been in the center of controversy in Congress and the administration over the past several years and that some Mission staff have difficulty in justifying assistance for TAF's subprojects.

TAF has received 23% of the total funding made available to USAID for PVO subprojects for the three-year period. A total of \$1,089,927 has been granted to TAF for six different subprojects; these six have nine different activities under them and are being implemented with seven different Philippine organizations. The TAF expatriate staff of two Americans do not become directly involved in the implementation of subprojects, but do assist considerably with subproject administration, implementation problems and evaluations. The portion of these funds going into administrative costs averages about 37%, the highest percentage of all 13 PVOs presently participating in the program. This percentage includes both indirect (overhead) and direct subproject administrative costs. The average for total project costs, including counterpart, is about 25%.

The evaluation team feels that the Mission was justified in approving all the subprojects in terms of the general criteria in the Project Paper and AID's special priority programs at the time the proposals were submitted. However, in view of the fact that the Project Paper's main objective is to encourage more PVOs to participate in more development efforts, a conclusion could be arrived at that 23% is perhaps too large of a percentage of total funds to go to one organization. This conclusion is further reinforced by the fact that there are about 50 U.S. and over 15,000 Philippine PVOs involved in development work and thus eligible for PVO Co-Financing aid.

To put this situation in better perspective, it is necessary to state that TAF is in a unique position in which it mainly serves as an intermediary for Philippine government and non-government agencies and universities who are involved in important and worthy efforts, but who do not qualify for PVO Co-Financing funds because they are not PVOs. Consideration also should be given to the fact, that TAF is working with 70 other individuals or organizations with Congressionally appropriated funds and has over 3,000 recipients in its book distribution program. TAF has been involved in the Philippine for 30 years.

Many of the activities being undertaken by TAF, such as those in law and social justice, conservation and wood fuel development research, are the types in which other PVOs do not have a special interest, expertise or the necessary unique set of contacts in the government or the society. All are important activities that require attention and which are in the interests of the U.S. Government and the Philippines. In some cases, the Mission suggested some of the activities to TAF or referred other Philippine agencies to TAF. This was the case for the "Cebu-Mactan Water Resources Project". The Asia Foundation, in most of its programs and projects, serves mainly as an intermediary and does not become directly involved in the actual implementation of the projects. For instance, the water project cited above is being implemented by San Carlos University's Water Resource Center and the "Kidapawan Agricultural Redirection Project" by Notre Dame Educational Association in Mindanao; the "Law and Social Justice Project" is being carried out in cooperation with the University of the Philippines and other legal organizations. TAF is playing an important and beneficial role in the programs it has undertaken, but providing a large portion of limited funds to one agency reduces the number of other PVOs and subprojects which could be supported -- a major objective of the Project.

3. Filipino PVOs. USAID has done an effective job in identifying, registering and involving Filipino PVOs in the program in a short three-year period. To date, six Filipino PVOs have received Co-Financing grants and 22 have been registered. However, USAID involvement has gone beyond the registering of PVOs and the processing of proposals. USAID's contract consultant, a former Peace Corps Volunteer, has provided positive and constructive technical assistance to numerous Filipino PVOs. This has been accomplished through the development of clear and simple PVO Co-Financing guidelines, in conducting an orientation seminar and through personal contact in providing special assistance to individual PVOs in designing projects. Unfortunately, the contractor had to leave the job and USAID will have some difficulty in finding an effective replacement.

Of the six Filipino PVOs involved in the program, four of them are related to various religious groups. For instance, Xavier Science Foundation (XSF) and Santa Cruz Mission (SCM) are Catholic, and Kalahan Education Foundation (KEF) and Igorot Community Assistance Program (ICAP) are Protestant. XSF, SCM and KEF have U.S. missionaries as their directors. The SCM, KEF, and ICAP projects are addressing the development needs of

upland minority groups. All four are using integrated systems of rural community development, which focus on providing a full range of services and activities, and all of them are having positive results in protecting the rights of minority groups and in improving their standards of living.

Equally impressive are the activities of Project Compassion, which is attempting to change destructive ecological practices and to develop a system of people's organizations to work with the various local government entities. USAID is supporting PROCOM's programs in three of ten areas where it is involved. This subproject has the greatest impact potential at the "grass roots" level, if it continues to experience as much success as it has had to date. PROCOM's projected beneficiaries under the subproject amount to almost 50% of the 473,000 direct and indirect beneficiaries of all 21 subprojects.

The sixth Filipino PVO, Philippine Businessmen for Social Progress (PBSP), is undertaking important activities related to the identification of Filipino PVOs and the training of such organizations in social development and management. With USAID funding, this PVO has put together a directory of over 500 indigenous PVOs. Under its separate subproject, it will conduct training for staff members of 169 different PVOs.

All of the Philippine PVOs appear to have adequate staffs to administer their subprojects although there have been some difficulties in submitting useful and timely reports to USAID. One of the main weaknesses in PVO staffing is the lack of expertise relating to such concerns as marketing, management systems and agro-forestry. Project Compassion perhaps has the best capability in terms of adequate and appropriate staff for its diversified activities; ninety percent of them have had long and valuable experience with community development in the Philippines and in Vietnam. The Xavier Science Foundation and Santa Cruz Mission are right behind PROCOM in qualified staff and support services. Helen Keller International's counterpart, the Ministry of Social Services and Development, has capable and qualified staff assigned to the "Rehabilitation for the Rural Blind" program, but some difficulties regarding the retention and use of field workers have arisen. KEF, ICAP and TAF (Water Resources Center) need to strengthen or expand their staffs to accomplish the goals of their subprojects.

In general, the evaluation team was impressed with the capability of PVO staffs in relating to their local situations and in implementing their subprojects. Most of them are from the subproject areas and speak the language and understand the local culture. This is even true of U.S. and other expatriate personnel involved in the actual implementation of the subprojects.

### C. Characteristics of Subprojects

1. Types of Subproject Activities. Most the 21 subprojects are primarily addressing the priority sector of food and nutrition, with seven subprojects in education and human resource development and one in population and health. However, at least seven of the subprojects are

pursuing integrated approaches to development and involve components from several sectors. A breakdown of the subprojects by AID's priority sectors and funding for the three-year period is as follows (a detailed summary is provided in Appendix F):

Sector	Amount of Funds	Number of Subprojects		Funding Per centage
		US PVO	Filipino PVO	
Food & Nutrition	\$2,523,868	8	5	54.3%
Education & Human Resources	879,224	4	3	18.9%
Population & Health	1,241,137	1	0	26.8%
TOTALS	\$4,644,229	13	8	100.0%

The subprojects can be broken down further into different types relating to their specific objectives, development approaches and beneficiaries or areas targetted. The following list attempts to provide such a breakdown (since many subprojects have two or more major components, the figures do not add to 21):

<u>Types of Activity</u>	<u>U.S. PVOs</u>	<u>Filipino PVOs</u>	<u>Total</u>
Integrated Development	4	3	7
Income Generation	6	5	11
Institution Building	6	2	8
Methodology/Technology Transfer	1	2	3
Technical Training	7	4	11
CDSS Priority Programs	9	6	15
CDSS Priority Regions	5	3	8
GOP Priority Programs	13	6	19
Upland Areas	2	4	6
Lowland Areas	10	2	12
Upland and Lowland Areas	4	1	5

2. Cost Per Beneficiary. The evaluation team did not have the time or appropriate information to complete a comprehensive and legitimate cost-benefit or cost-effectiveness study of the overall program. The number and nature of all the individual projects are too varied, in terms of objectives and programs being addressed, to specifically and accurately identify the beneficiaries. However, it is estimated that 287,708 persons will directly benefit from the projects and 186,192 will benefit indirectly. Using simple arithmetic, this means that the per capita cost for direct beneficiaries is \$25.10 and \$15.30 including indirect beneficiaries; this is based on total project costs of \$7,230,333 for 19 projects for which beneficiaries could be identified

(two TAF technical assistance and research projects relating to conservation and wood fuel development were not included). Using the total funding provided by USAID for these 19 projects (\$4,552,988), the cost-beneficiary ratio improves -- \$15.83 for direct beneficiaries and \$9.60 including indirect beneficiaries.

It should, however, be noted that of the total number of direct and indirect beneficiaries targetted, 203,178 are under Project Compassion's "Integrated Marine Agro-Forestry Project for Coastal Areas". If this project and the related beneficiaries are excluded from the analysis, then the cost-beneficiary ratio jumps to \$80.50 for direct beneficiaries and \$21.00 for total beneficiaries. (See Appendix I for detailed information on beneficiaries).

3. Subproject Direct and Administrative Costs. A study of PVO subproject costs by use of funds, indicates that a large portion of the funds, 79%, went to subproject related costs as opposed to 21% for PVO administrative costs. (There may be a variation of several percentage points either way in these figures as some project budgets did not contain complete details.) As expected, administrative costs for Filipino PVOs (13%) are considerably less than those for U.S. PVOs (26%). (Appendix H)

<u>PVO</u>	<u>Total Project Cost</u>	<u>Direct Project Cost</u>	<u>Administrative Costs</u>
U.S.	\$4,617,731	\$3,398,506 (74%)	\$1,219,225 (26%)
Philippines	<u>2,743,853</u>	<u>2,388,457</u> (87%)	<u>355,396</u> (13%)
Total	\$7,361,584	\$5,786,963 (79%)	\$1,574,622 (21%)

Compared to the administrative costs of other USAID programs as well as those of other donors, the administrative costs of PVOs in development projects are quite reasonable.

In studying the administrative costs of only U.S. PVOs more closely, it can be seen that overhead costs associated with their home offices are what make them more costly than Filipino PVOs; otherwise, there does not seem to be very much difference between the two groups. The Asia Foundation has the highest overhead cost which averages about 37% of total project costs for the six projects being funded under the PVO program. Overhead rates of other U.S. PVOs mainly for direct costs are as follows: HKI - 10%, CRS -8.5%, Save the Children Federation - 7.9%, and Seventh Day Adventists World Service - 38.2%. IHAP has an overhead rate of 69.2% for only expatriate staff salaries; ICA does not have an overhead rate and absorbs these costs as part of its counterpart contribution.

4. Counterpart Funds. Although the Project Paper requires only 25% in counterpart funding to be provided in cash or kind for each project, it

projected that counterpart funding would amount to \$4,730,000 or 50% of total project costs. Since the Mission obligated the reduced amount of \$4,614,229 for the 21 projects, counterpart funding should have correspond to this amount. However, the information outlined below, which was taken from budgets in project proposals, shows that the target of 50% in USAID funding has not been achieved. Although the percentage for fiscal year 1980 came close to the target, the overall percentage in counterpart funding for the three-year period is 37%. (Appendix G).

Year	Project Cost	USAID	US/PVOs	Local PVOs	Other Donors	GOP & Local Participants
1980	\$2,929,524	\$1,728,543	\$144,500	\$574,495	\$250,463	\$231,473
	100%	59%	5%	20%	8%	8%
1981	\$1,496,936	\$1,076,534	0%	\$302,902	\$43,900	\$73,600
	100%	72%	0%	20%	3%	5%
1982	\$2,935,124	\$1,839,172	\$208,523	\$236,898	\$171,428	\$479,103
	100%	63%	7%	8%	6%	16%

There is the possibility that the overall total and percentage of counterpart contributions will increase as PVOs report actual inputs for their projects. Based on the observations of the evaluation team, it is believed that more resources from other donors are going into a number of projects than are being recorded and accounted for by the PVOs. This may be the case for projects being implemented by the Santa Cruz Mission, ICA, Helen Keller International and others. On the other hand, the Kalahan Education Foundation, the Igorot Community Action Program, IHAP and others have been unable to obtain previously projected counterpart contributions; the grant agreements place the responsibility of obtaining the required counterpart resources on the grantees and it is anticipated that those currently experiencing problems of this nature eventually will be able to obtain the required counterpart.

The unavailability of counterpart resources when required has caused some delays and difficulties in the implementation of the several projects mentioned above. As a result, project designs and implementation plans have had or will have to be revised, and the overall impacts of the projects may be reduced.

Some PVOs have indicated that the lengthy process of USAID - which averaged 12 months -- in considering and approving their proposals has contributed to their difficulties in programming their own resources and obtaining assistance from other donors. PVOs rely upon contributions from the public or other donors in carrying out their programs and most of them have "cash flow" problems.

5. Disburseals and Expenditures. An analysis of the disbursement of funds by USAID, indicates a much lower rate of disbursement than would be expected. Only 42% of the funds, obligated for six projects approved in fiscal year 1980 has been disbursed and only 21% for five projects in fiscal year 1981. Understandably, the rate of disbursements for fiscal year 1982 is only 3% as the ten projects included were approved only during the past two to six months. (Appendix F).

<u>Fiscal Year</u>	<u>Total Grant Funds</u>	<u>Grant Disbursed</u>	<u>Percentage Disbursed</u>	<u>No. of PVOs</u>	<u>No. of Projects</u>
1980	\$2,728,543	\$722,358	42	5	6
1981	1,076,534	223,605	21	5	5
1982	<u>1,839,172</u>	<u>59,360</u>	<u>3</u>	<u>7</u>	<u>10</u>
Total	\$4,644,249	\$1,005,323	21 (average)	17	21

The rate of expenditure by PVOs is low considering that they usually receive an advance of three months for projected costs. Generally, the expenditure of funds should be heaviest in the early stages of project implementation.

