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INTERNATIONAL HUMAN ASSISTANCE PROGRAMS, INC.

An Evaluation of Activity under Development Program

Grant (AID-pha-G-1192)

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with the cooperation of Roger
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Table of Contents

	Page
INTRODUCTION	1
Summary	4
THE IHAP PROGRAMMING PROCESS	
PROJECT DEVELOPMENT	6
EVALUATION	12
OTHER OUTCOMES OF THE DPG	
PROGRAM EXPANSION	17
PROJECT DESIGN STANDARDS	19
ORGANIZATIONAL STRUCTURE	21
APPLIED RESEARCH	24
STAFF DEVELOPMENT	25
DISCUSSION OF IMPACT	
A SINGLE PROJECT	26
A COUNTRY PROGRAM	28
A TOTAL PROGRAM	31

Appendix A IHAP Assistance Guidelines

Appendix B Program Planning and Evaluation Guidelines

Appendix C Illustrations of Programming Process

INTERNATIONAL HUMAN ASSISTANCE PROGRAMS, INC.

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INTRODUCTION

The U.S. Agency for International Development funded a three year development program grant to International Human Assistance Programs, Inc. (IHAP) in September, 1977.

The purpose of the grant as stated in the grant agreement was to:

1) Establish and introduce into the ongoing operations of IHAP, a system of program research, program needs assessment, program development, program analysis and evaluation on a continual basis to acquire the capability and competence to effectively provide humanitarian development assistance programs to the people in less developed countries.

2) Develop an effective system for researching, planning, evaluating, and adapting operational program methodology, techniques and materials for the performance of effective development assistance programs and to foster their utilization and application.

3) Develop a system of staff development to improve the capability of staff for more effective program implementation, support, and follow-up to improve the institutional capability for increased program support.

This development program grant (DPG), scheduled to end September 30, 1980, has been extended to February 18, 1981.

In view of the impending termination of the grant, the sponsoring Office of Private and Voluntary Cooperation contracted for an outside evaluator. The evaluation was conducted in August-September 1980 by Grace Langley and implemented in cooperation with Roger Flather, Director of Development Resources, IHAP/New York.

The sources for this evaluation included interviews with IHAP staff in New York, study of documents, interviews with USAID staff and site visits in Korea, Philippines and Thailand.

Activities undertaken in the course of this evaluation included:

1. Reviewed IHAP activity under each item detailed in the DPG implementation plan;

2. Analyzed 18 of 35 OPG proposals;

3. Interviewed 14 IHAP program staff members on project design and the IHAP programming process;

4. Reviewed IHAP documentation and correspondence related to their project review process;

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5. Made site visits to 11 projects in 3 countries;

6. Interviewed 3 groups of project beneficiaries;

7. Interviewed appropriate USAID personnel and counterpart agencies in the 3 countries.

Formerly known as the American-Korean Foundation, International Human Assistance Programs, Inc. was founded in 1952. Their objectives as an agency may be found in "Program Planning and Evaluation Guidelines".

> The Agency's program development philosophy encompasses the following parameters of action:
>
> a. to provide assistance to the underprivileged in the Third World in their quest for dignity, self-reliance and attainment of basic human needs (food, health, education) through the establishment of people-to-people self-help programs at the grass-roots level;
>
> b. to strengthen indigenous governmental and/or non-governmental organizations through which IHAP's projects develop, in terms of infrastructure support, management capability and material resources in order that, at their termination, projects will in whole or in part be:
>
> i) institutionalized
> ii) self-sustaining
> iii) replicable[2]

IHAP works mainly in the sectors of human resources development, primary health care and rural community development.

From their traditional base in Korea, IHAP initially expanded their programs to South Vietnam, Philippines and Thailand. In the grant period they are in the process of undertaking work in Afrca and the South Pacific in addition to expanded programs in Asia, a total of 12 countries. At any one time, IHAP is implementing more than 35 major projects in the fields of health care, nutrition, environmental sanitation, agriculture, vocational skills training, income generation, community development, social welfare, women and youth activities.

IHAP program budget is approximately $4 million a year, over half of which is gifts in kind.

2 IHAP, "Program Planning and Evaluation Guidelines" 1980, p.1

SUMMARY

The essential effect of the DPG is an expanded IHAP program - expanded geographically to 12 countries, financially to $4 million in programs annually and to 35 major projects under implementation.

A Department of Program Planning, Development and Evaluation has been partially staffed and is operational.

A review of the projects designed during the grant period shows that most project proposals (regardless of funding source)

1) have modest and achievable purposes;

2) are of limited duration;

3) contain concrete implementation plans and timetables;

4) describe in detail that which is expected of the counterpart agencies:

5) have evaluation plans which need strengthening.

Characteristics of the projects under implementation are an imaginative use of local institutions and local resources, heavy involvement of the beneficiaries in the project (sometimes even in monitoring the project) and stringent managerial controls.

Under the DPG there has been a shift toward more community-based integrated rural development projects and fewer projects of a welfare orientation.

Each of the three country programs which were visited had at least one major income generating project in rural areas which deserves emulation. These projects seemed to be a culmination from a sequence of development activities in the same area.

IHAP has limited experience with evaluation methodologies other than formative evaluation.

IHAP has devoted little attention under the DPG to applied research.

IHAP has done limited work on staff development thus far under the DPG but has planned staff development activity for the DPG extension period.

IHAP is engaged in cooperative efforts with local voluntary agencies in which IHAP's role is that of funder, facilitator, and a source of technical assistance in organization and management.

The scope of work for this evaluation requests an opinion of the evaluator as to whether or not IHAP has the capability to implement a matching grant. The evaluator gives an unqualified endorsement that such capacity does exist. For all agencies, and IHAP is no exception, there is a continuing agenda of improvements which could be made. Many of these items are such that IHAP could work on them in the remaining months of the DPG.

To a matching grant, IHAP brings a modesty of program goals and design which results in projects which can be implemented. They have taut project management and excellent productive relationships with local governments and communities.

Furthermore, IHAP has demonstrated its ability to locate problems relating to fiscal responsibility and to set them right.

IHAP may need to attend to the problems of program expansion on the management requirements of their home office. The implications of this additional workload is currently under review.

While discussing matters related to programming and staff development, the word, "integrity", was frequently used by IHAP officials. The summary of this evaluation is that IHAP has demonstrated effectiveness and integrity in its operations.

THE IHAP PROGRAMMING PROCESS

The programming process begins with the initial explorations of a senior IHAP official in a new country. These discussions explore the country's interest in working with international voluntary agencies and those areas of the host country development plans which are appropriate to self-help initiatives and the areas of IHAP's capability such as training or rural health care delivery.

Where IHAP has worked over a period of time, most projects are developed out of IHAP's previous experience and knowledge of need. The organization is also responsive to project ideas or proposals from Peace Corps volunteers and local voluntary institutions. Some projects are stimulated by donor interest i.e., funds may be available for a vocational training program for women.

The Memorandum of Understanding which IHAP negotiates with each host country government indicates that all activities to be undertaken will be consistent with the country's development goals. The clearance process for the proposed project varies with the country. Thailand, for example, requires a discussion paper, similar to the AID suggested outline for an operating program grant (OPG) proposal, which is submitted to the Department of Technical Economic Cooperation. DTEC, in turn, consults the appropriate technical department. If approved, the international voluntary agency is informed that the GOT would be receptive to a project of that type.

Concurrent with that action, the IHAP country representative will forward the outline to New York and the A.I.D. Mission if it is proposed as an OPG.

In New York, the Program Department will review the project outline sending written guidance as to its development. It is also reviewed by the Development Resources Department for an opinion as to funding potential.

IHAP/Philippines, now in its sixth year of operation, is the recipient of numerous proposals. Like the Thai government, they have developed a brief pamphlet of guidance for PCVs, local voluntary agencies or others with project suggestions. (Appendix A)

The rest of the programming process for IHAP in countries with IHAP representatives in place is similar to the diagram on the following page. In countries where IHAP does not have permanent representation, the project development initiatives are most likely to be taken by staff of the new Program Department. This officer is authorized to negotiate with the host country as may be required in the course of project design. The proposal will also be reviewed in IHAP headquarters prior to formal agency commitment.

One of the products of the DPG is a manual entitled, "Program Planning and Evaluation Guidelines" (Appendix B).

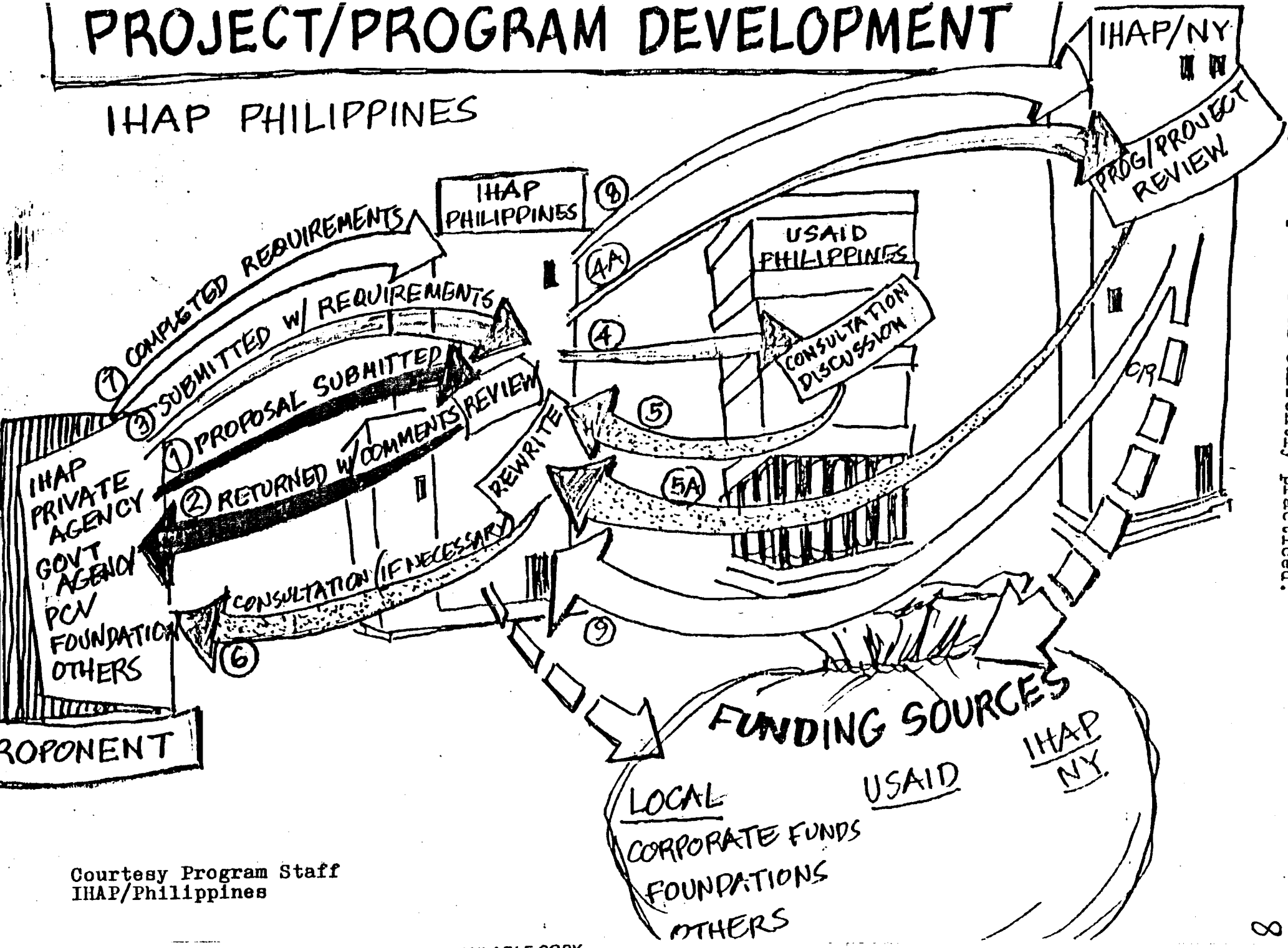
These guidelines were produced in the summer of 1980 as a summary of DPG activity. They have been circulated to field staff for trial and comment.

It includes a statement of agency objectives, sectors to be addressed, an outline of the programming process and a large section on evaluation. The section on program planning is primarily a list of project and country selection criteria.

It is notable for its emphasis on management of implementation.

(Please see pp 10-11, Appendix B.)

PROJECT/PROGRAM DEVELOPMENT



Courtesy Program Staff
IHAP/Philippines

approval process as currently practiced.

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As to be expected of a draft document, the programming guidelines are in need of editing for scattered throughout the document is other guidance (sometimes exhortation) to the field staff on programming. In presenting the major development sectors to which IHAP intends to address its activity, an important element of IHAP's programming methodology is outlined:

> In working with urban, semi-urban and rural communities, IHAP as in all four major program thrusts mentioned, follows a project development pathway beginning with a community dialogue and baseline data survey activity in which community leaders and beneficiaries participate. Such a problem identification oriented dialogue will serve to:
>
> i) identify past and present difficulties;
> ii) identify unmet needs and available resources;
> iii) determine community goals by priority order;
> iv) identify appropriate measures to obtain support of local leaders and government agencies.
>
> Upon completion of the community dialogue activity the education/, training programs will be implemented in accordance with guidelines and procedures set forth during the community - decision making process with due consideration to such variants as the duration of basic training, the role and numbers of trainers, the curriculum, available resources, teaching the trainers refresher courses for upgrading purposes, on-the-job instruction etc.
>
> Along with the training activity, necessary steps should be taken to organize a community development organization and/or strengthen an existing one to undertake development planning and program implementation. This central organization also will help motivate people, coordinate the various activities and inputs, monitor the activities and generate increased support. Such functional units as required for development in a community can be organized in the areas of agriculture, income-generation, health care, etc.[3]

The above three paragraphs do describe the core of how IHAP develops a program. More important, IHAP does what they say they do.

There have not been major changes in this programming process during the DPG. An ad hoc informal process of consultation over programming and project review has been crystallized and written. The written guidelines have been distributed throughout the organization. The field staff has been urged to be conscious of the programming process as practiced and to comment on the programming guidelines.

3 IHAP, "Program Planning and Evaluating Guidelines" 1980, p.2

For additional information about the programming process, the reader may wish to see Appendix C. It includes specific examples extracted from interviews and secondary sources at different points of the project development process.

Whenever possible we have interviewed staff on how project needs are identified, projects developed and sanction obtained. We have gone step by step over the process of project development in each of the three visited countries. These are some of the concepts underlying their practice.

All development efforts must be consistent with the priorities of the host country government. The IHAP representation in Thailand described studying the 5 year plan to understand Thailand's priorities, and the National Economic and Social Development Board list of projects for which they are seeking funding. As no international agency would be permitted to start work in a new country on needs assessment at the village level, an appropriate path by which to verify these priorities is to study what others have done such as UN and USAID reports, village studies reports from government outreach departments.

Most IHAP projects, regardless of sector, provide for heavy community involvement, i.e., Village councils may monitor loans to newly trained adolescents. Their projects invest in "local leadership training", a phrase which includes lengthy orientation discussions of what will happen in the project, local needs assessment and strengthening of local organizations.

IHAP has restricted itself to work in sectors of their greatest experience: Human resources development, health care, community development and women in development. Local leadership and vocational training and rural community development are historically strong areas of IHAP programming. They have sponsored rehabilitation programs for the handicapped over the years and more recently have moved to the difficult area of rural health care delivery. They have not demonstrated strength in family planning even in a country such as Thailand where one of their creative medical counterparts says, "Population pressure is the key to Thailand's poverty." IHAP's credentials are not strong in women's programs with the exception of women's participation in community development. In CD projects over the years, there is a clear record of training and involving women.

IHAP's projects for women alone tend to be the old standards of sewing, literacy, and leadership training. IHAP has but one woman on their programming staff either in New York or abroad.

IHAP project design focuses on the key role of management; both efficient use of project resources and technical assistance in management to counterpart agencies.

IHAP project designs have specific implementation plans and timetables. The course of action is organized to emphasize how the expected result will be achieved, such as the following paraphrases:

To create an inexpensive local food supplement, these actions will occur.

To rehabilitate so many malnourished children, these actions will occur.

The statement of project purpose is usually modest and achievable. Rarely is there a broadly defined goal such as, "Improving socio-economic conditions among the poorest segment of rural population." While an occasional project purpose claims to save foreign exchange or inhibit rural migration, there is an earnest attempt to limit IHAP project purpose to what is possible to achieve in 2-3 years.

Examples: To develop a crop diversification program which promotes intercropping and alternatives to coconut in Sorsogon Province. The promise is to establish a program which offers farmers alternatives to falling crop prices but the promise is not to increase income when substitute crops frequently take years to mature.

Develop prototype agricultural training for elementary school students by efficient organization of local resources. There is no claim to slowing rural migration as is frequently done in project purpose statements. This example has IHAP playing a catalytic, coordinating role with relative little financial or technical input.

Evaluation

The DPG proposal includes an IHAP commitment to "developing a rational and systematic approach to program planning, design and evaluation." We have examined IHAP performance on evaluation from three perspectives: Internal evaluations performed during the grant period; evaluation designs in recent project proposals

and headquarter's guidance and organization for evaluation.

IHAP looks at evaluation as a management and programming tool. They rely heavily on their reporting system for evaluation purposes.

A country representative spoke of ongoing evaluation which included looking to the analytical quality of the Department's reports. The internal evaluation became a group exercise of reviewing progress toward outputs as written up in the original proposal. This evaluation had two comparative categories:

We said we would do this. We did this.

During the evaluation, the Ministry and IHAP personnel developed their next quarterly workplan. In that way the results of these internal-to-the project evaluations were rolled over into project revisions; i.e., need for continuing contact between teaching staff and graduates; special permission required to make loans to adolescents; identification of trades which were paying new graduates well. This is an example of continuing managerial evaluation which for all its informality uses the project design to ensure that the evaluation is systematic.

The final report of the Korea Eight Village Project is an example of the use of recordkeeping for evaluation pruposes. The project was aided by the preciseness of Korean government records on agricultural production at the village level. The project also used records in an unusual way as a motivator of villagers, as a tool in training, and, finally, the bottom line of evaluation. Its quantitative results command attention. Average family income increased 107% in two years. Rice production increased 47%. There are concrete figures for livestock and ancillary crops. The dramatic totals are backed by village accounting sheets. (The report does not indicate how they have adjusted for inflation.) This final report also includes descriptive statement of end-of-project status which is more difficult to document except over time.

> Each village has an effective, elected development committee; and there are motivated men and women leaders who are capable of independently planning, coordinating and managing new projects.

The continued activity which we observed a year after the project had

terminated gives added credence to what could have been heard as assertion if the final report is to stand as the sole project evaluation.

Most evaluations conducted by IHAP are formative which literally means the process of producing. Were inputs in place in a timely manner? Were the stated outputs developed? It is more of an accounting of the project and does not provide for any interpretation of results or any measure of impact. IHAP projects are designed in a way which seems to call for formative evaluation.
Recall the Sorsogon Crop Diversification project purpose:

> To develop a crop diversification program...in Sorsogon Province.

In the brief timespan of most IHAP projects, one can only ask the question at project termination, "Is the crop diversification program operational?" and then examine the components of the program.

We reviewed four examples of IHAP surveys, which were of a before and after nature. One was a knowledge and attitude survey of school children which was a useful measure of learning which took place during implementation. It remained to be determined whether or not the project had made progress toward institutionalization of such training.

In two of the countries visited, a contractor had been used to do a sample survey measuring results of one of their major rural development projects. What should be measured was left to the contractor. The scope of work of one such contract was, "Information will be obtained on the socio-demographic description of the community, data relevant to nutrition, health, family planning, environmental sanitation, food production and income generating activities." Surely, IHAP wants to determine what data is relevant.

Those recently designed projects which could be expected to show the impact of IHAP's current thinking about evaluation, frequently lack an evaluation plan or have a general plan for evaluation. Rarely was the plan for evaluation sufficiently specific to be included in the budget.

> Example: A detailed evaluation of the project will be reported in semi-annual progress reports and a final summary report. These reports will outline the overall achievements in terms of numbers counselled, trained, given medical care, employed, etc.

The Solomon Islands proposal is essentially a reporting schedule and some thoughtful questions which responsible development agencies would seek to answer. There is no indication of methodology or what data might be needed to help IHAP answer questions such as:

> To what extent can pilot efforts at village provincial levels be pulled together into an effective nationwide system which will deliver sel-help project encouragement, technical assistence and send money support to all villages?

The "Program Planning and Evaluation Guidelines" developed as a result of the DPG devotes considerable attention to evaluation. It sets out IHAP purposes in evaluation:

> Evaluation is considered to be, within the context of IHAP's guidelines, an integral part of the dynamic programming process. It involves an in-depth analysis of the results obtained during the life of a given project which essentially seeks to identify three basic end-results of program activity, namely
>
> Its <u>effectiveness:</u> Measurement of performance and achievement of planned objectives, goals and targets;
>
> Its <u>significance:</u> End-result of program activity, its relevance to long-term goals beyond the pro-purpose;
>
> <u>Its efficiency:</u> Cost benefit effects and justification of project costs.
>
> A. Purpose of Evaluation
>
> Its primary purpose is to assist the Agency in the decision-making process regarding on-going programs and projects by undertaking activities aimed at:
>
> 1. Verifying project effectiveness to arrive at decisions which have to do with continuing or the discontinuing the activity;
> 2. Providing a basis for the application of measures aimed at correcting project trajectory and/or selecting alternative courses of action directed towards the achievement of project objectives and goals;
> 3. Utilizing the experience gained and the lessons learned for the benefit of the on-going project or for future program planning.[4]

This is a splendid statement of the purpose of evaluation. There is little explanation, however, as to how it could be carried out. There is discussion of who does evaluation and when. There

4. Op. cit., p. 12

is discussion of evaluation criteria. The sections on methodology, however, do not offer a methodology. The section on data collection is quoted in full because it comes closest to a statement of how IHAP intends to conduct evaluations.

Procedure for Data Collection, Analysis and Interpretation of Results

a) Data Collection

Pertinent data for the purpose of evaluation will be obtained by research of project files both in headquarters and in field offices, covering such areas as (i) financial inputs from all sources, (ii) technical inputs from all sources, (iii) actual program progress and performance.

Sources from which data will be obtained will be as follows:

- Review of program files and of quarterly and annual reports of the project;
- On-site visits and interviews with project participants, beneficiaries, counterparts, public and private sector combined with an informal type of sample survey;
- Records of program review sessions and meetings held both in the field and at headquarters;
- Reports of NY-based staff.

b) Analysis and Interpretation of Results

i) Analysis and interpretation of the results obtained will lead to a set of recommendations for corrective measures to be applied during the project's implementation phase - formative evaluation.

ii) Analysis and interpretation of the end-results obtained during the final evaluation exercise will lead to a set recommendations for or against the projects extension and/or expansion per se, its self-sustaining and replicability potential, the formulation of policy, etc. - summative evaluation.[5]

The "Program Planning and Evaluation Guidelines" provide IHAP with a useful beginning to the development of an improved system of evaluation. It needs further development.

This is not an IHAP problem alone. A.I.D. might consider playing a catalytic role in helping PVOs examine how to do stringent but affordable evaluation.

IHAP may wish to consider whether or not it would be useful to do impact evaluations of certain of their bellwether projects.

5 Op.cit p. 7

OTHER ACTIVITIES UNDERTAKEN UNDER THE DPG

The overriding purpose of the DPG was "to establish and institutionalize a system of program planning, development and evaluation." The outcome of that major activity under the DPG was presented in the previous chapter.

The grant included other purposes of increasing IHAP's analytical capacity through research and to inculcate programming skills throughout the organization through staff development.

The implementation plan included establishing a unit for program development and buttressing of that reorganization with defined responsibilities and systems for design and evaluation.

As a part of its contribution to the DPG, IHAP was to increase its ability to attract greater financial support from a wide variety of funding sources. This was seen as a response to its improved programming and management capability.

Program Expansion

The essential outcome of the DPG is an expanded IHAP program - expanded geographically from 2 to 12 countries, financially from $2.4 million to more than $4 million and from 20 to 35 major projects under implementation in addition to many small projects and residuals of projects. IHAP's annual budget during the period of the DPG has fluctuated from $3.8 million to $4.5 million compared to $2.4 million in the fiscal year just prior to the grant.[6]

This expansion was possible because the DPG provided funds for increased program development staff and travel budget permitting exploratory missions in the Pacific, South Asia and Africa. This has culminated in new IHAP programs in Nepal, Sri Lanka, Thailand, Papua New Guinea, Djibouti, the Maldives, Indonesia, the Solomon Islands and the Cook Islands. Program development efforts are underway in Swaziland, Senegal, the Gambia, Botswana, Malawi, Cameroons, Zambia and Venatu.

6 Note: Roughly half of the IHAP budget in any given year is gifts in kind. As this equipment or supplies is a single component of a project, gifts in kind in themselves were not a focus of this evaluation. The gifts in kind are of three categories:

1) excess property already in country; (Hospital equipment vehicles and bulldozers are obtained for specific project needs.)

2) equipment acquired in the U.S. from excess property or purchased for projects in process; (This is likely to be items sucb as sewing machines, x-ray machines, and typewriters.)

3) supplies such as pharmaceuticals and books. (These are not accepted by IHAP unless advised that the host country has a program in place to absorb the supplies.)

Project Design Standards

The standard of these need assessment missions and the resulting project proposals has been high. These project designs are characterized by purposes of generating rural family income, skill training and strengthening local institutions which are to support the technical programs in health, agriculture, et al.