Although there are a number of reasons which account for this situation, the evaluation team feels that financial planning is the main reason. Many of the projects do not have proper implementation plans or do not have realistic schedules for the use of the funds. For instance, looking at only the FY 1980 projects which are due to expire in less than one year, at the present rate of expenditure, it would take the Santa Cruz Mission (SCM) 26 more months to expend its complete fund allocation; Helen Keller International, 25 months; IHAP, 27 months; and The Asia Foundation, 25 months each for its two projects.

Other unforeseen obstacles also have contributed to the slow rate of expenditure. For example, SCM experienced difficulties in procuring construction materials; IHAP was not able to secure counterpart contributions in a timely manner; and some components of the TAF Water Resources Project have proven unfeasible. In many cases, among the 21 total projects, the life of project periods and/or amount of funds required are not realistic.

D. Subproject Progress and Success

The Evaluation Team investigated eleven separate subprojects (briefly described in Appendix D) by thoroughly reviewing project documentation,

making brief site visits, and interviewing subproject managers, PVO staff and USAID subproject officers. The investigations of these subprojects provided a number of conclusions.

1. Achievement of Subproject Objectives. It is too early to assess adequately the impact of most subprojects. While all subprojects have weaknesses, available information suggests that most of the projects seem to be headed for successful accomplishment of objectives. The key factors explaining subproject success appear to be: the ability and conscientiousness of subproject management and local enthusiasm and participation in subproject activities and decision-making. A secondary factor is the quality of the subproject design. The general conclusion is that the PVOs and their subprojects are having a positive impact on the poor segment of the population.
2. Subproject Design. Like many AID assisted development projects, most subprojects suffer from either a weak design, inappropriate or nonexistent implementation plan, lack of suitable feasibility studies, or unrealistic targets and timeframes. Of these, the implementation plans, evaluation plans and unrealistic timeframes seem to be the most general problems. In many cases, the subprojects' objectives might reasonably be achieved in five or six years; however, the grant period only provides resources for a three-year period. In a few cases, PVOs are attempting very diverse and complicated subprojects which are beyond the limited skill capabilities of their staffs.
3. Beneficiary Involvement. While some subprojects demonstrate active local participation in subproject implementation, beneficiary involvement is weak in a number of other subprojects. The majority of subprojects are not adequately involving beneficiaries in subproject decision-making and implementation. Therefore, enthusiastic local support after the grant period is not assured. In several cases, the PVOs initiated income generating activities without adequately discussing these with intended beneficiaries. Also many of these activities were not supported by appropriate feasibility studies. Thus, some PVO-initiated activities are both unpopular with intended beneficiaries and economically unfeasible. The development literature is full of empirical studies which indicate that a key to development is beneficiary involvement in project decision-making and in contribution of resources to project activities. Without these, beneficiaries usually view the activity as a dole-out program which will last briefly and then disappear.
4. Sustainability. For most subprojects, continuation of subproject activities after the grant period is a major concern. Financial viability is critical; subprojects which are not financially viable, even though they may be economically viable, must be subsidized. In some cases, subprojects are not demonstrating financial or economic viability; however many exhibit potential for doing so. Another key factor is identifying appropriate organizations to continue the

subproject activity after the PVU completes its work. In some cases, local cooperatives and/or community organizations can fulfill this role; in others, local or national government agencies seem appropriate. Unfortunately, most subprojects are not receiving the cooperation and support they need from local and national governments.

5. Peace Corps Involvement. While Peace Corps volunteers (PCVs) are active and well accepted in most subproject areas, only two of the 11 subprojects evaluated have PCV involvement. Their participation in these two subprojects was quite positive; they possessed the skills required by the two organizations and also were helpful in informing people about the programs and motivating them to participate. The evaluation team believes PCVs could participate meaningfully in other Co-financing subprojects.

#### PART IV. PROPOSAL PROCESSING SYSTEM

Because the existing process is flexible, has changed through time, and is not defined explicitly in a USAID Manual Order or other appropriate document, it is not clearly understood by all of the parties involved. Thus it is important to take some time in this report to describe the existing process. The process involves numerous steps which can be separated into four basic components: a. preparation and submission of proposal; b. Mission review and selection; c. resolving issues and signing of Grant Agreement; and d. subproject monitoring and evaluation. Steps in the process are diagrammed in Figure 4.1.

##### A. Preparation and Submission of Proposals

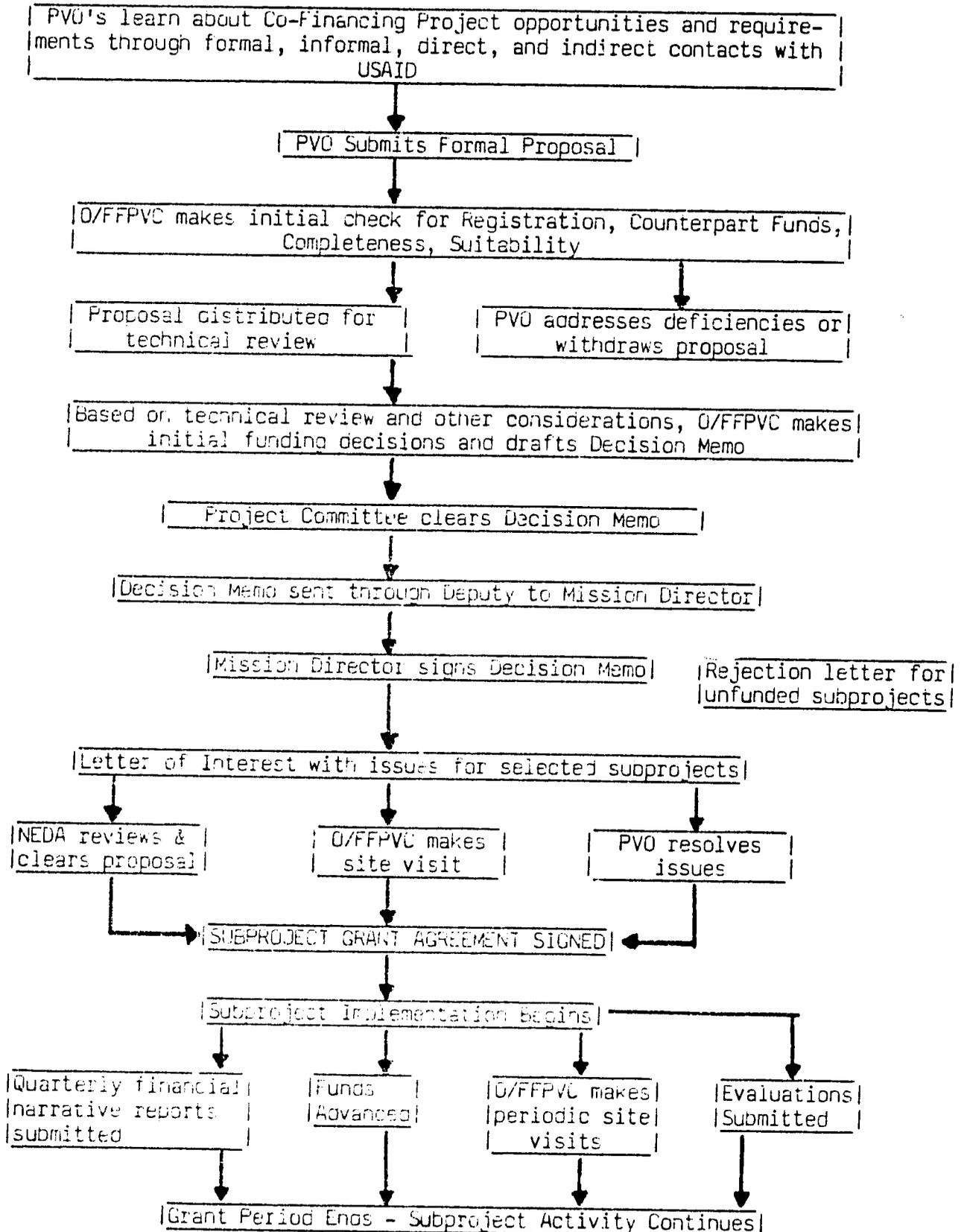
1. Orientation of PVOs. PVOs become aware of USAID's Co-Financing Project in a number of ways. The PVO may learn about the activity from another PVO, another donor, or from a national or local government official. The PVO may approach an AID employee with a project idea and be referred to O/FFPVC and the Co-Financing Project. Alternatively, members of the O/FFPVC staff may visit PVOs and discuss the project with them. There has been only limited publicity in the local press, radio or other media.

Before submitting the proposals, PVOs should learn about the procedures and requirements of the Co-Financing project. Such orientation is accomplished by providing PVOs with materials describing the program, formal orientation and training activities and discussions between O/FFPVC staff and PVOs. The O/FFPVC contract PVO Specialist has prepared a simplified version of the PVO Co-Financing project paper which describes in common terms the Co-Financing program. In addition, simple, logical guidelines for project design (based on AID's Logical Framework) and proposal preparation have been developed. These materials, along with discussions with O/FFPVC personnel, provide PVOs with an understanding of the Co-Financing program and the requirements for proposal submission.

Experience gained through distributing documents and informal discussions with PVOs suggested the need to initiate a formal orientation program. The first formal orientation programs were conducted in June and November 1982.

2. Initial Requirements. The Co-Financing Program has two firm requirements for grantees. First, all grantees must be registered with either the U.S. Government for U.S. PVOs or with the USAID Mission for local PVOs. The registration process generally follows guidelines provided by AID/W. The Mission does not have written guidelines for the internal review of applications, it consists of a review by FFPVC, Controller, Program, Contract and Legal Offices of specific documents submitted by the PVO and a formal determination by the Director. A look at the experience to date indicates that the process usually takes over

IMPLEMENTATION PROCESS FOR USAID PVO CO-FINANCING PROJECT



six months, and there are some different perceptions among USAID staff as to the purpose of registration requirements and specific responsibilities of those involved. The second requirement is that the PVO must supply at least 25% of total subproject costs. These counterpart funds can be in cash or in kind and may come from the PVO itself or any other source except the U.S. Government. If PVOs have been oriented properly, they will have fulfilled these two minimum requirements before they submit a proposal for USAID co-financing.

3. Informal Proposal. PVO's may submit an informal proposal to O/FFPVC for comments and suggested improvements. The O/FFPVC staff reviews such proposals and provides feedback to the PVO. Such feedback may indicate strengths and weaknesses of the project design, sections of the proposal which need additional work, and suggested changes in the project concept and design. At this stage O/FFPVC can encourage the PVO to continue work on the proposal for USAID funding, suggest the PVO seek funding from other donors or suggest the PVO consider other project ideas. While written feedback usually is provided, often the most constructive feedback is provided in face to face meetings between O/FFPVC and the PVO.

4. Submission of Formal Proposal. PVO's submit formal proposals in accordance with USAID's submission deadlines each year, January 31 and July 31. The length of time between initial PVO-USAID contact and formal proposal varies a great deal but is generally four to ten months. Proposals submitted by the deadlines usually are considered as a group and thus tend to be compared to one another in making funding decisions.

#### B. Mission Review and Selection

1. Initial Screening by O/FFPVC. O/FFPVC makes an initial review of each submitted proposal. This review determines if: a. the PVO is registered; b. the proposal meets the twenty-five percent counterpart requirement; c. it requires additional work because it lacks essential proposal information (purpose, budget, project analysis, etc.); and d. it meets minimum suitability requirements (i.e., it can be considered "developmental" in the AID context as opposed to a request to fund such things as civic beautification, a festival or construction of a church, monument, or cockfighting pit).

Proposals which do not meet the second, third and fourth criteria above usually are returned to PVOs, who then may continue to work on the proposal and resubmit it for consideration during the next funding cycle. If the PVO is not registered, O/FFPVC immediately informs the PVO and instructs it to begin the registration process if it has not done so already. The proposals of yet to be registered PVO's continue through the Mission review process. If such proposals are selected for funding, the PVO will have to obtain registration before a Grant Agreement can be signed.

2. Technical Review. O/FFPVC summarizes the proposals and identifies related issues in a memorandum which is distributed to appropriate

offices within the USAID Mission for technical review. The reviewers are asked to provide their comments and suggestions. O/FFPVC does not provide reviewers with specifically stated criteria to be used in undertaking the review. Instead, reviewers use their own (subjective) criteria and experience to review proposals. The record indicates that reviewers normally are given about two weeks to review the ten to fifteen proposals which are submitted each funding cycle.

3. Decision Memo. In a decision memo to the USAID Director, O/FFPVC recommends proposals for funding based on the comments of the reviewers, its own review of the proposals and other information at its disposal. The memo is sent six to ten weeks after the proposal deadline. Reasons for each recommendation are discussed in the memo which is cleared by the project committee.

Before being sent to the Director's Office, the memo is cleared by all project committee members, some of whom are not involved in the technical review of the proposals. However, all committee members receive copies of proposals recommended for funding at the time they are asked to clear the decision memo. So far, committee members have cleared every decision memo prepared by O/FFPVC.

Normally the decision memo describes issues surrounding the proposals recommended for funding. Such issues must be resolved to the Mission's satisfaction before a Grant Agreement can be signed with the PVO. A quick review of decision memos indicates that such issues are about equally split between the need for PVOs to register and the need to refine or clarify the project design. Seldom are proposals completely ready for funding and implementation prior to a decision by the Director.

4. Subproject Selection Criteria. To maintain maximum flexibility, O/FFPVC does not use specifically stated criteria in making funding recommendations. Aside from two specific criteria (formal registration and at least 25% counterpart funding), the PVO Co-Financing Project Paper (PP) provides only general criteria for reviewing PVO proposals, as follows: a. basic human needs; b. increased income through productive employment; c. increased access to education, sanitation, health, family planning, nutrition, information, legal assistance; d. testing of innovative technical methodologies; e. joint ventures between U.S. and R.P. PVOs; f. technical feasibility; and g. economic feasibility and cost effectiveness.

Many of these criteria appear to have been used by reviewers and O/FFPVC. However, due to the very general nature of the PP criteria, it is difficult to determine how closely the PP criteria are followed. In an attempt to identify the criteria being used by O/FFPVC to make funding recommendations, a simple content analysis was made of four decision memos (10/80, 3/81, 10/81, and 4/82). The analysis revealed that seventeen reasons were mentioned in support of proposals recommended for funding. The reasons mentioned were distributed as follows: a. PVO has proven track record - 31%; b. Proposed activity is a good idea or meets a

real need - 31%; c. Proposal is technically sound - 25%; d. Proposed activity is consistent with CDSS- 13%.

A total of thirty-five reasons were mentioned for not funding proposals. These included proposals needing additional work and proposals which were recommended for outright rejection, as follows: a. Proposed activity not cost effective, too expensive or includes overhead considered too costly - 23%; b. Proposed activity duplicates existing activities - 20%; c. Proposal is incomplete or needs to be redesigned - 17%; d. PVO has poor track record or is judged incapable of successfully implementing project - 11%; e. Proposed activity is not suitable for Co-Financing Project or not consistent with project objectives - 9%; f. Proposal not technically sound - 6%; g. Proposed activity is not a good idea or does not meet a real need - 6%.

5. Director's Approval of Decision Memo. The USAID Director and Deputy Director review the decision memo and, if necessary, discuss funding decisions with the O/FFPVC staff and other Mission personnel. The Director may sign the decision memo approving the funding decisions recommended by O/FFPVC or may ask that changes be made in the funding decisions before granting approval. With only a few exceptions, the Director has accepted the funding recommendations of O/FFPVC.

6. Notification of PVO. Letters drafted by O/FFPVC and signed by the Director are sent to all PVOs which submitted proposals. Letters pertaining to proposals not recommended for funding offer regrets, suggest other possible funding sources, may indicate needed improvements in the proposal or may encourage the PVO to improve the proposal and submit it for consideration in the next Co-Financing funding cycle.

Letters regarding proposals approved for funding indicate that USAID is "interested" in funding the proposed activity if certain issues raised during the review process can be resolved. Issues often involve making changes in the project design, developing of an acceptable implementation and evaluation plan, gaining clearance from NEDA, obtaining registration, or getting documented evidence of counterpart funding.

#### C. Resolving Issues and Signing of Grant Agreement

1. Resolving Issues. The O/FFPVC subproject officer works with the PVO to resolve the issues. Assistance is provided with making technical changes in project design, developing implementation and evaluation plans and resolving other technical issues. O/FFPVC, with assistance from Mission technical offices, determines when issues are resolved to the satisfaction of the Mission. This procedure has taken from one to 11 months to complete, with the average amount of time being four months.

2. Field Visit. Normally a field visit by the O/FFPVC subproject officer is made to the proposed project site of subprojects approved for funding. While such site visits are not an absolute requirement, they are conducted for almost every subproject grant. It is possible that such a site visit

may reveal information which would cause USAID to reconsider its funding decision; however to date, this has not occurred. Site visits provide the subproject officer with an "on the ground" understanding of the project context and its strengths and potential weaknesses. This information is useful in drafting the Grant Agreement and later monitoring the subproject. To date, there has been practically no involvement by technical staff in these visits.

3. Drafting and Signing of Grant Agreement. USAID prepares a Grant Agreement which is signed by the USAID Contracting Officer or Mission Director and a representative of the PVO. In developing the Grant Agreement, the O/FFPVC subproject officer drafts a PIO/T which is cleared by the Project Committee as well as the Mission Legal Advisor, Controller, Program Officer and Mission Director. The PIO/T then goes to the Mission Contract Officer who drafts the Grant Agreement based on information in the PIO/T. The amount of time between the submission of the proposal and the signing of the Grant Agreement depends on the types of issues which need to be resolved and takes from seven to 36 months with an average of about 12 months. After the Grant Agreement is signed, the PVO requests an advance of funds and USAID then provides it with funds usually within a month of the signing the Grant Agreement.

D. Subproject Monitoring and Evaluation

USAID requires that PVO's submit a quarterly financial report and quarterly narrative status report for each subproject. Each subproject is required to have an approved evaluation plan and an evaluation budget. In general, PVO's agree to collect the baseline data and submit a final evaluation and sometimes a mid-term evaluation. In addition to receiving quarterly reports, O/FFPVC staff visit each subproject site at least once a year and usually more often. Such visits are an important means of project monitoring and evaluation. Involvement in field visits by technical staff has been minimal.

E. Issues

1. Flexibility in Reviewing and Approving Proposals. The Mission has adopted a policy of "maximum flexibility" in the review and approval of proposals. Consistent with the policy, there is no required standard format for proposals and no explicitly stated criteria are used for reviewing proposals and making funding decisions. Some project committee members, as well as some PVO's, have indicated that they do not fully understand the process and do not know exactly how funding decisions are made. While the policy of "maximum flexibility" allows the Mission to do essentially what it wants or feels it must, it provides very little defense against charges that it unfairly favors some PVO's and projects over others. A USAID Manual Order, or another appropriate guidance documents which explicitly outlines the policies and procedures to be used to implement the project would go a long way in improving this existing situation. Items suggested for inclusion in such a document are: a. goals

and purposes of the project, b. allocative criteria, c. explicit proposal requirements, d. composition of proposal review committees and responsibilities of each member, e. procedures and criteria used to review proposals and f. recommended or required maximum time limits for completing various stages of the proposal review and approval process.

2. Use of Allocation Criteria. Except for general criteria regarding AID policies and priority program areas contained in the Project Paper and the PID for PVO Co-Financing II, and aside from the functional account requirements of AID, no specific criteria are used to allocate grant funds among different geographical areas, sectors, types of projects, target groups or types of PVO's. A quick analysis of decision memoranda and existing projects suggests that in some cases implicit criteria have been used; i.e., activities should not be in Metro-Manila, target groups should be poor and activities should be consistent with the CDSS.

Some project committee members feel that explicit allocative criteria should be developed and used. It was suggested that the Co-Financing project be restricted to activities which support the major elements of the Mission's strategy. While committee members did not favor grants for subprojects in Metro-Manila, they feel that grants should not be restricted to the specific geographical regions which are the focus of the Mission's strategy. Interest also was expressed in directing more funds to strengthen indigenous PVO's and to support their projects.

The use of allocative criteria is by definition biased and may be considered unfair. If allocative criteria closely linked to the CDSS were adopted, PVO's requesting funds for activities such as education, legal services or irrigated farming would be discriminated against. Still, the Mission and the Agency as a whole have specific developmental strategies and interests; it seems reasonable that PVO Co-Financing subprojects should contribute to these as much as possible. However, an adequate degree of flexibility in establishing and interpreting whatever criteria are adopted should be maintained in order that important or special development needs can be addressed on a timely basis. Use of allocative criteria hinges on a very basic question that the Mission must answer: Is the fundamental objective of Co-Financing Project to help PVOs or to help the Mission implement its CDSS?

3. Use of Quality Criteria. At present, no explicitly stated criteria are used to review proposals. Most reviewers believe that explicitly stated criteria should be used in assessing the quality (not sector, location, or PVO origin) of proposals. The concern is not that criteria should be established with minimum quality standards; rather that criteria should specify exactly what factors should be used to judge proposals. At present, reviewers do not know how much, if any, attention should be paid to: technical feasibility, financial plan, economic viability, institutional capability, administrative feasibility, PVO track record and staff capability, project replicability and sustainability beyond the grant period and the quality of proposal presentation.

One suggestion is that PVO proposals could be reviewed (like contract or research proposals) using specifically stated and weighted criteria. With such a system, reviewers could score the proposals on each factor, scores could be weighted and added, and an objective rating of each proposal could be obtained. PVO's would understand clearly the review criteria and be able to prepare proposals accordingly. The main drawback of using prescribed weighted quality criteria is that it is too rigid and inconsistent with the policy of maintaining flexibility.

A second option is the use of explicitly stated, but unweighted criteria. This is similar to the process AID uses in assessing PID's and PP's. The criteria to be used in reviewing PID's and PP's are all spelled out in Handbook III, i.e. technical analysis, social soundness, etc. However, no weights are provided; the Agency is free to use any, all, or none of the criteria as well as any other factors in reviewing and approving PID's and PP's. This flexibility enables AID to occasionally overlook project quality and to fund projects it wants to or feels it has to. The use of unweighted criteria usually results in each reviewer using his or her own implicit weights when rating proposals, but the unweighted criteria approach used by AID to review and approve PID's and PP's has worked reasonably well.

A third option is to continue using the existing system which relies on the unstated implicit criteria of individual reviewers.

4. Preparation of Proposals. The existing system allows PVO's to consult informally with USAID about project ideas and to submit informal proposals for USAID review and comment. This system is designed to help PVO's with project design and proposal preparation. While the Mission is providing PVO's with considerable assistance, the time between initial PVO-Mission contact and formal proposal submission is still very long, lasting over a year in many cases. The Mission could provide PVOs with more assistance during the project identification and proposal preparation stage. The delay in processing proposals also relates to the lack of capability among some PVO's to design projects properly and additional assistance from USAID is needed in this regard. To the degree possible, USAID assistance to PVOs should be provided through contracts so as not to exacerbate existing workload problems. However, USAID technical staff and others should be involved to the point where they can refer PVO's to appropriate technical sources, organizations doing similar activities and other important contacts. A Project Design and Support Fund (PDSF) could be established within the PVO Co-Financing Project budget to hire or contract consultants to assist PVO's in developing their project ideas, conducting feasibility and baseline studies (when deemed necessary) and help to redraft their proposals. A decision as to the need for technical assistance and the allocation of funds for this purpose could be made during the project idea/consultation stage of the two-stage proposal process suggested below.

A number of the Mission reviewers believe that proposals should adhere to a standard format. This would facilitate considerably the review

process. With the existing system, they often must search the proposal to identify the goal, purpose, outputs, inputs, implementation approach and plan, type and distribution of benefits and plan for sustaining the activity after the grant period, as well as technical, institutional, administrative, economic and financial analyses. In many cases, proposals have lacked one or more of these elements. With a standardized format, PVO's would have a clear idea what USAID expected in a proposal and reviewers could easily identify and assess proposal elements. In addition, use of a standard format could improve the overall quality of proposals. The current system and Project Paper do not require a specified format, though certain basic information must be presented somewhere in each proposal.

5. Timing and Procedures for Review of Proposals. Each year there are two proposal deadlines and two funding periods. Thus, twice a year, the Mission review committee evaluates a batch of proposals. PVO's have criticized the amount of time the Mission process takes. Mission staff have complained about having to process and review a large number of proposals twice a year, and they prefer to spread the workload more evenly throughout the year. This might be accomplished by either having more deadlines and funding periods during the year or by having a continuous system of processing, reviewing and making funding decisions on proposals as they are submitted.

At present, funding recommendations are made by O/FFPVC (based on written reviews by Mission technical staff), cleared by the project committee and forwarded to the Mission Director. It has been suggested that the project committee should meet formally to discuss and make funding recommendations. It was also suggested that PVO's be invited to the reviews so that they can clarify issues and generally defend the proposal. Another suggestion is for a USAID technical staff person to make a field visit to the sites of proposed projects which require closer and expert scrutiny before the review committee meets to discuss the proposal. Such visits would provide the review committee with better information for making funding decisions. Currently, only O/FFPVC staff conduct such visits and usually after a funding decision has been made.

6. Two-stage Proposal Review Process. The suggestion of some Council for Voluntary Agencies in the Philippines (CIVAP) members is that a two-stage proposal process should be utilized. First, an initial brief summary of the project (similar to a PID) would be submitted. Second, if USAID indicated that the idea had potential, without implying that eventual funding is assured, then the PVO would go ahead with the full proposal. This suggestion was offered as a means to reduce PVO proposal preparation time and expense and thus reduce PVO overhead. It also would improve communication and understanding of the project between USAID and the PVO and promote collaboration. This procedure would be in line with the overall system being recommended for USAID consideration per the above paragraphs and Section II of this report.

7. Workload Implications. Several USAID staff have indicated that implementation of the Co-Financing project absorbs a considerable amount of staff time. The evaluation team found that, other than O/FFPVC, less than 5% of USAID staff are involved, and their involvement is mainly limited to less than 20 proposals per fiscal year. However, with the adoption of the recommendations presented herein, the involvement of staff should be more meaningful and effective and less frustrating and burdensome. In any case, staff workload implications should be considered carefully, along with the advantages and benefits gained from increased staff involvement in developing new procedures for USAID implementation of the project.