IHAP's preeminent success in programming has been implementing income generating projects which do indeed generate income. The field of international development does not have so many successes that we can afford to pass by without some consideration of what IHAP has learned.

The Korean Eight Village Project is an example of IHAP capability in the extremely difficult area of supplementing rural incomes. Family incomes topped two thousand dollars a year as a result of this project. The evaluation team was able to visit two of the villages one year after the project had ended. At the time of our visit, village councils were still keeping productivity records and family income is still rising. When we searched for the reasons for the success of this project, there appeared to be three:

1) Investment in training early in the project and reinforcement by way of consultations/training at various stages;
2) Knowledgeable choice of what activities would be income generating;
3) Community activities which were high in local priorities and which enhanced local institutions.

Carroll Hodges, the former IHAP Representative in Korea, felt that an important element of the design had been the choice of economic activities which paid off quickly and served to encourage farmers to undertake other longer term investments. Hothouses, for example, for pepper plant seedlings earned $2,000 in three months.

I would add that the choice of these subsidiary crops was so remarkably successful because of the Agency's previous experience with 4H projects. There had been years of local experience in

PROGRAM PLANNING AND EVALUATION GUIDELINES

I. Program Development Philosophy

The Agency's program development philosophy encompasses the following parameters of action:

a. to provide assistance to the underprivileged in the Third World in their quest for dignity, self-reliance and attainment of basic human needs (food, health, education) through the establishment of people-to-people self-help programs at the grass-roots level;

b. to strengthen indigenous governmental and/or non-governmental organizations through which IHAP's projects develop, in terms of infrastructure support, management capability and material resources in order that, at their termination, projects will in whole or in part be:

   i) institutionalized
   ii) self-sustaining
   iii) replicable

II. The Agency's Major Development Program Thrust

The Agency initiates the project development process at the grass-roots level in rural communities which exhibit the greatest need and where the degree of receptivity from the beneficiaries is at its peak. IHAP's four major program thrusts, the rationale of which are outlined below, are developed separately as a single component-type project or are combined within the central theme of an integrated development project.

A. Human Resources Development

Development of indigenous human resources is one of IHAP's major objectives in the developing countries. These countries are characterized by low levels of education, by a dire need for trained manpower as well as for indigenous organizations capable of mobilizing communities to identify needs by priority order and to undertake problem-solving activities through self-help approaches. The magnitude and severity of said deficiencies are in direct proportion to the geographic loca-

tion of the rural community and its distance from the provincial capital and/or township.

IHAP lays emphasis on leadership development, strengthening and/or establishment of community organization and increased community participation. Through functional literacy activities, skill training, program planning and implementation and the adequate utilization of community resources, IHAP seeks to build grass-roots capability and the beneficiaries' confidence in their own growth potential.

Education and training in human resources development should be adjusted to people's lives, culture and changing requirements, be accessible to all regardless of age, sex or social position and serve as an important entry point to community-based approaches to development ultimately leading to community action in agriculture, health care and income-generation.

In working with urban, semi-urban and rural communities, IHAP as in all four major program thrusts mentioned, follows a project development pathway beginning with a community dialogue and baseline data survey activity in which community leaders and beneficiaries participate. Such a problem identification oriented dialogue will serve to:

i) identify past and present difficulties;
ii) identify unmet needs and available resources;
iii) determine community goals by priority order;
iv) identify appropriate measures to obtain support of local leaders and government agencies.

Upon completion of the community dialogue activity the education/training programs will be implemented in accordance with guidelines and procedures set forth during the community-decision making process with due consideration to such variants as the duration of basic training, the role and numbers of trainers, the curriculum, available resources, teaching the trainers, refresher courses for upgrading purposes, on-the-job instruction, etc.

Along with the training activity, necessary steps should be taken to organize a community development organization and/or

strengthen an existing one to undertake development planning and program implementation. This central organization also will help motivate people, coordinate the various activities and inputs, monitor the activities and generate increased support. Such functional units as required for development in a community can be organized in the areas of agriculture, income-generation, health care, etc.

The process of involving people in their own development not only takes local traditions and customs into account, but will also help them see their roles as both individuals and members of the community. This process will insure greater cooperation/contribution/coordination of development activities through increased personal participation and resourcefulness as well as increased self-reliance and responsibility.

In some IHAP-assisted rural development programs that were initiated with a focus on the development of indigenous human resources (literacy, individual and group responsibility, technical skills and management training) communities have not only attained economic gains but also have institutionalized their development capability.

The succes of IHAP's Pyungtaek Village Development Project in Korea was rooted in the training of indigenous village change agents at IHAP's demonstration and training farm and in their impact on the socio-economic changes in the lives of the village people. This centuries old impoverished village with an annual family income of $600-$800 in 1973 became one of the most developed model villages in the country with an annual family income of $12,000. IHAP then applied the lessons and strategies of Pyungtaek to the Eight Village Development Project in Korea, partially funded by USAID, and the progress and results in two and a half years have been remarkable in terms of socio-economic improvements, on-going development and replication effects. These invaluable experiences and lessons are now being replicated and tested in the Philippines and Thailand in a number of rural development programs.

B. Primary Health Care

Poor health in the rural areas of developing countries is compounded by poverty, rapid population growth aggravated by inadequate nutrition as well as crowded and unsanitary living conditions.

Health conditions amongst the poor in the developing world are basically similar: a core disease pattern consisting of fecally-transmitted and air-borne diseases and malnutrition. These three major elements interact cumulatively and account for over 70% of deaths among the poor, particularly in children under five.

Furthermore, there are substantial differences in health status between rural and urban areas, and in available care. More than 80% of the rural population is out of touch with such official health services as do exist due to the concentration of medical facilities in urban areas. Another factor that exacerbates the health problems of the rural poor is the neglect of preventive health services.

A number of health risks are derived form high fertility rates. Crowded, unsanitary surroundings invite easy spreading of communicable diseases and high morbidity and mortality rates result, particularly in the case of children. High mortality rates, in turn, induce rural families to have many children so that they can assure themselves of surviving progeny for labor and old age support. This circular pattern of high fertility rates and high mortality rates is prevalent among the rural poor.

The impact of health on the productive capacity of society is enormous. Ill health imposes economic costs by (a) reducing the availability of labor, (b) impairing the productivity of employed workers, (c) wasting current resources, and (d) impeding the optimum use of development resources. Furthermore, widespread malnutrition contributes to the incidence and severity of health problems by impairing normal body responses to disease, reducing acquired immunity and increasing the susceptibility to disease.

The improvement of health for the rural poor is a vital

part of rural development programming. Better health will enable rural people to achieve greater control of their environment and aid in increasing their desire and ability to plan their future. Furthermore, economic and educational development will encourage family planning; family planning improves nutrition; nutrition improves health; and health can reduce absenteeism, increase labor availability and productivity and facilitate development.

IHAP plans to undertake programs in accordance with the following guidelines to help improve the health of the rural poor majority in developing countries:

1. training and assignment of village volunteer health workers to conduct preventive health care services in their own communities, coupled with an educational program for the people on the importance and needs of health;
2. conducting environmental sanitation programs to ensure safe water supplies and sanitary waste disposal, to improve dwelling conditions, and to provide irrigation and drainage through community participation and self-help efforts;
3. conducting maternal and child health, family planning and nutrition programs, utilizing village volunteer health workers and with the support of the target communities;
4. directly and functionally linking village level preventive health care delivery systems to existing national health system for improved coordination and responsiveness to the needs of the village people.

The aim of community based preventive health care delivery systems is to improve health from within the community on a continuing basis.

IHAP has undertaken a number of health care projects in South Korea, South Vietman and the Philippines during the last twenty-seven years. It will soon initiate similar projects in other countries in aid of the poor majority in the rural areas of these countries.

C. Rural Community Development

Rural community development is a means for improving the economic and social life of the rural poor. It involves extending the benefits of development to the poorest among those who seek a livelihood in the rural areas. This group primarily

includes small farmers, tenants and the landless.

A strategy for rural development must recognize the following important elements:

1. the low productivity of agriculture and the high incidences of underemployment and lack of opportunity in the rural areas;
2. the aggravation of socio-economic conditions of the majority of the rural poor now being faced with severe levels of poverty; limited availability of land, resources, technology and institutions; continuing population growth; and increasingly destructive pressure on the environment;
3. the need for maximum utilization of rural labor, land and resources for the reduction of poverty and for the improvement of the quality of life.

The above implies fuller development of existing resources with the provision of minimum basic infrastructure, the introduction of new production technology appropriate to their needs and wishes, and the establishment of new types of institutions and organizations to better serve local needs. The primary purpose of rural development programs is to reduce poverty by increasing the family incomes of the poor. This can be accomplished by programs which increase their involvement in the development process and provide minimum levels of skill and leadership training--as outlined in the section above under the caption "Human Resources Development"--and which provide seed money support of specific requirements.

Rural development programs are primarily concerned with food production, improved sanitation and availability of pure water, and income generation activities. Simply designed programs which seek simple but broadly based improvements in these areas for an improved standard of living can be executed effectively with an initial labor input and modest financial investment. An emphasis on simplicity and the broad-based aspects has the advantage of extensive coverage with comparatively realizable objectives and is an effective way of ensuring mass participation in subsequent more complex types of programs.

IHAP encourages target communities to initiate and expand agricultural programs which would make improved food production and increased income available in three time frames:

1. short range programs such as quick maturing vegetables and fruits;
2. mid range programs such as annual rice and agricultural crops;
3. longer range programs such as poultry, swine and cattle raising, orchards or vineyards.

Important to any plan to assist rural communities are institutional improvements to enable the rural poor to obtain credit, buy fertilizer, have adequate storage, and establish distribution and marketing systems to maximize their gains and prevent losses. This requires the creation and improvement of local user-oriented institutions: development organizations, cooperatives, small business groups, market information systems and responsive local government agencies.

In a cooperative effort, IHAP and 40 families of a village at Pyungtaek in Korea successfully accomplished an integrated community development project designed along the lines mentioned above. The agricultural programs involved included herb medicine farming, hothouse vegetables and fruits, planting of an improved new rice strain, a garden tree nursery, a cooperative store operated by the Junior 4-H members, regular visits of a free mobile health clinic, and intestinal parasite elimination campaign and a potable water supply system with sanitary improvements.

With the introduction of an electric power supply and an interest free loan from IHAP the village installed an automatic straw and bag making machine for a community income generating activity. Furthermore, through joint efforts with IHAP, the villagers obtained a long term low interest loan from the Korean Agricultural Cooperatives for the purchase of 30 dairy and Korean cattle to start a community livestock business. The villagers now jointly own a growing herd of more than 150 dairy and Korean cattle in six large cooperative barns which supply milk and beef cattle through the local cooperatives. In addition, the methane gas produced from animal waste is being used for cooking. This centuries old village, once considered the poorest of the poor in the country, has achieved a solid foundation for its economic development with an

average household income of $12,000 per annum. The Pyungtaek village experience is an example of an IHAP rural community development project which has high replication potential.

In sum, rural community development programs which are focused on agriculture, linked directly with family production interests, designed to be environmentally sound, implemented by the people themselves, supported by training in improved technology, and aided by accessible revolving seed money funds, offer a good potential for success. This in turn will boost morale, self-confidence and determination for further on-going development.

D. Women in Development

Women are vital human resources in the improvement of the quality of life in the developing world. In the home and community and as producers of goods and services, they contribute directly to social and economic progress. As potential child-bearers and the principal child-raisers of the developing world they have a direct influence upon children in their formative years and therefore great influence over their community's and nation's essential human resources for the future.

Despite their contributions and the long, hard work that women perform, particularly in rural areas of the developing world, their role is only marginally reflected in national labor force and income statistics.

Although the central responsibility for integrating women into national economies rests with local communities (and governments), outside assistance agencies such as IHAP can play an important contributing role by planning their assistance programs specifically to take women into account.

The low prestige ascribed to women in many rural communities and their consequent lack of involvement in village development is a serious impediment to sustained progress. One solution to this problem is the encouragement of village women's groups and the training of village women leaders. Such efforts support women in identifying and articulating felt needs and aspirations of the community, in transforming such needs and aspirations into tangible plans, and in organizing

human and material resources to implement these plans.

Greater involvement of women in integrated rural development can also serve to promote health, nutrition and family planning, and enable them to contribute more effectively to the satisfaction of their family's basic needs within the framework of traditional responsibilities. Such involvement can also enhance their status as co-equals in the community building process and as effective change agents beyond the narrow circle of the family.

IHAP, by its reintroduction of the 4-H Club movement in Korea immediately after the Korean War and institution of regular 4-H rural leaders training programs in 1962, has been involved for some years in planning and implementing training programs for women in advanced agricultural skills, and with direct project assistance through a project bank. South Korea now has more than 30,000 4-H Clubs with over 650,000 members of which a third are women. Recently IHAP completed an advanced 4-H adult female leadership training program with partial funding from USAID for 150 women selected from throughout South Korea.

Other examples include the Eight Village Development Project in Korea, the Sorsogon Integrated Development Program in the Philippines, and the Tambol Development Program in Thailand, in each of which a women's program was an integral part. Under the projects, village women were given the same agricultural skills training as the men, with additional courses in health care, nutrition and family planning, and were provided with funds for specific programs developed and managed by themselves. The results of these women's efforts have been substantial: the active participation of village women in all phases of the development processes in their communities, and tangible health and income benefits for themselves and their families.

The objectives of IHAP's WID programs are the following:

1. to provide skill training to women in target communities, thus equipping them with the basic skills necessary to undertake income earning activities in their communities;

2. to provide leadership training to potential women leaders to enhance the formation of village women's groups and increase levels of participation by women in village self-help efforts;

3. to recognize women as equals, harness their capabilities to the tasks of development, strengthen their involvement in all program aspects, thereby contributing to a more balanced development process.

III. The Agency's Program Planning and Implementation Thrust

The major elements involved in the Agency's program planning and implementation phase encompass the following:

A. program planning

B. management/monitorship

C. evaluation

C. financial accountability

A. Program Planning

The Agency gives careful consideration to the country and/or region where the needs are greatest and which require immediate attention. The selection of the target country is guided by the consideration of the following factors:

1. political and socio-economic conditions conducive to a PVO's program development actitivies;

2. presence of responsible, viable indigenous organizations which have the capability of elaborating the project proposal in conjunction with IHAP's technical assistance;

3. demographic indicators such as infant mortality rate, population growth rate, population distribution (rural-urban), population density, per capita income;

4. assessment of country needs through:
   a. initial contacts to determine i) national policy, plans and program emphasis, ii) available host government resources in terms of manpower, financial, technical and material support;
   b. baseline data (refer to Enclosure IV) collection which i) describes the current situation vis-a-vis the project's objectives and the activities that need to be carried out to achieve them, and ii) describes the conditions in the specific area where the project is to take root and the ambience within which it will develop;

5. extent of program activity as it relates to the project's objectives and methodology in terms of i) priority needs, ii) IHAP's technical and financial capability, and iii) availability of outside donor support;

6. in countries where IHAP is represented, the project proposal is forwarded to IHAP/NY to obtain the necessary clearance from headquarters (refer to Enclosure I) prior to submission of the project document to the host government and/or indigenous organization for their approval if necessary;

7. in countries where IHAP is not represented, the project proposal is forwarded to the host government and/or indigenous organization for their approval if necessary. The procedure which the Agency follows for the initiation of program development and its eventual implementation in a country where IHAP is not represented and which requires agency accreditations from it are outlined in Enclosure III.

B. Management/Monitorship

The major elements which encompass an effective management/monitorship activity are the following:

1. a competent program management staff;
2. a feasible time frame and work plan with the target population;
3. project resource inputs in terms of manpower, technical financial and material support provided for the project in proper sequence and time frame;
4. effective utilization of resources;
5. cost-effectiveness of the various program components during the implementation phase;
6. development of motivation, sense of purpose, self-reliance and responsibility in the target population;
7. periodic recording and reporting of program/project progress;
8. evaluation of the project at defined intervals as an integral part of the development process.

C. Program Evaluation

Evaluation of programs is an integral part of the programming process particularly in its implementation phase. It is conducted either by the in-house staff with the participation of both counterparts as well as the beneficiaries in accord with the evaluation design or is conducted by an outside evaluation when such is required. The major elements encompass the following:

1. periodic recording and reporting on the project's performance and achievement;
2. cost-effectiveness of the evaluation scheme;

3. adequate participation of the national counterpart and beneficiaries in the evaluation process;
4. formative evaluation in order to improve performance;
5. summative evaluation of experiences gained and lessons learned.

D. Financial Accountability

Financial accountability of the Agency towards itself as well as to its donors in the administrative and management aspects of programs/projects is an important element of the program implementation process. The major factors contributing to efficiency and program financial management (low cost with maximum benefits) are as follows:

1. cost effectiveness of program implementation and management;
2. accurate program accounting, periodic financial reporting and maintenance of appropriate financial records;
3. periodic auditing of program accounts.

IV. Program Evaluation

Evaluation is considered to be, within the context of IHAP's guidelines, an integral part of the dynamic programming process. It involves an in-depth analysis of the results obtained during the life of a given project which essentially seeks to identify three basic end-results of program activity, namely

- its <u>effectiveness:</u> measurement of performance and achievement of planned objectives, goals and targets;
- its <u>significance</u>: end-result of program activity, its relevance to long-term goals beyond the project purpose;
- its <u>efficiency</u>: cost benefit effects and justification of project costs.

A. Purpose of Evaluation

Its primary purpose is to assist the Agency in the decision-making process regarding on-going programs and projects by undertaking activities aimed at:

1. verifying project effectiveness to arrive at decisions which have to do with continuing or discontinuing the activity;

2. providing a basis for the application of measures aimed at correcting project trajectory and/or selecting alternative courses of action directed towards the achievement of project objectives and goals;

3. utilizing the experience gained and the lessons learned for the benefit of the on-going project or for future program planning.

B. Implementation

1. Responsibility for Evaluation: Program/project evaluation in the field will be carried out jointly between IHAP's field office and the national counterpart. Direct participation in the field of IHAP's Program Department Staff for the evaluation exercise will be undertaken only when required or in situations which call for project evaluation in countries where IHAP does not have a field office.

2. Design of Evaluation Study: The design of a project evaluation study which includes setting up the appropriate specific indicators will be undertaken at the time when the project is being formulated by the responsible party who is undertaking the project design. This activity will be carried out in accordance with the guidelines and in close consultation and coordination with IHAP/NY Program Department.

3. Evaluation Methodology: A systematic assessment of program activity will be undertaken based on a system of periodic reports from the field, on-site visits by IHAP's technical staff, analysis of presentations and reports made at evaluation sessions and in development planning and review meetings both in IHAP's Field Office and at Headquarters in New York.

   a) Headquarters
   Project performance and achievement are periodically reviewed and analyzed at Headquarters by the Program Department with inputs from IHAP/NY's Program/Project Review Committee.

   Each project and the requirements for additional funding are considered during the Agency's annual program review which is held as a preliminary step to the formation of the Agency's program budget.

   b) Field Office
   On-going projects in the field are periodically evaluated by IHAP's field office and the results transmitted to IHAP/NY for further consideration.

   c) Outside Evaluation
   Because of cost factors involved, the Agency adheres to a policy of in-house evaluation of its field programs/projects. However, evaluation carried out by an outsider is undertaken whenever required.

4. Interval and/or Frequency of the Evaluation Activity: As mentioned above, evaluation is considered to be an integral part of the Agency's programming process. It involves an in-depth analysis of the results of the project obtained within a given time frame. The former permits an appraisal of the project's success or failure while the latter permits the application of corrective measures during the project's implementation phase.

   Though it may vary from program to program, the Agency generally observes the following program evaluation sequences:

   a) Quarterly evaluation
   b) Semi-annual evaluation
   c) Annual evaluation
   d) Final evaluation.

C. Evaluation Design

Stated below are the guidelines for the program evaluation design which essentially includes two sets of criteria - internal and external - against which a given program will be measured and thus evaluated:

1. INTERNAL CRITERIA - consists of the program/project purpose and objectives as contained in the program/project document.

2. EXTERNAL CRITERIA - Consists of a set of indicators to which the end-results of a given program/project will be meausred.

3. Program activities (non-economic, etc.) for which quantitative measurement is not readily possible may be described in qualitative terms, e.g. quality and capability of human resources, leadership characteristics of individuals and/or participating organizations.

4. Data Collection, Analysis and Interpretation of Results.

5. On-going Program Evaluation
   1. Quarterly/Semi-annual Evaluation
   2. Annual Evaluation
   3. Final Evaluation

1. Internal Criteria: The internal criteria as mentioned above consists of a descriptive summary of the project purposes and objectives as well as the activities that need to be developed to achieve said objectives. Such descriptive summary includes the following:

a) project purposes
b) project objectives
c) baseline data - descriptive summary of the situation at the beginning of program activity composed of two parts, i.e. i) baseline data relevant to the specific project purpose and objectives, ii) baseline data which describes, in general terms, the setting under which the project will develop. (Refer to Enclosure II.)
d) implementation methodology - descriptive summary of the implementation phase of project activities that need to be undertaken to achieve the objectives. These should also include the following:
   i) inputs from IHAP
   ii) inputs from the Donor(s)
   iii) inputs from national counterparts and/or project beneficiaries
   iv) project management procedures
e) end-of project status - a comprehensive descriptive summary of the end-results obtained at the end of the project relative to the planned project purpose and objectives.

2. External Evaluation Criteria: The success or failure of a given project is in most instances the result of multiple factors. Some of these are measurable quantitatively while others are more elusive. The central issue of evaluation is not so much one of quantitative or qualitative measures but rather the <u>indicators of change,</u> which measure improvement or non-improvement situations, are objectively verifiable whether they be quantitative or qualitative.

a) <u>Selection of output indicators</u>.
Indicators are variables which <u>indicate change</u> in the targeted areas which lend themselves to simple quantification to indicate a magnitude which in turn can be used to measure performance. The indicators are utilized to measure effectiveness vis-a-vis the benefits accrued.

Indicators vary from program to program and it is very important that appropriate indicators be selected. If properly formulated and applied these can achieve the following:
   i) Establish that change has occurred and indicate the character, direction and rate of change;
   ii) Permit comparison of the actual change against that planned;
   iii) Allow assessment of the impact of the change;
   iv) Compare a program's performance with that of a similar program;
   v) Allow the analysis of the relationship of input to output and of cost to benefit.

b) <u>End of project status</u> - a comprehensive descriptive summary of the end-results obtained which are objectively verifiable through the utilization of relevant indicators.

c) Project soundness and self-sustaining potential

i) The self-sustaining potential (project continuity upon termination of project) of a given project is in most instances identifiable during the latter stage of the implementation phase. The degree of self-sufficiency achieved by a project is a function of a set of variables which relate to:

- Indigenous human resources developed;
- Available leadership and development organizations established;
- Production;
- Technical and financial capabilities at the local level;
- Sustained support from both public and private sectors;
- Overall perception of the evaluators.

ii) Methodology

The methodology involved in obtaining pertinent data to gauge the self-sustaining potential of a given project is identical to that employed for the internal evaluation criteria. The assessment of this aspect of the project will be carried out during the final evaluation exercise using IHAP's prototype feasibility check list currently being compiled by the Agency on the basis of on-going and previous program experiences.

In order to measure the self-sustaining potential of a project, indicators which tend to reflect the economic aspects and organizational potential should be established, e.g. -

- The degree to which the project needs no further input from outside sources which will guarantee its continued operation;
- The degree to which individual participants realize economic benefits from the project or anticipate financial gain within a reasonable period of time;
- The degree to which project trajectory proceeds according to plan i.e. new participants receive benefits therefrom and an effective redistribution system is functioning;
- The degree to which the project motivates the participants and/or beneficiaries strengthening such factors as self-reliance and personal responsibility as well as promotion of technical skills development;
- Indicators which gauge the social benefits derived from a given project which may have either been planned or unplanned in such areas as health, nutrition, employment, social change, status of women, physical structure, etc.

3. Procedure for Data Collection, Analysis and Interpretation of Results:

a) Data Collection

Pertinent data for the purpose of evaluation will be obtained through research of project files both at headquarters and in field offices, covering such areas as (i) financial inputs from all sources, (ii) technical inputs from all sources, (iii) actual program progress and performance.

Sources from which data will be obtained will be as follows:

- Review of program files and of quarterly and annual reports of the project;
- On-site visits and interviews with project participants, beneficiaries, counterparts, public and private sector combined with an informal type of sample survey;
- Records of program review sessions and meetings held both in the field and at headquarters;
- Reports of NY-based staff.

b) Analysis and Interpretation of Results

i) Analysis and interpretation of the results obtained will lead to a set of recommendations for corrective measures to be applied during the project's implementation phase - formative evaluation.

ii) Analysis and interpretation of the end-results obtained during the final evaluation exercise will lead to a set of recommendations for or against the project's extension and/or expansion per se, its self-sustaining and replicability potential, the formulation of policy, etc. - summative evaluation.