8. PVO Reporting. While PVO's agree that quarterly financial reporting is warranted and required by AID/W, they seriously question the need for quarterly narrative reporting. Many PVO's are experiencing difficulties in submitting narrative quarterly reports in a timely manner; many reports arrive at USAID two to three months late.

9. Field Visits. The evaluation team observed in its field visits that PVO performance, during the implementation of their subprojects, seemed to improve following USAID staff visits to project sites, especially if problems were being encountered.

## PART V. LESSONS LEARNED

The evaluation team uncovered a number of lessons concerning PVO subprojects and the administration of Mission Co-Financing for PVO activities. These lessons may prove useful for other missions who are currently involved or who plan future involvement with these types of activities. However, a word of caution is in order because these lessons were gained in the Philippine context and thus may not be fully applicable in other situations.

### A. Characteristics of PVO Activities

1. PVO subprojects can succeed in promoting development and are particularly well-suited to areas where mutual accessibility between people and government is constrained by physical distance, by lack of an effective organizational network or by lack of a functional service delivery system.
2. The designs of PVO subprojects are generally similar to those of other AID-assisted projects in that targets usually are overly optimistic, timeframes are often unrealistically short, and potential technical, administrative, and sociocultural difficulties are not fully understood before implementation is well underway.
3. Like other development projects, the successful implementation of PVO subprojects is largely dependent upon dedicated and conscientious project management as well as active participation by intended beneficiaries in all aspects of the project. Evidence from the Philippines suggests that, while PVOs may not have the technical expertise of some other development agencies, they more than make up for this slight deficiency by the dedication and conscientiousness of their staffs and their ability to promote direct beneficiary involvement in development projects.
4. Sustainability is a particularly important issue in PVO subprojects. Because PVOs do not work directly through government agencies, there is no obvious organization to continue subproject activities after the subproject period has ended. Thus some PVO activities may last only as long as there is subproject funding from some external donor. To avoid this situation, sustainability should be a critical concern in the design, review and implementation of development projects. PVO subprojects that are technically sound, financially viable, and engender active local participation are readily sustainable if proper attention is paid to this aspect of the subproject.
5. While PVO independence from government is an advantage in many ways, support and cooperation of local and national governmental agencies is very important to the success of PVO subprojects.
6. Peace Corps volunteers can make a valuable contribution to the success of PVO projects.

7. Indigenous PVOs, at least in the Philippines, are very capable of designing and implementing successful activities. AID should give greater financial and technical assistance to indigenous PVOs.

B. Mission Co-Financing of PVO Activities

1. Mission Co-Financing, as opposed to AID/W central support, has the advantage of facilitating constructive communication and cooperation between PVO and mainstream Mission activities, especially when the Mission administers the co-financing program directly.

2. Direct Mission administration of a co-financing program requires considerable staff time. Workload implications should be an important consideration in designing and administering a co-financing program. Efforts should be made to streamline such programs and reduce staff requirements. When staff constraints are critical, consideration should be given to hiring an outside agency to administer a co-financing program.

3. PVOs should be provided with concise, clear information on the co-financing program including program objectives, PVO eligibility, all proposal requirements, the proposal review process and selection criteria, as well as all AID implementation regulations and requirements.

4. While the main objective of most PVO subprojects is to have positive impact on intended beneficiaries, an important secondary objective should be to improve the institutional capacity of PVOs.

5. The evaluation of a single PVO subproject can be as complicated and time consuming as evaluating a mainstream Mission assisted project which may be ten to fifty times as big in terms of budget levels. The scope of work for the Philippine evaluation was overly optimistic when it allocated seven weeks to a four person team to evaluate the administration of the co-financing program and to conduct field evaluations of eleven subprojects.

EVALUATION DESIGN AND METHODOLOGY

I. PURPOSE AND TIMING

PVO Co-Financing I (492-0345)

The primary purpose of the evaluation is to identify lessons which can be used in developing a follow-on PVO Co-Financing II project. The lessons gained will be used by the Mission to develop the best possible design for the new project and by the Mission and AID/W Asia Project Advisory Committee (APAC) to make decisions concerning project approval. The proposed follow-on project is scheduled for initial obligation in early FY 84. To meet this deadline and enable time to complete the evaluation report and develop the Project Paper, the evaluation is scheduled to begin in September 1982.

II. QUESTIONS TO BE ADDRESSED

The evaluation will focus on three interrelated aspects of the project: the process used to implement the project, the impact of the project on the direction and capacity of PVUs, and the potential effects of the subprojects on beneficiaries.

A. Project Implementation Process

For the purposes of this evaluation, process is defined very broadly to include, inter alia, initial contact with PVOs, assistance with subproject design and proposals, and subproject monitoring and evaluation. The following questions will be addressed:

1. How does the Mission publicize the availability of grant funds? What proportion of PVOs are aware of the co-financing grant program? Should publicity be improved? What recommendations can be made for improving publicity? What is the total number and total amount of proposals received during each six-month period since project initiation? Are enough proposals being received?
2. What criteria are used to determine which proposals need further work and which are ready for review? Are these criteria adequate? How does the Mission work with PVOs to improve the quality of subproject designs? How can such assistance be improved? Aside from assisting with subproject designs, how do project activities improve the capacity of PVUs? Does the Mission assist PVOs with subproject implementation?
3. What process is used to make decisions concerning the allocation of subproject funds?

- What criteria are used to make allocation decisions?  
How can the allocation process be improved?
4. The process for reviewing and approving proposals is a major component of project implementation. Are the "best" proposals being funded?
    - a. What are each of the steps in the process from receipt of proposal to signing of grant agreement?
    - b. What specific criteria are used to review each proposal? Should the criteria be more rigid or more flexible?
    - c. What is the composition of the committee which uses the criteria to evaluate proposals? Does this committee fully understand the criteria?
    - d. Do the criteria cover technical, financial, legal, policy, as well as political aspects? How are these factors weighted?
    - e. How are the separate ratings of each evaluator combined into a final ranking of proposals?
    - f. Is the existing review process working effectively and equitably from the point of view of the PVOs? the review committee members? the USAID project implementation staff? the USAID senior staff? NEDA?
    - g. What recommendations can be made for improving the proposal review and approval process?
  5. What procedures does the Mission use to continually monitor and evaluate subprojects?  
How can these be improved?  
Are existing reporting requirements necessary and/or useful?  
How can reporting requirements and documentation be minimized?
  6. To what extent does the Mission encourage the active involvement of the GOP National Economic & Development Authority (NEDA)?  
How could NEDA play a more active role in the project?  
Should NEDA serve as a clearing house for all PVO proposals and only submit to USAID those which they approve?
  7. Is the present system of obligating by subgrant agreement effective? Would it be better to sign an annual obligation with NEDA and then subobligate by grant agreement?
  8. What ideas do PVO personnel have for improving the Mission's implementation of the project?  
What aspects do they feel are in particular need of improvement?  
What aspects are they particularly pleased with?  
What problems do they have with Mission practices?  
Do they feel that NEDA should have a more active role?

#### B. PVO Direction and Capacity

Components of the project purpose include: increased PVO collaboration with local groups in local development projects; increased PVO activities which correspond with GOP and AID policy priorities; and increased capacity of PVOs to design and implement local development projects. This latter topic involves both impact and process. Improved PVO direction and capacity is an impact of the PVO Co-Financing project and the process of improving the design and implementation of the subprojects. The following questions will be addressed:

1. The Project Paper identified the following assumptions regarding the PVO project:
  - a. Private voluntary organizations have proven their ability to recognize and respond to local area needs with appropriate and timely assistance.
  - b. Their activities are usually short term, involve intended beneficiaries in all aspects of the development process, and are designed to make a direct impact that satisfies community identified needs.
  - c. Sometimes, in addition to the direct impact, project activities test the feasibility of an innovative technology or a new development methodology which, if successful, can be applied to the benefit of a wider target group or incorporated into the project design of national programs.
  - d. PVO project staff members speak the local language, are knowledgeable about local culture, and live in the impact area.

To what extent are these assumptions valid for the assisted subprojects? What examples of the above points can be documented?

2. What evidence is there that the project has contributed to increased PVO collaboration with local groups in local development projects or additional PVO activity in subsectors of top GOP or AID priorities? How can this contribution be enhanced? Do the criteria for evaluating proposals adequately reflect GOP and AID priorities? Should all proposals meet established priorities or should flexibility be allowed?
3. What proposals have been submitted to undertake activities in collaboration with local groups, private sector promotion, technology transfer, improved rural livelihood (especially in rainfed and coastal areas), off-farm employment generation, reduced infant mortality and fertility, or improved energy efficiency? Were they given special consideration in the approval process? Were any of these funded? Why, why not?
4. What can be done to generate greater PVO interest and action in subsectors of top GOP or AID priority? Are PVO's aware or concerned about GOP or AID priority subsectors? Have PVO's been given the Mission's Country Development Strategy Statement?
5. What evidence is there that PVO capacity to design and implement projects has improved as a result of the project? What has been done under the project to improve PVO capacity? Do PVOs have adequate staff (numbers, training, background, experience) to implement AID supported projects? How can PVO capacity be increased more rapidly and efficiently? Has the quality of proposals (both funded and unfunded) improved during the course of the project? Have PVO's obtained additional funds from other donors as a result of improved capacity resulting from the PVO Co-Financing Project? Which PVO's have experienced the most and least improvement in capacity as a result of the project? What are the reasons for such differences?

### C. Potential Impact of Subprojects

Though some subprojects are quite new, the evaluation will assess the impact or potential impact of subprojects on target beneficiaries. The following questions will be addressed:

1. Do subprojects have adequate evaluation systems?  
Do subproject evaluation systems provide information on impact?  
Are baseline data adequate?  
What can be done to improve subproject evaluation systems?
2. Do the identified beneficiaries of all subprojects fall within the AID "poor majority"?  
What are the socioeconomic characteristics of subproject beneficiaries?
3. What evidence is there that subprojects have had (or potentially will have) an impact on beneficiary income, employment, institution-building or quality of life?
4. What are the specific features of subproject design, method of implementation, or subproject environment that contributed to or inhibited impact?  
Will subproject activities be sustained and/or replicated after the subproject grant expires?  
What are the suggestions for improving subprojects?  
Are subprojects aligned with the highest priorities of beneficiary groups?  
Are the beneficiary groups participating actively in subproject implementation?  
Are they donating labor and cash to the project?

### D. General Questions

1. What has been the experience of subprojects?  
What are the characteristics of successful as well as unsuccessful subprojects?  
What recommendations can be made for improving implementation of subprojects?
2. What are the lessons from the project which should be incorporated into the design and implementation of the follow-on project?
3. What general lessons uncovered by the evaluation can be used to improve other projects in the Philippines and PVO projects in other countries?
4. What recommendations can be made for improving the use of PVUs in other Mission-assisted projects?

## III. METHODOLOGY

The evaluation team will collect information by reviewing documents, conducting interviews and making field observations. The evaluation will take roughly seven weeks from assembling of evaluation team to completion of the final report.

A. Documents

The evaluation team will review the following documents:

1. Project Paper for Co-Financing I Project and PID for follow-on project.
2. Materials developed to inform PVOs of the project and assist them in developing subproject proposals.
3. Any written criteria used to evaluate proposals or allocate funds.
4. Funded and unfunded proposals (to assess Mission performance in using criteria to make funding decisions and to assess trends in quality of funded and unfunded proposals).
5. Progress and financial reports and supporting materials from PVOs concerning funded subprojects.
6. Background materials on goals, staff, budget, experience, capability, and other institutional characteristics of the PVOs who have submitted proposals.
7. Technical papers related to specific subproject activities.
8. Correspondence and other relevant documents as identified by the Mission or PVOs.

B. Interviews

The evaluation team will interview:

1. USAID/FFPVC staff and PVO Co-Financing Project Committee.
2. Relevant NEDA staff.
3. Staffs of a randomly selected sample of US and indigenous PVOs.
4. Subproject officers and staff of all subprojects funded during first two years.
5. Target beneficiaries.
6. Others as identified by USAID or PVOs.

C. Field Observations

Evaluation team members will visit sites of all subprojects funded during the first two years and interview implementation staff and target beneficiaries.

IV. REPORT FORMAT

The report will include, inter alia, the following sections:

- A. Project Identification Data Sheet
- B. Executive Summary (not to exceed two single spaced pages)
- C. Major Conclusions, Recommendations, and Lessons Learned (not to exceed eight single spaced pages).
- D. Background and Project Status
- E. Process for Implementing the Project
- F. Impact on Project on PVO Direction and Capacity
- G. Impact of Subprojects on Target Beneficiaries
- H. Annex
  1. Methodology including scope of work
  2. Lessons learned
  3. Written reactions of PVOs.

PROJECT DESIGN SUMMARY LOGICAL FRAMEWORK

Life of Project: \_\_\_\_\_  
 From FY \_\_\_\_\_ to FY \_\_\_\_\_  
 Total U.S. Funding \$ \_\_\_\_\_  
 Date Prepared: \_\_\_\_\_

Project Title & Number: PVC CO-FINANCING

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS										
<p><b>Program or Sector Goal:</b> The broader objective is which this project contributes: (A-1)</p> <p>Increase private development activities involving beneficiaries and private development organizations to complement Government funded and managed development efforts.</p>	<p><b>Measures of Goal Achievement:</b> (A-2)</p> <p>Development efforts instituted under Co-Financing are maintained by beneficiary efforts alone or at reduced levels of assistance from the outside.</p> <p>Beneficiary groups implement additional development activities on their own or with a lower level of assistance from the outside.</p> <p>Evidence that private development organizations are continuing and expanding their development efforts.</p> <p>Evidence that private development efforts are complementary to and supplement Government administered development.</p>	<p>A-3</p> <p>Follow-up evaluations of beneficiary groups and the activities they are performing.</p>	<p><b>Assumptions for achieving goal targets: (A-4)</b></p> <ol style="list-style-type: none"> <li>Private development efforts can be tailored to meet local area needs.</li> <li>Private resources from beneficiaries and cooperating organizations can be mobilized to carry out development efforts that will supplement Government development.</li> <li>Potential beneficiaries will be able to master the skills necessary to plan, implement and mobilize resources for continued development efforts.</li> <li>Government attitude remains favorable to private development efforts.</li> </ol>										
<p><b>Project Purpose:</b> (B-1)</p> <p>Engage the expertise of U.S. and Filipino private voluntary organizations in the design and implementation of development activities to meet the identified needs of low-income groups.</p>	<p><b>Conditions that will indicate purpose has been achieved: End-of-Project status: (B-2)</b></p> <ol style="list-style-type: none"> <li>Increased number of U.S. and Filipino PVCs collaborating with local counterparts in local development projects.</li> <li>Increased capacity of PVCs to design and implement local development projects.</li> <li>PVCs working in increasing number of GOP and AID policy areas.</li> <li>Increased direct development impact on targeted beneficiaries from PVC/US/AID development assistance programs in the Philippines.</li> <li>Increased number of locations nationwide used as sites for PVC Co-Financed sub-projects.</li> </ol>	<p>B-3</p> <ol style="list-style-type: none"> <li>USAID reviews of project progress</li> <li>Annual data collected from PVCs on their economic and social development projects financed from their own funds and/or with other non-AID donors, and with the USAID co-financing program.</li> <li>Assessment of the quality and content of PVC project proposals submitted for co-financing, and PVC semi-annual management and financial reports on sub-project progress.</li> <li>Survey of PVC annual reports for development projects program and budget allocations.</li> <li>Baseline data surveys before sub-project implementation, plus monitoring of changes in the base over project life.</li> </ol>	<p><b>Assumptions for achieving purpose: (B-4)</b></p> <ol style="list-style-type: none"> <li>That USAID co-financing funds will be added to, not substituted for, the PVCs own development program budgets.</li> <li>That voluntarism remains both a U.S. and Filipino tradition and revolves to responding manpower and financial support from the private sector.</li> <li>That additional private resources are mobilized for development activities.</li> </ol>										
<p><b>Project Outputs:</b> (C-1)</p> <ol style="list-style-type: none"> <li>U.S. Registered PVCs participating in Co-Financing project.</li> <li>Filipino PVCs certified as eligible to receive U.S. government assistance.</li> <li>Filipino PVCs receiving co-financing grants.</li> <li>Co-Financing funded projects underway.</li> <li>Number of training interventions.</li> </ol>	<p><b>Magnitude of Outputs: (C-2)</b></p> <table border="0"> <tr> <td>U.S. PVCs participating:</td> <td>10-20</td> </tr> <tr> <td>Filipino PVCs registered:</td> <td>3-10</td> </tr> <tr> <td>Filipino PVCs participating:</td> <td>4-6</td> </tr> <tr> <td>Co-Financing funded projects:</td> <td>20-30</td> </tr> <tr> <td>Training interventions:</td> <td>8-7</td> </tr> </table>	U.S. PVCs participating:	10-20	Filipino PVCs registered:	3-10	Filipino PVCs participating:	4-6	Co-Financing funded projects:	20-30	Training interventions:	8-7	<p>C-3</p> <ol style="list-style-type: none"> <li>Project proposals submitted to AID by U.S. PVCs.</li> <li>Grants to U.S. PVCs.</li> <li>Requests for certification of eligibility received from Filipino PVCs - certified as made by USAID.</li> <li>Project proposals received from Filipino PVCs.</li> <li>Grants made to Filipino PVCs.</li> <li>Total number of grants made/projects implemented.</li> <li>Reports of training interventions.</li> </ol>	<p><b>Assumptions for achieving outputs: (C-4)</b></p> <ol style="list-style-type: none"> <li>Philippine government will continue to allow U.S. and international PVCs to operate in country.</li> <li>A number of Filipino PVCs have or will be able to develop organizational capacity necessary for certification of eligibility.</li> <li>That training needs of PVCs will be identified and PVCs will fund Co-Financing grants a reasonable additional resource whereby they can expand their development activities.</li> </ol>
U.S. PVCs participating:	10-20												
Filipino PVCs registered:	3-10												
Filipino PVCs participating:	4-6												
Co-Financing funded projects:	20-30												
Training interventions:	8-7												
<p><b>Project Inputs:</b> (D-1)</p> <p>USAID</p> <ol style="list-style-type: none"> <li>Grants Funds</li> <li>Excess property</li> <li>Consulting services (C.A.)</li> <li>Training</li> </ol> <p>PVCs</p> <ol style="list-style-type: none"> <li>Planning, design and implementation management including evaluation</li> </ol> <p>Funds</p> <p>CoP (Various Agencies)</p> <ol style="list-style-type: none"> <li>Design, implementation, evaluation</li> <li>Resources (in kind or funds)</li> </ol> <p>Cooperating local private organizations</p> <ol style="list-style-type: none"> <li>Design, implementation evaluation</li> <li>Funds and/or in kind resources</li> </ol> <p>Beneficiaries:</p> <ol style="list-style-type: none"> <li>Design, implementation, evaluation</li> <li>Funds and/or in kind resources</li> </ol> <p>Other Donors</p> <ol style="list-style-type: none"> <li>Funds and/or in kind resources</li> </ol>	<p><b>Implementation Target (Type and Quantity): (D-2)</b></p> <p>USAID</p> <ol style="list-style-type: none"> <li>as needed and available</li> <li>as needed</li> <li>as needed</li> </ol> <p>PVCs</p> <ol style="list-style-type: none"> <li>CoP</li> <li>Cooperating local private organizations</li> <li>Beneficiaries</li> <li>Other Donors</li> </ol> <p>The resource contributions from these sources are expected to equal or exceed the grant contribution of USAID. The nature and quantity of resource contributions will be determined by the requirements of the project to be implemented and the nature of the resources at the disposal of the participating organizations. The involvement of 3 through 5 will depend on the nature of the project interventions.</p>	<p>D-3</p> <p>USAID</p> <ol style="list-style-type: none"> <li>Signed grants</li> <li>Commodities/equipment delivered</li> <li>Consultant contracts completed</li> <li>Training sessions held.</li> </ol> <p>PVCs</p> <p>CoP</p> <p>Cooperating local private organizations</p> <p>Beneficiaries</p> <p>Other Donors</p> <p>Project proposals, grant agreements, progress reports, financial expenditure reports.</p>	<p><b>Assumptions for providing inputs: (D-4)</b></p> <p>USAID</p> <ol style="list-style-type: none"> <li>Allowance sufficient to fund project activities are available to the Mission.</li> <li>Excess property is available.</li> <li>USAID through staff and/or contractor can supply TA consultative assistance not available through PVC channels.</li> <li>That training requirements can be met by USAID staff and contractors.</li> </ol> <p>Other resources</p> <p>That beneficiaries and other private sources have resources that can be mobilized for development activities. That grantee PVCs will be able to mobilize non-U.S. Government resources in cash or in kind to meet approximately 50% of total project costs.</p> <p>That all participants in a development project will have the resource and technical/managerial capacity to perform their part of the project as described in the grant agreement.</p>										

APPENDIX C

TABLE 1  
PVO CO-FINANCING PROJECT  
OVERVIEW OF PROPOSALS SUBMITTED AND PROPOSALS FUNDED

	<u>DECISION PERIOD</u>					<u>Total</u>
	<u>Spring 1980</u>	<u>Fall 1980</u>	<u>Spring 1981</u>	<u>Fall 1981</u>	<u>Spring 1981</u>	
<b>PROPOSALS SUBMITTED</b>						
US PVO's						
No.	7	9	5	4	8	33
Amount*	\$1,414	\$3,775	\$1,111	\$ 818	\$2,862	\$ 9,980
RP PVO's						
No.	1	8	6	3	6	24
Amount	\$ 484	\$3,707	\$2,748	\$ 399	\$ 851	\$ 8,189
US & RP PVO's						
No.	7	17	11	7	14	57
Amount	\$1,832	\$7,482	\$3,859	\$1,217	\$3,713	\$18,167
<b>PROPOSALS FUNDED</b>						
US PVO's						
No.	5	0	2	0	7	14
Amount	\$1,246	0	\$ 315	0	\$1,443	\$3,004
RP PVO's						
No.	1	2	1	3	0	7
Amount	\$ 484	\$ 268	\$ 493	\$ 395	0	\$1,640
US & RP PVO's						
No.	6	2	3	3	7	21
Amount	\$1,730	\$ 268	\$ 808	\$ 395	\$1,443	\$4,644

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\*In thousands of dollars

APPENDIX D

Outlined below are brief sketches of the PVO sub-projects that have been funded as of September 1, 1982 under the PVO Co-Financing I Project. (The eleven subprojects evaluated in this report are indicated by asterisks):

A.\*1. PVO: Santa Cruz Mission (SCM)

2. Project: Community Education Project

3. Project Director: Fr. Rex Mansmann

4. Funding: AID -	\$ 484,395
Counterpart -	574,495
Total -	<u>\$1,058,890</u>

5. Location: Lake Sebu, Surallah, South Cotabato

6. Project Description: A multi-faceted effort to improve the general well-being of the T'bolis, a cultural minority group. Under the project initiatives, have been taken to enhance the quality of life of the T'bolis in the areas of health, education, economic development and agriculture. The project contains elements of both formal and non-formal education with emphasis on adult education. Native T'bolis will be recruited to train and work as community development and extension workers among the tribals. Crop diversification as well as high yielding varieties will also be introduced. Another important project component is the strengthening of a Cultural Center, through which to continue the development of T'boli arts and crafts.

7. Date Started: 28 Aug. 80      PACD: 27 Aug. 83

B.\*1. PVO: Helen Keller International (HKI)

2. Project: Rehabilitation of the Rural Blind

3. Project Director: Ms. Marita Capadocia

4. Funding: AID -	\$184,205
Counterpart -	19,550
Others -	101,350
Total -	<u>\$305,105</u>

5. Location: Tarlac, Laguna, Misamis Oriental, Iloilo, Capiz, Cagayan Valley, Albay, and Camarines Sur

6. Project Description: Training for poor rural blind persons to give them greater physical mobility as well as vocational and trade skills. The project is designed to increase the productivity and income of these blind people.

7. Date Started: 22 Aug. 80      PACD: 21 Aug. 83

- C.\*1. PVO: International Human Assistance Program (IHAP)  
2. Project: Crop Diversification  
3. A) IHAP Director: Gerald K. Davey  
B) Project Director: Nelson Delorios  
4. Funding: AID - \$267,386  
Counterpart - 89,655  
Total - \$357,041  
5. Location: Sorsogon Province, Bicol  
6. Project Description: To expand the development of the coffee, cacao and pepper industry in Sorsogon Province. Also, to maximize the use of idle and under utilized lands, including those that are under coconut cultivation. There is also a project component designed to help farmers with marketing techniques for their produce.

7. Date started: 08 Jul. 80 PACD: 07 Jul. 83

- D.\*1. PVO: Institute of Cultural Affairs (ICA)  
2. Project: Community Development  
3. Project Director: Mr. Steve Lennhouts  
4. Funding: AID- \$125,000  
Counterpart- 125,000  
Total - \$250,000

5. Location: Mactan, Cebu and Langub, Davao  
6. Project Description: To conduct community development activities in 24 villages on Mactan Island, Cebu and 6 villages in Davao City. The integrated approach involves activities in health, education and employment.

7. Date Started: 26 Jun 80 PACD: 25 Jun 82

- E.\*1. PVO: The Asia Foundation (TAF)  
2. Sub-Grantee: Resource Center, San Carlos University, Cebu City  
3. Project: Cebu-Mactan Level One Water Resource  
4. Project Director: Fr. Van Engelen  
5. Funding: AID - \$439,692  
Counterpart - 160,168  
Total - \$599,860

6. Location: Mactan Island, Municipalities of Dumonyug and San Remigio, Cebu  
7. Project Description: To improve existing water resources and to develop a method of providing potable water to certain economically depressed areas of Cebu and Mactan Island.