4. On-going Program Evaluation

a) Quarterly/Semi-Annual Evaluation

The major elements are the following:

i) Updating of baseline data if necessary;
ii) Status of project administration and management;
iii) Status of program implementation by major components;
iv) Financial and material inputs from all sources;
v) Program progress and performance: Planned vs. Actual;
vi) Narrative statement regarding each program activity including unplanned side-effects (good or bad), deviation(s) from the project's main pathway and reasons for such;
vii) Corrective measures applied and recommendations made, if any;
viii) General observations and comments;
ix) Analysis and interpretation of the end-results for decision-making purposes.

b) Annual Evaluation

The major elements under this caption are the same as those outlined under a) with the addition of the following:

i) Any change in the validity of a basic assumption (internal and external) under which the project was originally planned;

ii) Data analysis and interpretation of the end-results relative to the self-sustaining potential of the project and its social benefits:

iii) Any major defects in the project design, methodology, technical aspects, budget, as well as unplanned external side-effects during its implementation phase ultimately leading to:

- Application of corrective measures;
- Additional funding requirements or extension of the life of the project;
- Revision of the project design;
- Manpower changes if necessary.

c) Final Evaluation

The elements which comprise the final evaluation exercise are of a comprehensive nature and include the above-mentioned parameters including the addition of the following:

i) End-of-project status

- comparison between the planned objectives and the end results obtained at the conclusion of the project's implementation phase;
- status of each project activity and its contribution to the overall project;

ii) Unplanned side-effects (good or bad) and their influence on the project's implementation phase and on its objectives and purposes;

iii) Lessons learned;

iv) The project's potential in being self-sustaining, replicable and whether or not extension and/or expansion of the program activity is warranted;

v) Financial summary - cost effectiveness of the program;

vi) Set of recommendations and conclusions to serve as the basis for policy decisions.

ENCLOSURE I-A

IHAP Program/Project Approval Process

Programs generated by IHAP Field Offices (IHAP/FO) will be processed as follows:

STEPS AND RESPONSIBLE DEPT.	MAXIMUM TIME FOR ACTION
1. Initial informal discussion of program idea promoted by IHAP/FO between IHAP/FO and IHAP/NY, (IHAP/EVP,PD,DRD,MRD,COMPT.) and feedback to IHAP/FO (PD).	N/A
2. Formulation and submission of program proposal outline (IHAP/FO).	N/A
3. Review and feedback to IHAP/FP on program outline-IHAP/PD in consultation with IHAP/EVP, DRD, MRD.	5 working days
4. Generation and submission of formal proposal (IHAP/FO).	30 working days
5. Review of formal proposal by both Program/Finance Committees and written comments by PD (Prog/Fin Comm).	10 working days
6. If further development of the proposal is required, it will be returned to IHAP/FO for re-submission or for additional information. In this case steps 4-5 will be repeated.	N/A
7. Upon Program/Finance Committee's acceptance of revised proposal, an action memorandum will be submitted to IHAP/EVP with recommendations (PD).	2 working days
8. Approval by IHAP/EVP and notice to IHAP/FO with recommendations, if any IHAP/PD.	5 working days
9. Pre-project implementation preparation and arrangements for program activity initiation, including program agreement, revised work plan with time frames and phase-by-phase fund requirements projection.	30 working days

IHAP/EVP = Executive Vice President
PD = Program Dept.
DRD = Development Resources Dept.
MRD = Material Resources Dept.

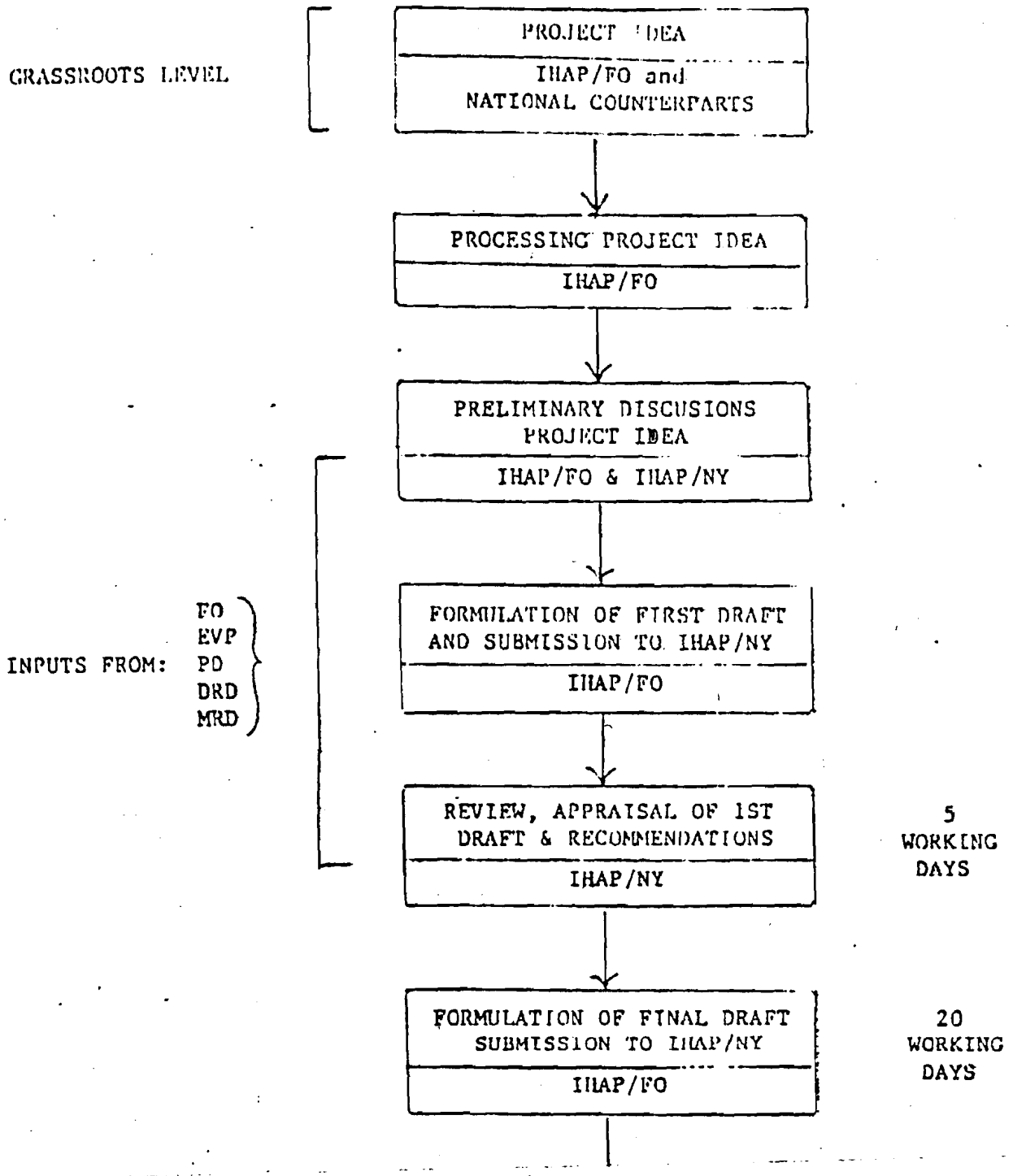
ENCLOSURE I-B

ORGANIZATIONAL FLOW CHART OF IHAP'S PROJECT APPROVAL PROCESS

(Relationship Between IHAP Field Office & IHAP/NY Headquarters)

LEGEND

FO = Field Office
EVP = Executive Vice President
PD = Program Department
DRD = Development Resources Dept.
MRD = Material Resources Dept.
PRC = Program Review Committee



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ENCLOSURE II

Baseline Data Information Guidelines - Major Components for Survey

Baseline Data Survey serves the following

a. To identify present conditions as they exist
b. To identify problems and needs
c. To determine the scope of program activity and priority
d. To identify local resources
e. To use the data for evaluation

The major components for survey are as follows:

I. Identification of Community

a. Name of Community
b. Geographical location and areas - distance from nearest municipal center, environment, geographical surrounding, size of community, etc.
c. Administrative jurisdiction
d. Brief history of community - founding, political influence, past population movements, natural disaster and endemic suffering, etc.

II. Population and Environment

a. Population - total population, male and female population, children under 5 years, children 6-15, population over 65
b. Number of households, including average number per household
c. Children in schools
d. Condition of houses - roof, walls, rooms, kitchen, latrines, etc.
e. Condition of roads - paved, mud
f. Type of waste disposal systems
g. Potable water service systems

III. Community Services (Indicate type or number in each category)

a. Community Electric System: How many households_____
Monthly rate_____

b. Communications (check every mode that is in community)
i. Telephone
ii. Radio: how many households have it_____
iii. Newspapers: what kinds, number of readers

c. Transportation
i. Number roads to community
ii. Train service
iii. Bus service (how many services per day, etc.)

d. Public Services (Indicate number)
   i. Post office
   ii. Police station
   iii. Fire department
   iv. Municipal/village offices
   v. Schools
   vi. Health posts
   vii. Hospitals/clinics
   viii. Community center
   ix. Churches/temples
   x. Open markets
   xi. Commercial shops
   xii. Others (specify)

e. Private Services
   i. Banks
   ii. Cooperatives (what kinds)
   iii. Drugstores
   iv. Carpenter shops
   v. Mechanic shops
   vi. Tailor/seamstress
   vii. Barber shops
   viii. Community bathrooms
   ix. Others (specify)

IV. Community Human Resources

a. Doctors
b. Nurses/midwives
c. Dentists
d. Teachers
e. Priests
f. Government officials (indicate agricultural specialists)
g. Trained community workers
h. Trained health workers (other than licensed professionals)
i. Others (specify)

V. Community Organizations (Social, Religous, Development, Cooperatives, Political, Youth, Agricultural, etc.)

Name	Purposes/Type	Number/Membership

VI. Community Projects (Physical improvements planned or in progress or in process)

a. Kind of projects
b. Agency participation
c. Scope of projects
d. Funding sources

VII. Community Economics and Resources

a. Land tenure of surrounding community
   i. Kind of land
   ii. Kind of industries, including number of people/households engaged
   iii. Estimated plot size per household
   iv. Annual income per household
   v. Others (specify)

b. Production (list major crops or products and indicate crops/products shipped for sale outside community)
   i.
   ii.
   iii.

c. Occupation of Inhabitants (indicate either by number of people or by households)

   i.
   ii.
   iii.

VIII. Observations and Comments (Explain if any of the following are present)

a. Presence of leadership
b. Fundamental socio-economic change movements, e.g. plans for land acquisition, community based irrigation, water resource improvement, etc.
c. Special economic circumstances
d. Community problems, e.g. health, youth, land, unemployment, etc.

ENCLOSURE III

Procedures for Accreditation of the Agency by Host Governments

The following procedures refer to the Agency's Staff who are responsible for program development in countries where IHAP does not have its own representative or a program advisor.

Essentially there are three types of accreditation procedures which the Agency adheres to vis-a-vis the host government requirements in connection with its program development activities:

I. Accreditation of the Agency in accordance with the domestic laws and regulations of the host government;

II. Accreditation in accordance with the formulation of an Agreement/Memorandum of Understanding (MOU) between the host government and IHAP;

III. Ipso Facto accreditation of the Agency by the host government through the approval of specific development programs in the recipient country.

I. Accreditation according to the laws and regulations of the host governments

Accreditation of the Agency by the host government is obtained through the host government's agency charged with the administration of foreign voluntary agencies or the agency charged with the registration of domestic and foreign corporations.

The documents required by the host government for registration purposes are as follows:

(a) application form supplied by the administering agency

(b) the articles of incorporation of IHAP

(c) IHAP's by-laws

(d) resolution of IHAP's Board of Directors attesting to the initiation of development programs in the host country

(e) list of IHAP's Directors and Corporate Board Members

(f) IHAP's Program Development Plan including the Agency's annual financial commitment.

II. Accreditation of the Agency through a "Memorandum of Understanding"

In the absence of relevant domestic laws regulating PVO activities in the host country, an agreement or "memorandum of understanding" (MOU) is arrived at between the parties concerned. In this manner IHAP's accreditation with the host country is established. Such an agreement or MOU may be negotiated and signed during the initial contact with the host government or at anytime thereafter. In any case an MOU must be signed before a program/project is implemented.

As a general rule, the host government before entering into an agreement or MOU with the PVO requests the following information:

(a) articles of incorporation

(b) by-laws

(c) listing of the Agency's field offices, Board of Directors

(d) the Agency's program activities and annual report

III. Ipso facto accreditation

In the absence of regulatory procedures from the host government, specific program development by the PVO in the country constitutes or is considered as receiving the Agency's accreditation ipso facto. The constraint of this procedure is that the Agency's presence in the country is limited to the life of the project. In some instances the Agency might have to negotiate and sign an agreement each and every time a program is developed in the country. Thus the status of the Agency's technical advisor to the project is of a temporary nature and his residence in the country maintained at the discretion of the host government.

ENCLOSURE IV

Project Proposal Format Guidelines - Major Components

The following is a standard format the agency uses in the preparation of a major project proposal with each caption answered as specifically as possible. For minor program/ project propsals an abbreviated version of this format is used.

SUMMARY

A brief description (2 or 3 pages at the most) of the outline of a program the agency and its field offices has designed.

I. Program Background

Description of program background, particularly on the following items:

A. History of Program Development, including the problems identified and development program objectives the agency is attempting to address as well as target group of beneficiaries.

B. Brief Description of the Agency's Experience in Development Programs and related areas, including the agency's relevant capacity/capability in solving the problems.

(This item is not necessary in the cases where the agency's field office plans to initiate a program in the host country under its own monitorship.)