8. Date started: 08 Sept. 80 PACD: 7 Sept. 83

- F.\*1. PVO: The Asia Foundation (TAF)
2. Sub-Grantee: Notre Dame Educational Association (NDEA)
  3. Project: Kidapawan Agricultural Redirection
  4. Project Director: Bro. Angel Bertomo
  5. Funding: AID - \$227,865  
Counterpart - 130,763  
Total - \$358,628
  6. Location: Kidapawan, South Cotabato
  7. Project Description: To augment and to improve the agricultural education programs of the Notre Dame Educational Association. To revise and implement a practical curriculum that better addresses the agriculture needs of the local community.
  8. Date Started: 05 Sept. 80 PACD: March 85

- G.\*1. PVO: Kalahan Education Foundation, Inc.
2. Project: Integrated Reforestation Project
  3. Project Director: Dr. Delbert Rice
  4. Funding: AID - \$223,675  
Counterpart - 120,586  
Total - \$344,261
  5. Location: Imugan, Santa Fe, Nueve Vizcaya
  6. Project Description: To continue and to expand various development activities related to the reforestation of approximately 14,000 hectares leased to the Kalahan Educational Foundation. These activities include: terracing, construction of firebreaks, upland crop production and orchard plantation. The project seeks to develop and to protect the natural resources of the area and to increase the income of approximately 2,000 people of the Ikalahan cultural minority group.
  7. Date Started: 10 Jun 81 PACD: 11 Jun 84

- H. 1. PVO: International Human Assistance Program (IHAP)
2. Project: Coconut Shell Charcoal Manufacture
  3. Project Director: Mr. Gerardo K. Davey
  4. Funding: AID - \$212,566  
Counterpart 73,602  
Total - \$286,168



- K. 1. PVO: The Asia Foundation (TAF)  
2. Project: Law and Social Justice Project  
3. Project Director: Ms. Edith S. Coliver  
4. Funding: AID - \$102,540  
Counterpart - 43,900  
Total - \$146,440
- . Location: University of the Philippines (U.P.) College of Law and Law Center
6. Project Description: Furnishing of a Clinical Legal Education Center at the U.P. College of Law to involve Metro-Manila students in community service through practical law training; enabling the U.P. Law Center to conduct a Clinical Legal Education Seminars and to hold "legal literacy" seminars in eight provinces; establishing a U.P.-centered ASEAN regional network of human rights documentation; and conducting research on the efficacy of the Barangay Justice system.
7. Date Started: 01 Sept 81 PACD: 31 Aug. 83

- L.\*1. PVO: Igorot Mutual Association (IMA)  
2. Project: Crop and Livestock Improvement and Marketing Program  
3. Project Director: Fr. Jose Bangao  
4. Funding: AID - \$134,274  
Counterpart - 134,685  
Total - \$268,959
5. Location: Conner and Pindapok, Kalinga, Apayao  
6. Project Description: The project aims to improve the living standards of cultural minorities in Northern Luzon through crop diversification and animal breeding and dispersal. The project involves the planting of coffee, cacao, bananas, vegetables, and cotton. The project also envisions the breeding and dispersal of cattle and swine.

In addition to the animal and crop production the grant will provide funds for establishing an effective marketing system for the various cooperatives associated with IMA.

7. Date Started: 28 April 82 PACD: 27 April 85

- M.\*1. PVO: Xavier Science Foundation (XSF)  
2. Project: Manticas Industrial Tree Plantation & Settlement Project.  
3. Project Director: Fr. William Masterson  
4. Funding: AID \$91,288  
Counterpart 30,622  
Total - \$121,910

5. Location: Manticao, Misamis Oriental
6. Brief Summary: The project aims to develop a deforested, denuded area leased from the Bureau of Forest Development (BFD) into a productive and fully integrated community. Approximately 180 families living in the area have been organized and incorporated to operate and to manage the project. Technical assistance for project implementation will be extended by Xavier College of Agriculture. Initial operations will cover 310 hectares to be cultivated with ipil-ipil, coffee, calamansi, pumelo and mango. The project will assist XSF in setting up an effective marketing system for the crops to be produced. Financial assistance will be in the form of a grant over a period of three years, after which the project should be self-supporting.

7. Date started: 10 May 82      PACD: 09 May 85

N. 1. PVO: Philippine Business for Social Progress (PBSP)

2. Project: Building Competence in Social Development Management through Resource Centers.

3. Location: Trainings will take place in centers located in Manila, Iloilo and Cebu for development groups located throughout the Philippines.

4. Project: Director: Mr. Bienvenido Tan

5. Funding: AID -                      \$170,480  
Counterpart -                      82,600  
Total -                              \$253,080

6. Project Description: The project aims to increase the capabilities of at least 169 institutions and/or organizations engaged in development work by providing training and technical assistance in the planning, implementation and evaluation of development projects. This will be accomplished through three regional centers. The beneficiary organizations are those which have been assessed by PBSP as having the basic skills to manage a project effectively. It is presumed that the improved management skills from PBSP will result in more efficient operations and substantial savings of resources for participating organizations. The methodology and techniques employed are those developed by PBSP after many years of experience in conducting similar training and in providing technical assistance. Through the regional centers, the project will enable PBSP to continue to provide needed development assistance to target organizations.

7. Date started: 21 Jun 82      PACD: 20 Jun 85

0. 1. PVO: Catholic Relief Services (CRS)
  2. Project: Integrated Farm Management Program
  3. Project Director: Mr. Rodrigo Custodio
  4. Funding: AID - \$130,616  
Counterpart - 95,069  
Total - \$225,685
  5. Location: Municipalities of LLanera, Talavera in the Province of Nueva Ecija
  6. Project Description: The project will provide direct technical and organizational training to 1600 farmers. The training will be designed to increase significantly the rice production of the farmers and therefore increase their incomes. The training will take place in the villages of the farmers so that they can "learn by doing". The project will use the compact farm method in which a group of farmers will contract the services of a professional agricultural management group. The management group will provide the needed training and supervise the application of the advanced farming technologies.
  7. Date Started: 1 Sept. 82 PACD: 31 Aug. 85
- 
- P. 1. PVO: Catholic Relief Services (CRS)
  2. Project: Targetted Maternal and Child Health Community Resources Development Program
  3. Project Director: Mr. Francis X. Carlin
  4. Funding: AID - \$241,331  
Counterpart - 76,309  
Total - \$317,640
  5. Location: The Dioceses of Capiz, Naga, Davao and Bangued, Abra.
  6. Project Description: The aim of the project is to assist CRS in initiating specific food production and/or income generation activities in order to increase the income of families currently being assisted by P.L. 480 Title II food commodities. By doing this, the project seeks to ease the effect of the anticipated P.L. 480 phase out on recipients and to provide for a smoother transition. In addition, this grant will contribute training funds to reorganize, reorientate and strengthen the staff of the targetted Social Action Centers (SACs) and IMCH centers. The training will help staff members to design, implement and manage specific development projects.

Initially, the project will be implemented in four target dioceses, it may be extended to other dioceses if it proves to be successful and replicable.

7. Date Started: 27 Aug. 82      PACD: 27 Aug. 85

- Q. 1. PVO: Save the Children Federation Inc. (SCF)  
2. Project: Community Based Integrated Rural Development Project (CBIRD)  
3. Project Director: Mr. Michael Novell  
4. Funding: AID - \$340,497  
            Counterpart - 122,185  
            Total - \$462,682
5. Location: Municipality of Nueva Valencia, Guimaras a sub-province of Iloilo province  
6. Project Description: the project will effectively enable Save The Children to mobilize the residents of four targetted barangays to identify, design, implement and evaluate their own development projects. The project will provide community awareness, community development, and project management training for barangay residents. The residents themselves will select and implement specific development projects designed to enhance their income or increase their food production capability.

7. Date Started: 1 Aug. 1982      PACD: 31 July 85

- R. 1. PVO: Seventh Day Adventist World Services (SAWS)  
2. Project: Small Scale Fishermen-Supported Tuna Export Industry  
3. Project Director: Dra. Engie Domondon  
4. Funding: AID - \$410,836  
            Counterpart - 429,253  
            Total. - \$840,089
5. Location: Talucsangay, Mercedes, Mulu-Muluan and Sangali - four depressed barangays of Zamboanga City, Zamboanga del Sur  
6. Project Description: The project will design and organize a small scale tuna export industry for the benefit of poor fishermen living in four depressed barangays. Under the project, direct links will be established between the fishermen and several international marketing companies. The project will increase the income of the fishermen by developing direct market outlets for their fish, thereby reducing their dependence on middlemen. In addition to

returning part of the proceeds from the fishing industry back to the fishermen, some monies will also be used to fund various health, nutrition, education and other social services for the targetted beneficiaries and their families.

7. Date Started: 1 Sept. 82      PACD: 31 Aug. 85

- S. 1. PVO: The Asia Foundation (TAF)
- 2. Project: Palawan Agro Forestry and Upland Development Program
- 3. Project Director: Dr. Carlos Fernandez
- 4. Funding: AID - \$230,699  
Counterpart - 102,319  
Total - \$333,018

5. Location: Quezon - Aboabo Municipality, Palawan province

6. Project Description: The project is designed to improve the socio-economic conditions of upland communities through various agro-forestry activities coupled with necessary services in health, nutrition, education and legal assistance. The project will help to train the participants to undertake development projects and to deal effectively with their pressing social and land tenure problems.

7. Date Started: 30 Aug. 82      PACD: 31 Aug. 85

- T. 1. PVO: The Asia Foundation (TAF)
- 2. Project: Fuelwood Assessment and Rural Energy Development
- 3. Project Director: Ms. Edith Coliver
- 4. Funding: AID - \$24,941  
Counterpart - 19,030  
Total - \$43,971

5. Location: Ilocos Norte

6. Project Description: To assess the fuelwood supply and demand balance in the province of Ilocos Norte. First place involves an inventory of woodfuel resources and a survey of their uses. The data will be computerized and serve a basis for the formulation of policy program for woodfuel resource management.

- U. 1. PVO: TAF
- 2. Project: Philippine National Energy Conservation
- 3. Project Director: Mr. Bruce White
- 4. Funding: AID - \$64,190  
Counterpart - 23,090  
Total - \$87,090
- 5. Location: Manila
- 6. Project Description: The project is designed to spearhead the development of a coordinated conservation program in the Philippines, identify major conservation issues and concerns and to develop a strategy addressing concerns and issues on conservation.

ACRONYMS

PVOs:

TAF	- The Asia Foundation
CRS	- Catholic Relief Services
ICA	- Institute of Cultural Affairs
ICAP	- Igorot Community Assistance Program (formerly IMA)
IHAP	- International Human Assistance Program
KEF	- Kalahan Education Foundation
NRECA	- National Rural Electric Cooperative Association
PBSP	- Philippine Business for Social Progress
PROCOM	- Project Compassion, Inc.
SAWS	- Seventh Day Adventists World Service
SCF	- Save the Children Federation
SCM	- Santa Cruz Mission
XSF	- Xavier Science Foundation
YMCA	- Young Men's Christian Association

OTHERS:

CDSS	- Country Development Strategy Statement
CIVAP	- Committee for International Voluntary Agencies in the Philippines
CO-FI	- Co-Financing
FSN	- Foreign Service National
GOP	- Government of the Philippines
LOP	- Life of Project
NEDA	- National Economic and Development Authority
O/FFPVC	- Office of Food for Peace and Voluntary Cooperation
OPG	- Operational Program Grant
PCV	- Peace Corp Volunteer
PDSF	- Project Development Support Fund
PID	- Project Identification Document
PP	- Project Paper
PSC	- Personal Services Contract
PVO	- Private Voluntary Organization
USG	- United States Government

Private and Voluntary Organizations Co-Financing Project  
USAID/Philippines  
TIME REQUIRED TO PROCESS APPROVED PROJECTS

PVO	Project Title & Fiscal Year	(A) Initial Contact	(B) Proposal Received	(C) Issues Memo Prepared	(D) Action Memo to Director	(E) PIO/T Signed	(F) Agreement Signed	(G) Advance Rec'd by PVO	(H) Total \$ from B
1. Santa Cruz Mission (P)	Community Education FY 80	11/76	8/77	8/25/77	6/24/80	8/21/80	8/28/80	10/80	36
2. Helen Keller International (US)	Rehabilitation of the Rural Blind FY 80	early 77	1/2/79	2/12/79	6/24/80	7/8/80	7/17/80	FRLC	18
3. Int'l Human Assistance Program (US)	Crop Diversification FY 80	Phase I with an OPG	9/7/79	2/26/80	6/24/80	6/9/80	7/8/80	Mid July 1980	10
4. Institute of Cultural Affairs (US)	Community Development FY 80	AID had earlier granted support	11/79	3/31/80	6/24/80	6/2/80	6/26/80	7/80	6
5. The Asia Foundation (US)	Cebu-Mactan Level One Water Resources FY 80	Late 1978	1/4/79	1/9/79	6/24/80	8/27/80	9/8/80	9/80	20
6. The Asia Foundation (US)	Kidapawan Agricultural Redirection FY 80	early 1979	12/10/79	2/27/80	6/24/80	8/22/80	9/8/80	9/80	10
7. Kalahan Educ Foundation (P)	Integrated Reforestation FY 81	mid 1976	3/3/80	5/22/80	10/15/80	5/27/81	6/4/81	6/23/81	15
8. Int'l Human Assistance Program (US)	Coconut Shell Charcoal Manufacture FY 81	7/30/80	7/30/80	4/9/81	3/17/81	8/26/81	8/28/81	11/16/81	11
9. Project Compassion (P)	Integrated Marine Agro Forestry for Coastal Areas FY 81	5/80	1/81	4/9/81	3/17/81	8/12/81	8/19/81	Mid Sept. 1981	8
10. Xavier Science Foundation (P)	Goat Dispersal FY 81	early 1980	8/1/80	8/14/80	10/15/80	8/13/81	8/28/81	12/1/81	13