C. Host Country Activity in the Proposed Program Areas
A brief description of host government's programs in the past, present and proposed, if any.

D. Baseline Information of Target Area(s)
A description of the general conditions of the target area(s)

(a) When a program is addressing a certain area, there should be an extensive description of the conditions of that particular area.

(b) When a full baseline survey report as a result of its own survey or supplied by, or obtained from, the host government/counterparts, a brief description of the outline of the survey report and attach the full report as addendum.

II. Program Purposes and Objectives

A. Program Purposes (long term) and Objectives (short-term) the agency/field office is attempting to resolve or achieve under a program

B. General Description of the Proposed Program
General outline of what the proposed program is attempting to carry out.

C. Conditions Expected at the End of Program

III. Program Analysis

A. Economic Effects of a Program (1) on its major intended beneficiaries and related groups and (2) on the potential to reach large numbers of people at low capita cost--such as increased income and employment; enhanced job opportunities; improved educational and functional literacy; better low cost systems of production and services, etc.

B. Socio-cultural Effects:
Describe and assess impact of the proposed program on socio-cultural traditions and values-such as better nutrition; improved health and child care; manageable family size; increased employment and improved purchasing power; improved life environment; better distribution systems of food and services, etc.

C. Technology and Methods to be used and their appropriateness and the ability of the agency/counterparts/beneficiaries to implement the technology.

D. Program Continuity and Institutionalization:
A realistic plan showing that the proposed activity has a reasonable chance to be institutionalized with local resources after the direct implementation phase -- training of local staff to assume all program responsibilities; financing from local sources, local interest, participation and support, assimilation of the program in the local development planning systems, etc.

IV. Program Design and Implementation

A. Program Design
A description of how the proposed program will be carried out

B. Program Implementation Plan
A description of implementation plan on the following specific items:
1. Program Administration and Management
   - implementing agencies
   - implementing organizations
   - formation of project implementation team
   - functions and responsibility of the participating organizations and project implementation team
2. Proposed major program activities with the technology and methods to be used to implement these activities
3. Work plan with time frames

C. Program Evaluation and Reports

1. Evaluation by whom, with what method, how often and for what purpose
2. Program progress and evaluation reports - quarterly, semi-annual or annual

V. Financial Plan

A. Summary of Financial and Material Contributions
List amount, kinds, period, sources

B. Details of Program Budget
Details of program budget may be prepared with the following budget line items (though varied from program to program):
- personnel services, program activity, equipment/materials required, monitoring and evaluation cost, transportation, communication, travel, office supplies, shipment/transport charges, contingency, IHAP/HQ overhead cost

IN THE CASE OF USAID GRANT, 69% of Direct Salary and Wage (base of application)-current negotiated overhead cost rate agreed upon with USAID.
IN OTHER CASES, 10%-15% of the total program cost should be added to the grant as IHAP/HQ overhead cost.

C. Program Funds Disbursement Procedures (Option)
Describe the pathway through which the program funds will flow and be disbursed for the implementation of a program.

Addendums:

Agency's Annual Report
Baseline Data Survey Report and
other reference and information materials that would help evaluate the program paper

APPENDIX C

Vignettes of the Program Process

The focus of this evaluation is the focus of the DPG - IHAP's programming capability. The following vignettes are attempts to stop the process and describe what is taking place at different points in the process. The examples are drawn from different settings.

1. Problem Identification and Background Information

The Royal Nepal Government announced a new 5 year development plan in 1978 which included an objective of "more equitable health care". For the first time the use of village health workers is officially endorsed. The plan did not project health coverage to Jumla District, one of the more inaccessible Western Districts, which is a 2½ week trek from the capital. The problem posed to IHAP Program Director was what could IHAP do to assist the panchayats' capability to alleviate health problems in Jumla District until some future development plan could encompass the district? There is a health post in Jumla at present but health care is mainly provided by shamans. Little background information was available beyond population estimates, language and religious affiliation.

Because of the dearth of background information for planning purposes, two actions are included in the early implementation stage of the project: a subgrant has been made to the John Hopkins School of Public Health and its counterpart agency, the Nepal Institute of Medicine to:

1) design and implement a baseline survey of health in Jumla District;
2) conduct a continuing dialogue with villagers, panchayat members and local health personnel on health needs and possible ways of saysifying them.

This is a rare example for IHAP of an evolving project design caused by the need to fund and implement data collection prior to developing a more explicit implementation plan

2. The Eighth Village

The Korean Eight Village Project achieved 7/8 of its purpose-the eighth village was dropped from the project for lack of cooperation. This action continues to be discussed. There is some uneasiness within IHAP that the target beneficiaries had been rearranged. Or that the real challenge of overcoming resistance had not been met.

Prior to the project, the Korean Government had classified its villages into 3 categories related to development and leadership criteria. The eight villages were all 'Class C' villages - defined by that classification as poor and with inadequate leadership.

The village of Ojiri was dropped as one of the eight villages in the course of project implementation. Ojiri had two prior development program experiences. It was a village built on reclaimed land. When the governemnt refused to give them title to their land, the villagers felt betrayed. The second development experience was as a 'Kiwanis village' where donations were made by outsiders for village improvements. The residents of Ojiri continued to expect donations. They worked on community projects reclaiming paddy land but demanded payment. The Ojiriis finally requested that any project funds allocated to Ojiri simply be divided equally among the families. At that point. IHAP dropped the village from the project.

In summarizing what they had learned from this experience, IHAP reiterated some concepts they were already following: 1) that arrangements with a community must go beyond consent to participate in a project to commitment and cooperation. IHAP projects now include the expectations of another group in a form which resembles a job description; 2) that a lengthy continuing dialogue must take place with the community in order to keep people informed, keep their expectations within the bounds of reality and for true feedback. The 'community dialogue' of Korea became the 'Konsulta' of IHAP's projects in the Philippines. The reader will have noted its counterpart in the Nepal Rural Health Delivery project cited earlier.

3. Facilitator Roles

a. The Yangpyung County Human Resources Project funded in 1977 provides agricultural training for 4-6 graders as part of their regular school curriculum. The resources to be used to make the training possible were already available in the locality such as the elementary school plant and faculty, village groups such as 4H and women's clubs, training institutes and regional extension officers.

A secondary project purpose was to see if these local resources could be linked together for a development purpose.

The EOPS records that more than 3,000 elementary school children received agricultural training, that training materials were written and tested, that the children had practice in animal husbandry, horticulture, and agricultural projects as part of the school program, that a junior 4H program was developed to reinforce the children's learning in school.

These were worthwhile project results.

On the second level, the attempt to stitch local institutions together as a resource, the project did not succeed. There was no facilitator in the project plan - no one who would do the coordination. Occasionally a teacher took the initiative and made things happen locally. The project manager from Seoul was a sometime visitor who could get agreements from people to cooperate but did not get the cooperation into practice.

b. Among other project inputs, the Sorsogon Integrated Development Project provides for barangay health aides. These aid were village women in their twenties and chosen by the people of the barangay. Their original assignment was to work in their home villages as health educators. They bec me the major communications link between the barangay captain and the resources of government. They became catalysts of a community self-help process.

There was insufficient money in the provincial budget to provide for leadership at the village level in every sector. These women demonstrating an acceptable role for Filipino women, moved into the vacuum and provided local leadership whether village problems concerned agriculture, health or community economic activity. Who else would build a basketball court which doubles as a community meeting place and rice threshing floor?

4. Community Dialogue

In the Kranuan District of Thailand with a population of 30,000, the problems of transporting the sick and the high cost of medical care were among the most frequently expressed needs. This translated into a request for free village clinics. The staff of the Crown Prince Hospital shared their limitations with the villagers: They lacked the budget, the manpower, and the medicine for a free clinic. Could the discussants find a remedy which was somewhere between the present hospital-based health care and the requested series of free village clinics?

Out of a number of discussions a suggestion evolved for a health bank where commonly needed medicines could be purchased in the village passing along the savings of generic medicines and saving transportation. The health bank would be staffed by village volunteers who would be trained first in health education and first aid. Depending on village health needs, the village health aide would be trained in the second round to recognize signs of malnutrition, prenatal care, sanitation and recognizing symptoms which require immediate patient referral. To bolster the acceptance of the health aide as a legitimate functionary of the health ministry, all health programs in the future would come to the village through the aides. (This training portion of the project for 50 health aides is funded by a $8,000 corporate gift.)

5. Experimentation

As the two USAID co-financing projects in Asia remind us, A.I.D. strongly favors PVO activity in economic development IHAP has funnelled private donations to the Cho Ang University Social Welfare Center in Seoul. The center started with a day care center, night school for working children and family welfare and family planning services. To the day care center has been added an experimental program for mentally retarded children. The family planning services are now provided in the context of medical care. To the family welfare services has been added special counselling for the families of juvenile delinquents. In addition, the center serves as a placement for student internes and a research program for the university. New programs and services evolve from experience.

which economic projects paid off and which did not. Such choices are less likely to be so acute when program design staff is new to the country.

A second element was the great detail in the implementation plan. One could almost sense a former military commander at work knowing exactly what the logistic requirements were going to be.

This project design was not an outcome of the DPG but the activities of the grant did impact on project implementation. The Korean Eight Village Proejct serves to illustrate, nevertheless, some of the major attributes of IHAP project design.

There are other characteristics of IHAP project design which should be mentioned. Other voluntary agencies may wish to emulate some of what IHAP has learned in stripping vocational training programs to a lean essential 90 day training which still results in a productive worker. IHAP projects exploit local resources whether a commercial feed supplier, another international program, host government technical departments or existing community organizations. Their own costs can be reduced then to provision of the facilitator.

If there is any one weakness of some recent IHAP project designs, it is economic analysis. This is in spite of their success in identifying income generating activities. There is little attempt at cost benefit analysis or consideration of cost per beneficiary. IHAP needs help in assessing potential economic return where the maturation of a new crop occurs several years after the project is terminated.

It would be helpful if IHAP project designs always specifically stated the technical solution to be applied. Description of inputs, course of action and the organization of the project often do not cover the specific technology. This would permit a true technical review of the project.

Health programs, particularly rehabilitation of the handicapped have long been a part of IHAP's concern Following the establishment of the Seagrave Hospital in Korea, IHAP went on to some experiments

in health insurance and outreach. There are today numerous experiments with village health workers and IHAP is now sponsoring several. It is of note that IHAP has translated its own concern with management into a concern for the management capability within the host institutions. In Jumla District, Nepal, IHAP has undertaken a rural health services project in an isolated area which has proved a logistical nightmare to the health ministry. This project design blends several aspects which are IHAP hallmarks: Community dialogue, major roles for and involvement of local institutions and skill training. The most notable part of the implementation plan is the recognition of the need to build or strengthen the support system which are basic to effective use of a village health worker.

IHAP's project design skill would seem to be acknowledged by their success in gaining approval and funding of a substantial numbers of OPGs.

Organizational Changes

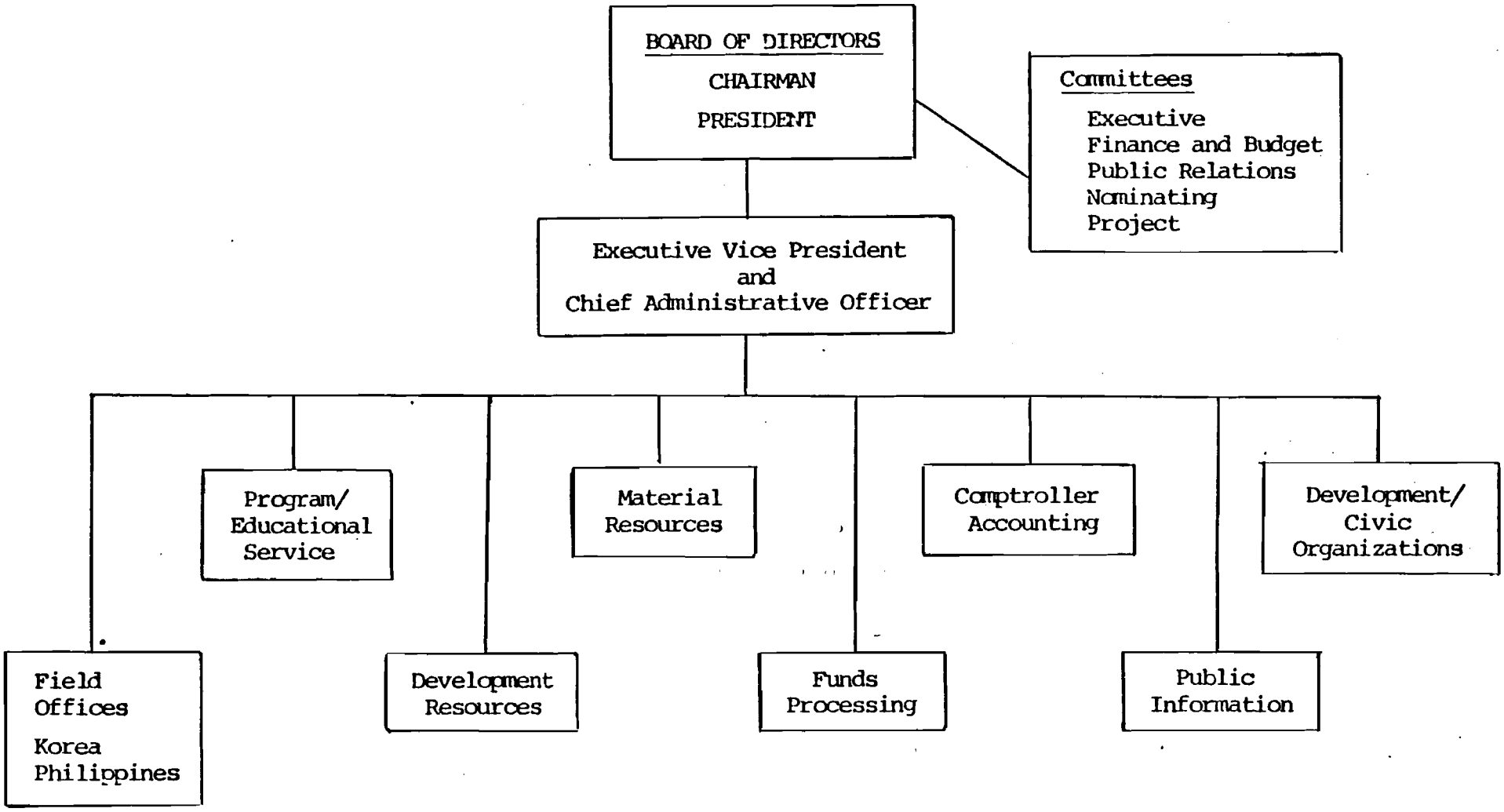
A Program Department is in place and functioning. Titled the Department of Program Planning, Development and Evaluation, it has three of four positions filled at present. The choice of incumbents and their job descriptions indicates that IHAP looked for experience in development programs, broad skills in programming and professional depth in health, agriculture and management.
The following diagrams show the consolidation which has taken place within IHAP. All project design and implementation tasks including logistics and field offices are not under the Program Department.

It is an oddity that an organization so devoted to a community development process regardless of program sector, did not choose to add a senior community development advisor to the Program staff.

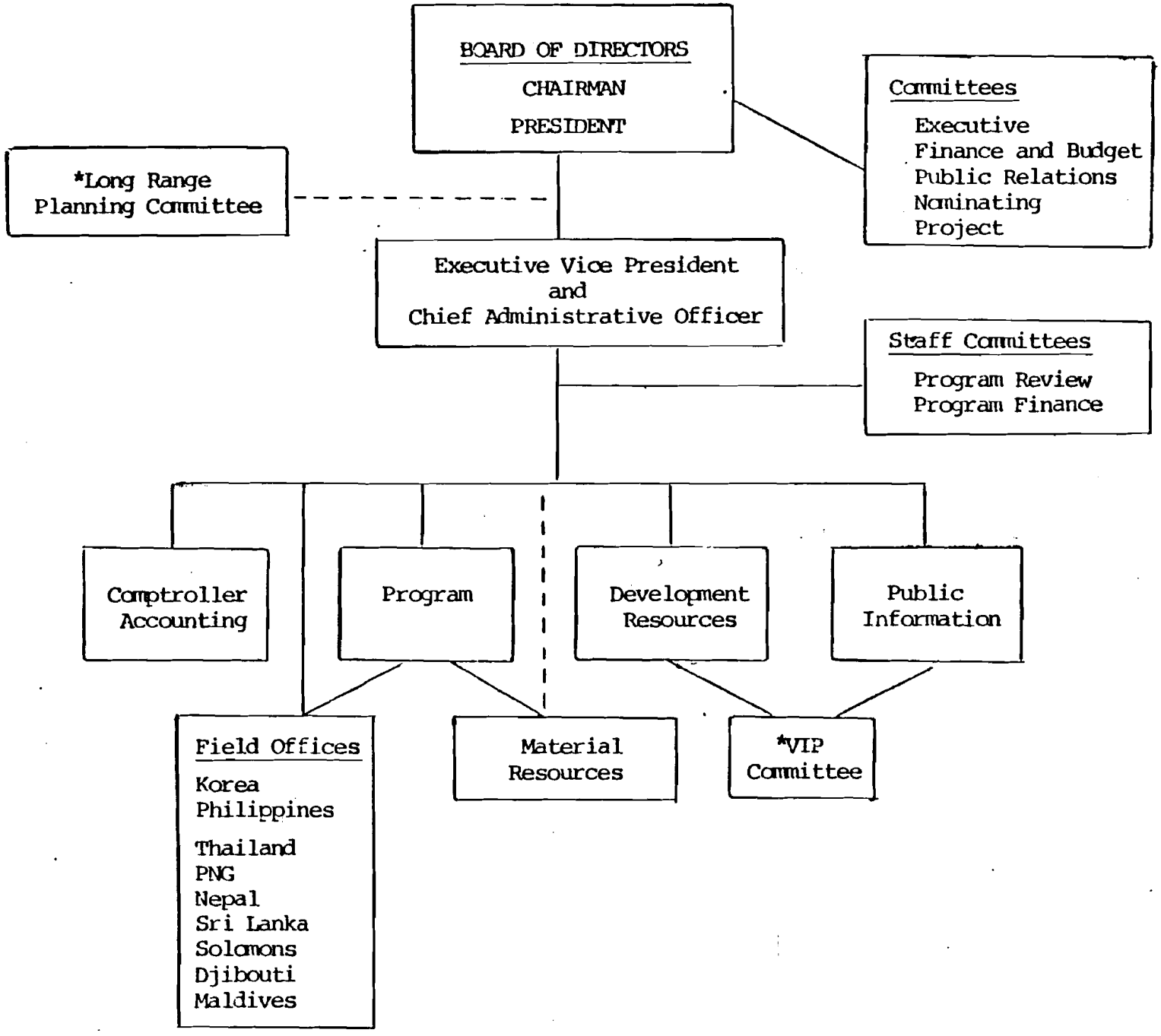
It is also worthy of note that the official who is responsible for evaluation also has functions of an executive officer responsible for the overall administration of field operations. He is the ultimate project manager.

As the scale of IHAP operations increases from three country programs to 1 or more, these administrative/management duties could

IHAP ORGANIZATION (PRE-DPG)



IHAP ORGANIZATION (UNDER DPG)



* Ad hoc Committee

overwhelm evaluation functions. We reiterate an earlier point that IHAP focuses on evaluation as a monitoring tool. Perhaps in this case, the obverse is being attempted: That in performing tasks relative to program support, one is well informed and sensitive to performance. This evaluation focus, however, does not provide for the needed emphasis on beneficiaries.

In the three countries visited, project design is done by the IHAP Representative in country and rarely engages the Program Department except in a review capacity. Because of the choice of countries visited, we had little opportunity to observe the work of this staff except through documents.

Applied Research

The purpose of the applied research activity funded under the grant was to permit field testing of new methodologies. Phrases such as "consolidating experience" and "systematizing findings" taken from the grant agreement help to define the intention.

The team has been unsuccessful in identifying examples of applied research which was planned or implemented under the DPG. The responses have been such as to raise a question of whether or not there isn't a semantic difference in our uses of the term.

An example of applied research given by one staff member was the community dialogue - the systematic discussion of community needs and resources. This is an important problem identification phase of a group problem solving process but few social scientists would consider it research.

Similarly, the term "baseline surveys" as used in IHAP documents refers to a gathering of background information but rarely does it refer to a survey and more rarely does it provide a baseline against which change can be measured.

Exact or inexact use of terminology is relatively unimportant. The important question is whether or not IHAP is responsible in suggesting the technical solutions sponsored in their projects; whether or not adequate field testing is done. Are they missing opportunities to learn more from their own experience and thus to contribute to knowledge of international development agencies in general?

For the most part, IHAP projects are not high risk. Most of

their projects are refinements and adaptations of work previously done i.e., what starts as an idea from a Peace Corps volunteer is developed by IHAP staff into a pilot project the results of which are used later in a larger scale implementation plan. However, if IHAP is to build on prior project experience, sterner evaluation becomes important.

Staff Development

Staff development is a part of the incomplete IHAP agenda. Present staff training is confined to orientation of new staff members. The subject matter of this orientation is primarly IHAP operating procedures.

Training is available to the U.S. - based staff in abundance. There are AID sponsored seminars, conferences and workshops sponsored by the PVO community. There is much less available for the field staff, many of whom are new to the organization. For instance, IHAP has never had a conference of field staff.

Some staff training takes place in the course of supervision. The new programming and evaluation guidelines, which has now been distributed to field staff, could also be considered a form of staff training. While midtour consultations and mailings are helpful, it does not meet the needs of people who spend their days in the push/pull situation of project implementation.

All of us in this business of development, constantly feel like journeyman and in need of stimulation, exchange, guidance and the chance to grow.

The field staff feels this need of exchange and training urgently.

DISCUSSION OF IMPACT

It proved impossible to follow projects designed under the DPG through implementation and an informal, even descriptive, measure of impact. Many projects designed within this period have been approved but are still in a period of staging. There are only five DPG-designed projects which we could follow into implementation. Three of these were in the countries visited.

The furthest into implementation and, therefore, the easiest project to anticipate impact was the Thailand Tambol Project begun in July 1978. This could be described as a vocational training program for rural youth, most of whom have four years of formal education.

Project Impact

A tambol or township in Thailand is the traditional local government unit consisting of 10 villages. The purpose of the project was, "To enable women and youth to start income generating enterprises in their communities following a short-term period of intensive training." The project is implemented by the Community Development Department. The vocational training takes place at the Region Four Training Center at Udon Thani. The trainees are chosen by their village councils. There is no educational or fee requirement but it is necessary for each trainee to have participated in a community activity prior to attendance. They came as a community representative. The training of three months permits the young person to develop a skill to augment the family basic livelihood from farming. Among the vocations offered are weaving, motorcycle and engine repair, radio repair, hair dressing, furniture making, cement block and tile making. The training site itself is an agricultural demonstration farm where young people could not help but increase their knowledge of poultry, swine keeping, vegetable and orchard culture and the basic crops of the area. There is a high faculty/student ratio and a program of faculty follow-up. Former students may refer technical problems back to the faculty for help.

In addition, a loan fund is provided for graduates in order to help them purchase the tools of their trade or the raw materials to set themselves in business. A second type of loan fund is available for trainees who wish to join together in their enterprise, or to allow for taking on apprentices or for community self-help projects.

Some of the outputs of this project can be quantified. Four training cycles have been completed. Four hundred forty-four (444) young people from 370 villages have completed training. The loan funds granted to cycle one trainees have been repaid in full.

The evaluation team had the opportunity to visit the homes/business sites of 15 of these graduates in three provinces. Although it was a surprise visit, we found the graduates at work in all but two cases. One was ill. Each was able to show us his daily account book of production, costs and sales. The income of these trainees, which is intended as an auxiliary source of income, ranged from $40 to $350 a month. One mushroom enterprise cleared $500 a month shared by two brothers. This has been at a total project cost of $805 per trainee.

There are other types of impact from this project which are not so easy to identify as the outputs given above. The project was implemented by the Community Development Department at one of its training centers. All of this apparatus remains in place and does not fold its tent as the project terminates. There has been an investment in that training operation: There is a tested curriculum in a number of trades which accents the most essential theory and its accompanying practice. The center has good if worn training equipment. This training center is a continuing operation without further IHAP/AID investment. The final project report, now in preparation, will be almost a training manual of how to run such a short term vocational skills training project.

The tambol councils have participated in trainee selection, follow-up and monitoring of the loans. The project has been a popular political program for them and for the Government of Thailand. Income generating projects for young people in rural areas have both

virtue and glamor.

A continuing result is that the project has focused attention on unemployed uneducated youth in rural Northeast Thailand. The universe of need is approximately 90,000 young adults. Having established that 90 day training can produce an effective employable worker, a second project is being spawned to test whether or not the training can be spread geographically and to cover more young people faster. The new proposal suggests that graduates of the first program can become the trainers of the second program and that 30 day training programs be organized in the village itself.

A group problem solving process continues.

Looking at the Impact of a Country Program

An A.I.D. audience is aware of some of IHAP's major projects, many of them OPGs. It would be unfair to IHAP to bypass a brief look at an example of a total country program. Please see the attached tabulation of the Philippine program which began in 1975.

Besides sheer volume and variety for a relatively small voluntary agency, the table is a demonstration of the fact that IHAP in the Philippines does not usually implement projects but works with local government or Philippine voluntary agencies. The project becomes double-edged: It has a specific project goal and it is also institution building. Many of these projects are small. IHAP fulfills the role of facilitator.