(P) = Philippines

(US) = U.S PVO's

PVO	Project Title & Fiscal Year	(A) Initial Contact	(B) Proposal Received	(C) Issues Memo Prepared	(D) Action Memo to Director	(E) PID/T Signed	(F) Agreement Signed	(G) Advance Rec'd by PVO	(H) Total Months from B to F
11. The Asia Foundation(US)	Law and Social Justice FY 81	5/80	7/28/80	2/11/81	3/15/81	9/30/81	9/31/82	FRLC	14
12. Igorot Mutual Association(P)	Crop and Livestock Improvement & Mktg FY82	-	4/21/81	8/24/81	10/2/81	4/28/82	15/10/82	6/25/82	13
13. Xavier Science Foundation (P)	Manticao Tree Plantation and Settlement FY 82	early 1980	6/81	8/24/81	10/2/81	4/28/81	5/10/82	6/82	11
14. Phil. Business for Social Progress (P)	Social Development Management Trg FY 82	7/81	8/3/81	8/24/81	10/2/81	4/1/82	6/21/82	9/82	11
15. Catholic (US) Relief Services	Integrated Farm Management FY 82	10/81	2/12/82	2/24/82	4/26/82	8/20/82	8/24/82	0	6 1/2
16. Catholic Relief Services (US)	Maternal & Child Health Community Resources Dev FY 82	2/82	2/4/82	3/2/82	4/26/82	8/6/82	8/27/82	0	6
17. Save the Children Federation(US)	Community Based Integrated Rural Development FY 82	10/81	1/29/82	2/25/82	4/26/82	7/20/82	9/5/82	FRLC	7
18. Seventh Day Adventist (US) World Services	Small Scale Fishermen Tuna Export FY 82	10/6/81	1/7/82	4/28/82	4/26/82	8/20/82	8/30/82	0	7
19. The Asia Foundation (US)	Palawan Agro-Forestry & Upland Dev Areas FY 82	1/82	1/21/82	3/10/82	4/26/82	6/2/82	8/31/82	0	7
20. The Asia Foundation(US)	National Conservation FY 82	5/81	7/31/81	9/20/81	5/82	6/2/82	7/14/82	FRLC	11 1/2
21. The Asia Foundation(US)	Wood Fuel Development FY 82	6/81	7/31/81	8/24/81	5/82	4/27/82	5/11/82	FRLC	9

Total Months (B - F): 252  
Average Months per Project: 12

Private and Voluntary Organizations Co-Financing Project  
 USAID/Philippines  
FUNDING BY SECTORS AND DISBURSEMENTS

APPENDIX F

PVO	Project Title & Fiscal Year	Grant Agree- ment Date	Termination Date	Funding Breakdown By Sectors (US\$'s)					Total Funds Provided	Total Disburse as of 9/30/82
				Food and Nutrition	Educ & Human Resource Dev.	Population & Health	Special Dev Activities	Other		
1. Santa Cruz Foundation (P)	Community Education FY 80	8/28/80	8/27/83	484,385*					484,385	207,614
2. Santa Feiler International (US)	Rehabilitation of the Rural Blind FY 80	7/17/80	7/31/83			184,205			184,205	68,063
3. Inter Human Assistance Program (US)	Crop Diversi- fication FY 80	7/8/80	7/7/83	267,386					267,386	121,399.21
4. Institute of Political Affairs	Community Development FY 80	6/26/80	6/25/82 (completed)	125,000					125,000	124,680.04
5. The Asia Foundation (US)	Cebu-Mactan Level FY 80 One Water Resources	9/8/80	8/30/83			439,692**			439,692	122,792
6. The Asia Foundation (US)	Kidapawan Agricul- tural Redirection FY 80	9/8/80	8/30/83	227,865					227,865	77,810
7. Kalawan Educ Foundation (P)	Integrated Reforestation FY 81	6/4/81	6/11/82	223,675					223,675	59,366.74
8. Inter Human Assistance Program (US)	Coconut Shell Charcoal Manufacture FY 81	8/28/81	9/1/84	212,566					212,566	8,905.77
9. Project Commission (P)	Integrated Marine Agro-Forestry for Coastal Areas FY 81	8/19/81	8/18/84	91,233	125,775	276,000			493,008	91,233
10 Xavier Science Foundation (P)	Goat Dispersal FY 81	8/28/81	9/1/84	44,745					44,745	9,581.51

\*Includes \$276,781 provided in FY 81

(P) = Philippine PVO  
(US) = U.S. PVO

\*\*Includes \$24,000 provided in FY 81

PVO	Project Title & Fiscal Year	Grant Agree- ment Date	Termination Date	Funding Breakdown By Sectors (US\$'s)					Total Funds Provided	Total Disbursed as of 9/30/82
				Food and Nutrition	Educ & Human Resource Dev	Population & Health	Special Dev Activities	Other		
11. The Asia Foundation (US)	Law and Social Justice FY 81	8/31/81	8/31/83		102,540				102,540	44,518
12. Forot Mutual Cooperation (P)	Crop and Livestock Improvement & Mktg FY 82	5/10/82	5/9/85	134,274					134,274	13,968.85
13. Green Science Foundation (P)	Manticao Tree Plantation and Settlement FY 82	5/10/82	5/9/85		91,288				91,288	12,010
14. Asian Business and Social Progress (P)	Social Development Management FY 82	6/21/82	6/20/85				170,480		170,480	10,601
Catholic (US) Relief Services	Integrated Farm Management FY 82	8/20/82	8/19/85		130,616				130,616	-
15. Catholic (US) Relief Services	Maternal & Child Health Community Resources Development FY 82	8/27/82	8/26/84			200,091	41,240		241,331	12,705
17. Save the Children Federation (US)	Community Based Integrated Rural Development FY 82	8/27/82	8/15/85	183,739	66,415	90,353			340,507	-
18. Seventh Day Adventist (US) World Service	Small Scale Fishermen Tuna Export FY 82	8/24/82	8/23/85		102,979	9,556	298,301		410,836	-
17. The Asia Foundation (US)	Palawan Agro-Forestry and Upland Develop- ment Areas FY 82	8/24/82	8/23/85	230,699					230,699	-

(P) = Philippine PVO

(US) = U.S. PVO

PVC	Project Title & Fiscal Year	Grant Agree- ment Date	Termination Date	Funding Breakdown By Sectors (US\$'s)					Total Funds Provided	Total Disbursed as of 9/30/82
				Food and Nutrition	Educ & Human Resource Dev.	Population & Health	Special Dev Activities	Other		
20	The Asia Foundation(US) National Conservation FY 82	7/8/82	4/7/83				64,190		64,190	-
21	The Asia Foundation(US) Wood Fuel Development FY 82	4/5/82	10/5/82				24,941		24,941	-
22	Regional Services Cont. Technical Assistance FY 81 & 82 - O/FFPVC - O/FFPVC	9/14/82	9/13/82					77,509	77,509	23,951.50
23	FY 81 Orientation/Training	N/A	N/A					8,000	8,000	7,005.55
24	PPV (P) PVO Survey - FY 81	10/1/81	8/31/81					26,765	26,765	1,009,500
	TOTALS			2,225,567	619,613	1,199,897	599,152	112,274	4,756,503	1984,888.97
	PERCENTAGES			42%	18	25	13	2	100%	21%

(P) = Philippine PVO

(US) = U.S. PVO

Private and Voluntary Organizations Co-Financing Project  
USAID/Philippines  
Total Project costs and Sources of Funds  
(U.S. Dollars)

PVO	Project Title & Fiscal Year	TOTAL	USAID	GOP	US PVO	Local Participants	Local PVO	Other Donors
Santa Cruz Mission (P)	Community Education FY 80	1,058,890	484,395				574,495	
Wesley Keller International(US)	Rehabilitation of the Rural Blind FY 80	305,105	184,205	101,350	19,550			
Int'l Human Assistance Program (US)	Crop Diversification FY 80	357,041	267,386	57,907		31,748		
Institute of Cultural Affairs	Community Development FY 80	255,000	125,000		130,000			
The Asia Foundation (US)	Cebu-Mactan Level One Water Resources FY 80	599,860	439,692			32,312		127,856
The Asia Foundation (US)	Kidapawan Agricultural Redirection FY 80	358,628	227,865	8,156				122,607
Kalahan Educ Foundation (P)	Integrated Reforestation FY 81	344,262	223,675				120,587	
Int'l Human Assistance Program (US)	Coconut Shell Charcoal Manufacture FY 81	286,166	212,566	73,602				
Project Compassion (P)	Integrated Marine Agro Forestry for Coastal Areas FY 81	660,336	493,008				167,328	
10. Xavier Science Foundation(P)	Goat Dispersal FY 81	59,730	44,745				14,985	

(P) = Philippine PVO  
(US) = U.S. PVO

PVO	Project Title & Fiscal Year	TOTAL	USAID	GOP	US PVO	Local Participants	Local PVO	Other Donors
11. The Asia Foundation(US)	Law and Social Justice FY 81	146,440	102,540					43,900
12. Igorot Mutual Association(P)	Crop and Livestock Improvement & Mtc FY82	268,959	134,274		48,524		51,921	34,240
13. Xavier Science Foundation (P)	Manticao Tree Plantation and Settlement FY 82	121,910	91,288				30,622	
14. Phil. Business for Social Progress (P)	Social Development Management FY 82	229,766	170,480				59,286	
15. Catholic (US) Relief Services	Integrated Farm Management FY 02	225,685	130,616				95,069	
16. Catholic Relief Services (US)	Maternal & Child Health Community Resources Dev FY 82	321,764	241,331		37,814	42,619		
17. Save the Children Federation(US)	Community Based Integrated Rural Development FY 82	462,682	340,497		122,185	-		
18. Seventh Day Adventist (US) World Services	Small Scale Fishermen Tuna Export FY 82	837,089	410,836			315,135		111,118
19. The Asia Foundation (US)	Palawan Agro- Forestry & Upland Dev Areas FY 82	333,018	230,699			102,319		

PVO	Project Title & Fiscal Year	TOTAL	USAID	GOP	US PVO	Local Participants	Local PVO	Other Donors
20. The Asia Foundation(US)	National Conservation      FY 82	43,971	24,941	19,030				
21. The Asia Foundation(US)	Wood Fuel Develop- ment                      FY 82	87,280	64,190					23,090
	TOTALS	7,363,584	4,644,229	260,045	358,073	524,133	1,114,293	462,811
	PERCENTAGES	100%	63	4	5	7	15	6

APPENDIX H

Private and Voluntary Organizations Co-Financing Project  
 USAID/Philippines  
 Budget Breakdown by Cost Component/Use of Funds

			(A)	(B)	(C)	(D)	(E)	(F)
FY	Project Title & Fiscal Year	Total Project Cost	Services, Wages, Salaries, Honoraria	Equip/Supplies Transport of Goods, Maintenance	Construction Bldg. Materials Land	Travel, Per Diem Transport of persons, Administration	Training Workshops Seminar	Other Costs Overhead
1	De La Cruz Mission (P) Community Education FY 80	1,058,890	155,686	142,302	655,500	91,293		14,109
2	Walter Keller International(US) Rehabilitation of the Rural Blind FY 80	305,105	208,060	19,550		24,400	16,900	36,195
3	Int'l Human Assistance Program (US) Crop Diversification FY 80	357,041	120,648	120,192	16,027	56,025	3,288	40,861
4	Institute of Cultural Affairs Community Development FY 80	255,000	54,000	84,000		30,000	50,000	37,000
5	The Asia Foundation (US) Cebu-Mactan Level One Water Resources FY 80	599,860	127,856		254,762	8,550	3,600	205,092
6	The Asia Foundation (US) Kidapawan Agricultural Redirection FY 80	358,628	25,130	148,162			77,905	107,431
7	Kalanian Educ Foundation (P) Integrated Reforestation FY 81	344,262	208,013	9,546	68,273	21,520	4,401	32,509
8	Int'l Human Assistance Program (US) Coconut Shell Charcoal Manufacture FY 81	286,168	99,562	35,540	69,120	27,910	2,685	51,351
9	Project Compassion (P) Integrated Marine Agro Forestry for Coastal Areas FY 81	660,336	97,092	9,428	327,219	44,819	112,140	69,638

(P) - Philippines

(US) - U.S. Budget

PVO	Project Title & Fiscal Year	Total Project Cost	(A) Services, Wages, Salaries Honoraria	(B) Equip/Supplies Transport of Goods, Maintenance	(C) Construction Bldg. Materials Land	(D) Travel, Per Diem Transport of persons, Administration	(E) Training Workshops Seminar	(F) Other Costs Overhead
10. Xavier Science Foundation(P)	Goat Dispersal FY 81	59,730	21,848	21,966		3,667	1,760	10,489
11. The Asia Foundation(US)	Law and Social Justice FY 81	146,440	5,100	3,800	5,200	20,500	70,500	41,340
12. General Mutual Association(P)	Crop and Livestock Improvement & Mktg FY82	268,959	77,565	112,463	43,825	18,072	9,440	7,594
13. Xavier Science Foundation (P)	Manticao Tree Plantation and Settlement FY 82	121,910	16,191	104,743	976			
14. Phil. Business for Social Progress (P)	Social Development Management FY 82	229,766	92,160			12,386	95,920	29,300
15. Catholic (US) Relief Services	Integrated Farm Management FY 82	225,685	69,907	22,095		11,890	100,537	21,256
16. Catholic Relief Services (US)	Maternal & Child Health Community Resources Dev FY 82	321,764	130,459	11,619		20,460	18,945	140,281
17. Save the Children Federation(US)	Community Based Integrated Rural Development FY 82	462,682	169,568	125,685		121,650	16,000	29,779
18. Seventh Day Adventist (US) World Services	Small Scale Fishermen Tuna Export FY 82	837,089	224,725	582,500		29,864		
19. The Asia Foundation (US)	Palawan Agro- Forestry & Upland Dev Areas FY 82	333,018	121,666	108,688		38,896		63,768