An example of IHAP as a funder, co-planner but non-implementer is the Rehabilitation Center at the Philippine General Hospital where IHAP provided funds for the renovation of the rehabilitation wing of the hospital and continues to play a role arranging international scholarships for advanced staff training. The expertise is there in a creative leader who has attracted a bright young staff.

Another such project is a women's needlework training and production center which now has a contract producing baby clothes for a New Jersey firm.

IHAP/PHILIPPINE OPERATIONS

PROJECT	SITE	DATE STARTED	PROJECT COST	ADMINISTRATOR/ PROPONENT
ON-GOING PROJECTS				
1. Maguindanao Integrated Development Program	Barangays of Mompong, Linek, Badak & Tapian, Dinaig, Maguindanao	August 1976	$ 40,000.00	Mr. Kanggo Umal
2. KIF/PGH Rehabilitation Center	Phil. General Hospital, Manila	August 1978	37,031.00	PGH
3. Siminul Goat Dispersal Center	Siminul, Tawi-Tawi, Sulu	November 1978	10,161.00	Mr. Hasan Alibasa
4. BUSAC Women's Cooperative Needlecraft	San Miguel, Bulacan	July 1978	8,782.00	Fr. E. Villacorte
5. Sorsogon Dairy Development Program	Sorsogon, Sorsogon	May 1979	10,947.82	Col.T. Logronio
6. Holy Cross College Mobile Library	Digos, Davao del Sur	July 1979	8,500.00	Bro. Raymond Legal
7. Bongo Island Fish Shelters (Payao) Project	Bongo Island, Parang, Maguindanao	June 1980	6,802.00	DAP; MNR; MSSD
8. Sorsogon Crop Diversification Program (II)	Sorsogon, Sorsogon	July 1980	267,386.00	Mr. Nelson Doloiras
9. Operation TB-Phase Out	Masbate Province	January 1978	83,650.00	PTS, MDH, WHO
COMPLETED PROJECTS				
1. Vaccine Production Laboratories (MDH)	Alabang, Rizal	Mar - Dec 1976	Med. Supplies, Equipment	Alabang Vaccine Prod. Lab.
2. Educational Center for Young Citizen Producers	Pili, Camarines Sur	August 1976	$ 23,536.44	Mrs. Geronima Pecson (FYDP)
3. Paramedics Training	Region V, Legazpi City	Oct - Dec 1976	6,895.00	Region V Health Office
4. BUSAC Family Planning/Nutrition	Malolos, Bulacan	Oct 76 - June 78	46,240.00	Fr. Villacorte (BUSAC)
5. Philippine Tuberculosis Society	Metro Manila	1976 - 1978	Med. Supplies, Equipment	PTS
6. Model Rural Water Service Program	Albay, Batangas, Pampanga	1976 - 1978	10,204.00	Nat. Electrification Authority
7. Region V Emergency Hospitals	Legaspi City	1976 - 1978	Med. Supplies, Equipment	Dr. F. Avelino
8. Holy Cross College M A Scholarship	Digos, Davao del Sur	October 1976	1,000.00	Bro. R. Legal (HCCD)
9. Jomalig Cooperative Credit Union	Jomalig, Quezon	January 1977	2,723.70	Makati Rotary Foundation
10. Occupational Therapy Workshop	Dept. of Rehabilitation Center, PGH	January 1977	6,192.00	Dr. Anthony Periquet
11. Manaoag Well Repair Program	Manaoag, Pangasinan	March 1977	270.00	Municipal Health Office
12. Small Scale Water System	Bonifacio, Misamis Oriental	Mar 77 - Aug 1978	746.27	Municipality of Bonifacio
13. San Marcos Parish Needlecraft Center	San Marcos, Calumpit, Bulacan	Apr 77 - May 79	2,166.89	Fr. Villacorte
14. Rattancraft Manufacture	Pantabangan, Nueva Ecija	May 77 - June 79	4,542.00	MSSD & CIDE
15. Sorsogon Integrated Development Program	Sorsogon, Sorsogon	Apr 77 - Aug 80	144,150.85	Mr. Melvin Frejas
16. Out-Of-School Youth Skills Training	Holy Cross College, Digos, Davao Del Sur	January 1979	2,226.00	Bro. R. Legal, HCCD
17. Sorsogon Babac Manufacture Project	Sorsogon, Sorsogon	Jan - Dec 1978	9,589.04	CIDE/Prov. Gov/IHAP
18. Zamboanga Goat Dispersal Project	Zamboanga City	Mar 78 - Apr 79	9,206.00	CLDB
19. Placement Training (Mrs. Rubio)	PGH, Metro Manila	Apr 78 - June 80	2,645.80	PFRD
20. Paramedics Training	Boliney, Abra	June - July 1978	1,004.68	Dr. B. Bringas, Bangued, Christian Hospital
21. Negritos Literacy Training	San Marcelino, Zambales	July 1978	6,301.36	Mr. Rufino Tima

IHAP/PHILIPPINE OPERATIONS

PROJECT	SITE	DATE STARTED	PROJECT COST	ADMINISTRATOR/ PROPONENT
22. Sorsogon Crop Diversification Program (I)	Sorsogon, Sorsogon	Aug 78 - Aug 79	$ 17,224.00	Paul Driscoll
23. Kakilingan Water System	San Marcelino, Zambales	Mar - Sept 1979	2,000.00	Mr. Rufino Tima
24. HCCD MA Scholarship	Digos, Davao	Aug 76 - Mar 77	1,000.00	Bro. Raymond Legal

PROPOSED PROJECTS	SITE	PROPOSED BUDGET	PROPONENT
1. Municipal Planning & Development Program	Santa Ignacia, Tarlac	$ 277,144.00	MLGCD/EDF/IHAP
2. Integrated Ceramics Processing Facility	San Juan, Batangas	8,036.93	DAP/MNR
3. Nutritious Food Packing Plant	Santo Domingo, Albay	50,000.00(+ or -)	Municipal Govt. of Santo Domingo
4. Irrigation System	Tobias Fornier, Antique	1,917.81	Igdanlog Farmers Association
5. Satellite Regional Rehabilitation Center	Iloilo City	13,538.15	PGH Rehabilitation Center
6. Coconut Shell Charcoal Manufacture and Other Coconut-Based Cottage Industries	Borongan, Eastern Samar	389,943.00	Prov. Chapter, Coconut Producers Federation (COCOFED), E. Samar
7. Municipal Planning & Development Program	Quezon, Bukidnon	277,144.00	MLGCD/EDF/IHAP

Many of these projects on the Philippine list are small- often costing less than $3,000. The IHAP input is some seed money but it is also technical assistance in organization and technical assistance in project planning and management. The overall goal to which one looks is a more effective private voluntary community in the Philippines.

IHAP As A Total Program

The cumulative experience of IHAP includes some major breakthroughs. One which must give the Agency great pleasure was its role in the introduction of bench terracing in Korea which may have expanded arable land in that country by 30-40%. That was an unusual task and an unusual accomplishment for a voluntary agency. Between that dramatic contribution and the present is a continuum of social welfare efforts and small economic development projects. Some strong threads run through a review of the results of IHAP programs. One such theme is that the community development process can be used in welfare, health, agriculture or political decentralization. Another IHAP aspiration is to engage the U.S. private sector with these international efforts. Projects may be sponsored by a single chapter of an American organization such as Kiwanis, the American Legion or Soroptimist. There is a two way educational process in this engagement.

Looking back over the table of projects which have been completed or underway or proposed in one country, the reader will sense the problem of developing achievement indicators for the IHAP program as a whole. We have given the examples

of two major rural development projects in Korean Fight Village Project and the Thai Tambol Training Project where the projects resulted in increased income which was documented and stronger village organization which were observed.

Of the major projects designed under the DPG, only 14% had moved into full implementation at the time of this evaluation. Two of these projects have yet to produce their first 6 monthly report.

In keeping with the overall purpose of DPG grants to improve a voluntary agency's capability to develop and implement projects of economic and social benefit, we have judged IHAP's performance by criteria related to project design and implementation.

> Is IHAP's project design and programming process such as to make achievement of project purpose predictable?
>
> Is IHAP's record of project management supportive of achieving project purpose and yet cost efficient?
>
> Have IHAP's completed projects been sustained and replicated?

The first of these questions on project design and the IHAP programming process have been covered in detail in earlier chapters. We concluded that IHAP program development has a thoughtful and sometimes original conceptual base.

We dealt with a limited sample of completed projects because they were less likely to have been affected by the DPG. The quality of IHAP project management starts with the quality of the r design and the r insistence on detailed courses of action and detailed temetables. Their reporting format hugs the implementation plan and timetable. The

budget is broken down by project component. And there is a firm hand on the monitor in the Program Department in New York.

Probably the results of IHAP efforts which are bound to have the greatest impact on beneficiaries is that their projects are completed. It is not a matter of time or funds running out. Our observations was that they most frequently accomplish what they set out to do.

IHAP's greatest successes have come where there has been a sequence of the project activity. 4H leadership training paved the way for the Eight Village Project. The Sorsogon Crop Diversification Pilot Project became a full scale project. The Thai Tambol Project lays the foundation for yet another experiment. IHAP has had success at replicating their earlier project efforts and in moving from smaller to more encompassing target groups.

The institutions we observed, with which IHAP project collaboration had been completed, were continuing to function. Again, we had a limited opportunity to observe completed projects. But IHAP does not implement projects by itself as do some voluntary agencies. They work with a host agency, a permanent institution, so there is ground in which the IHAP sponsored projects can take root.

APPENDIX A

INTERNATIONAL HUMAN ASSISTANCE PROGRAMS, INC.

Program Assistance Guidelines

IHAP International

International Human Assistance Programs, Inc. was founded in 1952 as the American Korean Foundation (AKF) to aid a war-devastated Korea. Over the past quarter of a century of work in Korea it has been acclaimed for its innovative and substantial contribution to the needs of the poorest of the poor, especially in rural areas. The Korea Program has focused on the fields of health, nutrition, community development and social welfare and has been predicated on the belief that development assistance projects, to achieve maximum impact and durability, must be based on the expressed needs of a target community, require their direct involvement through self-help, and provide some assurance of continuity and replicability.

In January 1976 AKF opened its second office in Manila, with a resident American as Director of Operations. In July 1, 1977, the organization officially changed its name (at that time the American Kor-Asian Foundation) to International Human Assistance Programs, Inc., in order to better indicate its expanding international role. In the years ahead IHAP plans to extend its international programs of assistance to other needy areas of the world.

IHAP in the Philippines

IHAP's program in the Philippines is based on the same precepts that have guided its Korean program over the years. Projects must cater for the needs of the least fortunate in the poorest areas of the country. They must be low cost, of limited duration, and replicable. They must be formulated in response to needs identified by the people themselves and must insure their personal involvement through self-help. Wherever possible projects should consist of, or contribute to a comprehensive, integrated plan catering for several areas of need to be dealt with simultaneously, the so-called Total

Integrated Development Aproach. All projects are formulated with indigenous groups who demonstrate a willingness to assume part of the costs in manpower or material support, or both.

The country program in the Philippines is focused on four broad categories of need: (1) Community and Rural Development - community organization, public health, nutrition, family planning, agricultural improvements and income-generating activities. (2) Community Health Services, particularly preventive disease control, potable water systems and the rehabilitation of the disabled. (3) Medical Supplies and Equipment, particularly for private and government clinics, hospitals and laboratories. (4) Training for Development, particularly skills training for out-of-school youth, skills and leadership training for women.

Major Components of a Program/Project Proposal

The following questions should be answered as specifically as possible:

I. Problem

Describe the problem which you are attempting to address under this Operational Program Grant (OPG).

II. Work-to-Date

State what has been done by your organization or others in solving this problem to date. If nothing has been done, simply state so. Comment on your relevant capacity to address the problem.

III. Baseline Data

Outline the conditions which now exist showing the baseline data for the changes you hope to make. (For example, if the activity is designed to improve income levels, what are the existing income levels in the target population?)

IV. Methodology

Describe what you plan to do under this OPG to change the conditions listed in Item III.

V. Time Frames

Outline the time frame in which you hope to accomplish your goals. (For example, what activities could you hope to have underway or completed at the end of each year?)

VI. Assumptions

Describe what other developments must take place in order for the project to be successful. (For example, is the participitation of the Government at some level a necessary assumption?)

VII. Goals

Show what conditions are expected to exist at the end of the project. This section should reflect the changes you hope to achieve from the conditions now existing in Item III.

VIII. Post Project Expectations

Explain what you expect to achieve in the fields of continuation and replication. Will the project cease at the end of the OPG? Is there a plan to continue it and if so, through what organizational entity and how will it be funded?

IX. Evaluation

Describe your plans for annual evaluation.
(For example, what methods will you use to judge change in income for the target group?)

X. Financial Narrative

Describe the resources required in order to carry out this project. This should include cash resources and their sources, commodity inputs, and volunteer work. This section should generally explain the purposes for which the budget will be required.

XI. Budget

List the funds required by sources and purpose for the total project including those funds requested of A.I.D.