PVO	Project Title & Fiscal Year	Total Project Cost	(A) Services, Wages, Salaries Honoraria	(B) Equip/Supplies Transport of Goods, Maintenance	(C) Construction Bldg. Materials Land	(D) Travel, Per Diem Transport of persons, Administration	(E) Training Workshops Seminar	(F) Other Costs Overhead
20. The Asia Foundation(US)	National Conservation FY 82	87,280	38,955	12,078		12,660		23,587
21. The Asia Foundation(US)	Wood Fuel Develop- ment FY 82	43,971	6,590	18,900		3,820		14,661
	TOTALS	7,363,584	2,070,781	1,693,257	1,440,902	598,382	584,021	976,241
	PERCENTAGES	100%	28.12	23.00	19.57	8.13	7.93	13.25

Private & Voluntary Organizations Co-Financing Project  
 USAID/Philippines  
By Cost Components/Use of Funds

		(A)	(B)	(C)	(D)	(E)	(F)
PVO	Project Cost	Services Wages Salaries	Equipment Supplies, Trans of Goods, & Maintenance	Construction Building Materials Land	Travel, Per Diem Trans of Persons, Administration	Training Workshop Seminars	Other Costs and Overhead
U.S. Based	\$4,617,731	\$1,402,226 30%	\$1,292,809 28%	\$345,109 7%	\$406,625 9%	\$360,360 8%	\$812,600 18%
Pilipino	\$2,743,853	\$668,555 24%	\$400,448 15%	\$1,095,793 28%	\$191,757 6%	\$223,661 8%	\$163,639 6%
<b>TOTAL</b>	<b>\$7,361,584</b>	<b>\$2,070,781</b> 28%	<b>\$1,693,257</b> 23%	<b>\$1,440,902</b> 20%	<b>\$598,382</b> 8%	<b>\$584,021</b> 8%	<b>\$976,239</b> 13%

Note: Percent (%) Administrative Cost  
(Columns D & F)

U.S. Based	27%
Pilipino	13%
Total	21%

## APPENDIX I

Private and Voluntary Organizations Co-Financing Project  
USAID/Philippines  
BENEFICIARIES

PVO	Project Title & Fiscal Year	No. of Direct Beneficiaries	Estimated No. of Indirect Beneficiaries	Total	Per Capita Cost of Beneficiaries	
					Direct Beneficiaries	Total Beneficiaries
1. Santa Cruz Mission (P)	Community Education FY 80	25,000		25,000	\$42.40	\$42.50
2. Helen Keller International(US)	Renabilitation of the Rural Blind FY 80	1,200	6,000 (family members)	7,200	\$254.30	\$42.40
3. Int'l Human Assistance Program (US)	Crop Diversi- fication FY 80	456	2,260	2,736	\$783.00	\$130.50
4. Institute of Cultural Affairs	Community Development FY 80	15,000		15,000	\$16.70	\$16.70
5. The Asia Foundation (US)	Cebu-Mactan Level One Water Resources FY 80	36,675	3,720	40,395	\$16.40	\$14.80
6. The Asia Foundation (US)	Kidapawan Agricul- tural Redirection FY 80	1,200	6,600	7,800	\$298.90	\$46.00
7. Malahan Educ Foundation (P)	Integrated Reforestation FY 81	2,000		2,000	\$172.10	\$172.10
8. Int'l Human Assistance Program (US)	Coconut Shell Char- coal Manufacture FY 81	720	50,100	50,820	\$397.50	\$5.30
9. Project Compassion (P)	Integrated Marine Agro Forestry for Coastal Areas FY 81	203,178		203,178	\$3.30	\$3.30
10. Xavier Science Foundation(P)	Goat Dispersal FY 81	150	675	825	\$398.20	\$72.40

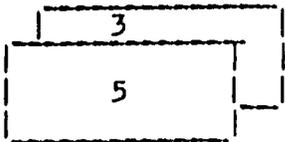
(P) = Philippines

(US) = U.S PVO's

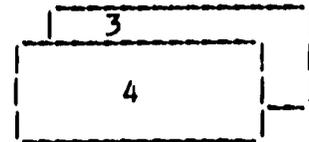
FVC	Project Title & Fiscal Year	No. of Direct Beneficiaries	Estimated No. of Indirect Beneficiaries	Total	Per Capita Cost of Beneficiaries	
					Direct Beneficiaries	Total Beneficiaries
11. The Asia Foundation(US)	Law and Social Justice FY 81	410	1,500	1,910	\$357.20	\$76.70
12. Igorot Mutual Association(P)	Crop and Livestock Improvement & Mktg FY82	1,650	8,250	9,900	\$163.00	\$27.70
13. Xavier Science Foundation (P)	Manticao Tree Plantation and Settlement FY 82	300	1,650	1,950	\$406.40	\$62.50
14. Phil. Business for Social Progress (P)	Social Development Management FY 82	1,932	9,660	11,593	\$118.90	\$19.80
15. Catholic Relief Services (US)	Integrated Farm Management FY 82	2,200	11,000	13,200	\$102.60	\$17.10
16. Catholic Relief Services (US)	Maternal & Child Health Community Resources Dev FY 82	1,800	9,000	10,800	\$178.80	\$29.80
17. Save the Children Federation(US)	Community Based Integrated Rural Development FY 82	4,787	24,463	29,211	\$96.70	\$15.80
18. Seventh Day Adventist World Services (US)	Small Scale Fishermen Tuna Export FY 82	550	41,294	41,844	\$1,527.40	\$20.10
19. The Asia Foundation (US)	Palawan Agro-Forestry & Upland Dev Areas FY 82	2,000	10,000	12,000	\$166.50	\$27.80
20. The Asia Foundation(US)	National Conservation FY 82	Technical Assistance and Research				
21. The Asia Foundation(US)	Wood Fuel Development FY 82	Technical Assistance and Research				

APPENDIX J

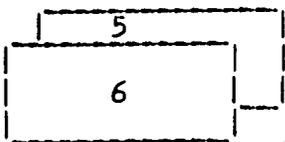
USAID/PHILIPPINES  
PVO CO-FINANCING PROGRAMS  
TYPES OF PVO ACTIVITIES



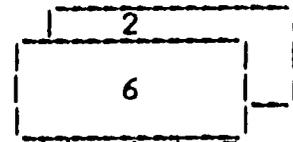
Subprojects in CDSS  
Priority Regions



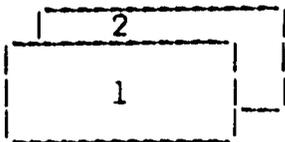
Subprojects Activities



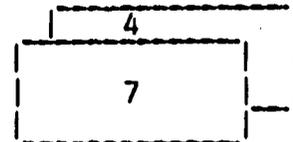
Subprojects Focusing  
on Income Generation



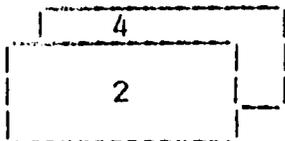
Subprojects Focusing  
with Institution  
Building



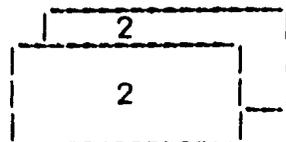
Subprojects with  
Innovative Methods/  
Technical Transfer



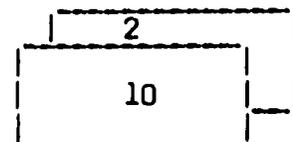
Subprojects with  
Technical Training



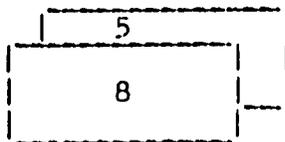
PVOs in Upland Areas



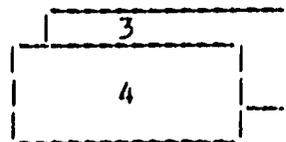
PVOs in both Upland  
and Lowlands



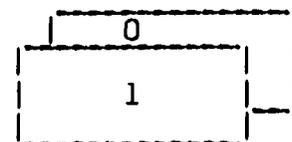
PVOs in Lowland  
Areas



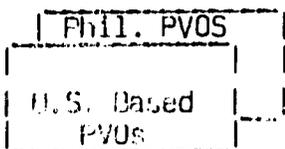
Food & Nutrition Sector



Education and  
Human Resources Sector



Population and  
Health Sector



Operational Program Grants (OPGs)  
Major Outputs and Inputs  
FY 76 to FY 79

Major Outputs & Inputs	FY 76	FY 77	FY 78	FY 79	Cumulative Totals
1. Number of PVOS Participating	4	1	3	2	
2. Number of OPGs Begun	4	3	3	1	
3. Number of OPGs Completed	3	0*	0*	0*	
4. USAID OPG Dollars Input (%)	\$400,113.17	\$400,843.85	\$81,309	\$111,029	\$993,295.02
5. PVO and Other Donor Contributions Input (%)	\$326,026	\$302,168.42	\$106,409	\$71,782.90	\$806,386.32
6. Total Project Costs ( 4 + 5)	\$726,139.17	\$703,012.27	\$187,718	\$182,811.90	\$1,799,681.34

7. Total Beneficiaries: 254,777

8. Cost per Beneficiary:  
USAID Funds: \$3.90  
Total Costs: \$7.06

Types of Projects:

- Animal Husbandry
- Family Planning and Nutrition
- Integrated Rural Development
- Agricultural Training
- Tuberculosis Eradication
- Crop Diversification
- Distance Study
- Agro-Forestry

Participating PVOs

- Heifer Project International
- International Human Assistance Program (4 projects)
- Catholic Relief Services
- The Asia Foundation (3 projects)
- YMCA
- Institute of Cultural Affairs

\*All were completed in FY's 80 and 81 except a TAF project, "Palawan Agro-Forestry", which is due to be completed by the end of CY 82.

APPENDIX K-1

Operational Program Grants (OPGs), Total Project Costs  
By Donor Contribution and Cost Components  
FY 76 - FY 79

By Donor Contribution/Source of Funds:

Total Project Costs	USAID	Central & Local Government	US PVO	Local Participants	Local PVO	Other Donor
\$1,799,681.34 100%	\$993,295.02 55%	\$202,759.69 11%	\$46,606 3%	\$178,763.34 10%	\$355,378 20%	\$23,109.29 1%

By Cost Components/Use of Funds:

Total Project Costs	Total Project Cost	Equipment, Supplies, Transport of Goods	Construction Building, Materials, Land	Travel, Per Diem Transp. of Persons Administration	Training Workshops, Seminars	Other Cost
\$1,799,681.34 100%	\$605,133.81 34%	\$646,031.34 36%	\$188,996.24 10.5%	\$151,083.10 8%	\$155,833.46 9%	\$52,603.34 3%

U.S. PVO Programs - Philippines

Partially Funded by AID/W  
As of July 19, 1982

PVO Grant Type, Fiscal Year	Funding Level (\$000's)			Activity
	AID	PVO	Total	
World Vision Relief Organization (WVRO) - Matching Grant, FY 81	144	159	313	Community Development and Training
Coordination in Development (CODEL) FY 81	UNK	UNK	71	Agricultural Training & Human Development, Primary Health Care, Agro-Industrial Resource Development
Salvation Army World Service Office (SAWSO)- Matching Grant - FY 81-83	183	UNK	182	Animal Husbandry, Women's Income Gene- ration, Nutrition/ Day Care, Practical Skills Development
World Education, Inc. (WEI) - Matching Grant FY 81-83	UNK	UNK	263	Women in Development
Seventh Day Adventist World Service (SAWS) - Matching Grant, FY 82	UNK	UNK	62	Health & Nutrition Education
Coordination in Development (CODEL) - Matching Grant, FY 79-82	UNK	UNK	283	Ag. Training & Human Dev., Community Dev., Agro-Industrial Resource Dev., Small Enterprise Credit
Heifer Project, Int'l (HPI) - Matching Grant, FY 82-84	UNK	UNK	70	Small Animal Agricul- ture
YMCA - Matching Grant, On-going	UNK	UNK	16	Local Enterprises/ Employment
Global Outreach (GO)- Institutional Dev. Grant FY unknown	18	14	32	Agricultural Develop- ment

PVO Grant Type, Fiscal Year	Funding Level (\$000's)			Activity
	AID	PVO	Total	
World Relief Corporation (WRC) - Management Support Services Grant, FY 81	4	UNK	5	Training/Rural Development
International Institute of Rural Reconstruction (IIRR) - Matching Grant	UNK	UNK	UNK	Rural Development Training
<u>TOTALS:</u>				
10 PVO's	350*	173*	1,397	23**

\* Complete information unavailable from AID/W or PVO's.

\*\* Discrete activities being implemented under general categories listed above.