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PROJECT ASSISTANCE COMPLETION REPORT  
RURAL DEVELOPMENT MONITORING AND EVALUATION PROJECT

**PROJECT NUMBER 493-0339**

NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT BOARD

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NATIONAL RURAL DEVELOPMENT COORDINATION CENTER

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Project Assistance Completion Report  
Project No. 493-0339

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- Annex 2: M&E System for Rural Development (in Brief)
- Annex 3: List of Trainees

### **Table:**

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- Figure 1 Rural Development Monitoring and Evaluation System as Supported and Improved by RDME Project

## ABBREVIATION

BUCEN	BUREAU OF CENCUS
BOB	BUREAU OF BUDGET
DSS	DECISION SUPPORT SYSTEM
DMIS	DEPARTMENTAL MANAGEMENT INFORMATION SYSTEM
IBRD	INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
IPIED	THE INFORMATION PROCESSING INSTITUTE FOR EDUCATION AND DEVELOPMENT
JICA	JAPAN INTERNATIONAL COOPERATION AGENCY
MOAC	MINISTRY OF AGRICULTURE AND COOPERATIVES
MOI	MINISTRY OF INTERIOR
MOE	MINISTRY OF EDUCATION
MIS	MANAGEMENT INFORMATION SYSTEM
M&E	MONITORING AND EVALUATION
MOPH	MINISTRY OF PUBLIC HEALTH
NRDP	NATIONAL RURAL DEVELOPMENT PROGRAM
NRDC	NATIONAL RURAL DEVELOPMENT COMMITTEE
NRDCC	NATIONAL RURAL DEVELOPMENT COORDINATING CENTRE
NESDB	NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT BOARD
NMIS	NATIONAL MANAGEMENT INFORMATION SYSTEMS
PMIS	PROVINCIAL MANAGEMENT INFORMATION SYSTEM
RTG	THE ROYAL THAI GOVERNMENT
REGP	RURAL EMPLOYMENT GENERATION PROGRAM
RPAP	RURAL POVERTY ALLEVIATION PROGRAM
RDMEP	RURAL DEVELOPMENT MONITORING AND EVALUATION PROJECT
RD	RURAL DEVELOPMENT
USAID	UNITED STATE AGENCY FOR INTERNATIONAL DEVELOPMENT
UNDP	UNITED NATIONS DEVELOPMENT PROGRAM

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**PROJECT ASSISTANCE COMPLETION REPORT**  
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**I. INTRODUCTION**

**1.1. Background**

In 1982, the Royal Thai Government (RTG) initiated a National Rural Development Program (NRDP) as an integral part of the RTG 5th National Economic and Social Development Plan (1982-1986). The NRDP comprised 4 key elements; viz. Water Resources Development, National Security Development in Sensitive Areas for Security Purpose, Rural Employment in Sensitive Areas for Security Purpose, Rural Employment Generation (REGP) and Rural Poverty Alleviation (RPAP). A National Rural Development Committee (NRDC) was set up to formulate policy and to issue guidelines for coordinated implementation. Under NRDC, the Coordinating Center (NRDCC) which was housed in the National Economic Social and Development Board (NESDB), was assigned to assume the secretarial functions.

RPAP was designed to alleviate rural poverty through support of village level projects to meet adequate needs of food and basic requirements of health, education and basic infrastructure in about 12,500 poverty stricken villages of 286 districts located in 38 provinces.

What was considered to be interesting attempts of RPAP were the application of program budgeting approach in its planning process, the demand for stronger coordination among participating agencies to optimize resource allocation and synchronized implementation, and the introduction of target area approach instead of sectoral development approach.

To help finance RPAP implementation during the remaining three years of the Fifth Plan (1984-1986), an external co-financing plan was initiated and materialized in 1984. Under the Plan, the International Bank for Reconstruction and Development (IBRD, or World Bank) would provide a loan of US\$ 50 million to support selected program activities of the Ministry of Agriculture and Cooperatives (MOAC) and Ministry of Interior (MOI). The Japan International Cooperation Agency (JICA) would supply a mainframe computer installation at Thammasart University and terminals at the participating ministries at the cost of about US\$ 2.1 million. The United National Development Program (UNDP) would provide US\$ 0.8 million to support the development of an overall training strategy and detailed

training programs. USAID would finance about US\$ 5 million to support the strengthening of monitoring and evaluation system planned to serve rural development program while RTG contribution would be about US\$ 80.9 million.

It was becoming clearer that to be able to perform a better coordinating function, information and proper monitoring and evaluation system would be needed.

Rural Development Monitoring and Evaluation Project (RDMEP) was appraised at this juncture to develop and strengthen the information feedback and evaluation mechanism for the implementation of RPAP.

It was also expected that after the basic systems for the RPAP were in place, the Project would assist in extending these systems to the whole range of rural development program throughout the country.

## 1.2. Project Original Design

RDME Project was designed to achieve increased efficiency in the planning and implementation for RPAP and a basis for broadened integration of RPAP with other programs into the overall NRDP at the beginning of the Sixth Plan.

### Key activities were:

- o Technical assistance of both expatriate and local to examine the existing M&E systems and procedures, to identify present strengths and weaknesses, and to guide the preparation of work plan and its implementation.
- o Training of both short and long term including the orientation of a broadened range of officials in M&E systems concepts as well as in-depth training in specific system procedures.
- o Supplementation of equipment necessary for the operation of M&E systems such microcomputers, copy machines etc., and
- o Support for operating costs of the M&E systems.

### **1.3. Project Implementation in Early Stage**

The project was materialized in June 1984 by the signing of a loan agreement between RTG and USAID, but the implementation started in August 1985 when the Senior Advisor (Chief of Technical Assistance Team) was in place.

However, the project could not be implemented successfully due to changes in key personnel, TA contracting problems, procedural difficulties all of which lead to the delay in delivery of project inputs. (See details in interim Review).

### **1.4. Interim Review**

A mid-term assessment was carried out (September/October 1986). The basic design, implementation constraints, administrative feasibility, emerging trend in the RTG and implementing agencies were reviewed and the project environment was assessed.

In the course of 4-week review, a 4-number team met with relevant personnel in USAID, NRDCC, IPIED, NESDB, RTG ministry representatives, the BOB and the expatriate technical assistance team. Field observations were conducted in 5 provinces and further meetings were held with ministry representatives and the persons at provincial, district, tambon and village levels.

The review team concluded that the project could not be implemented successfully as designed. Three courses of alternatives were provided.

**Option 1:** Continue As Was

**Option 2:** Terminate

**Option 3:** Re-design the Project

In option 3, it was proposed that some inputs be redirected, others be terminated, with the purpose of strengthening provincial capabilities. In RDME goal and purposes were revised to focus on strengthening M&E by implementing agencies and provincial administrations rather than highly centralized system.

Specific recommendations given were as follows:-

- o 15-20 provinces and 10-15 implementing agencies. Procurement documents should require the capability for maintenance and user training. It would be essential that extensive training, long term operational support and system design accompany the installation of computers.
- o System operations support should be provided to all provinces for the next collection and processing of NRD 2 (c) data only in 1988.
- o The special studies be cancelled.
- o Technical assistance should be phased out by the end of June 1987. The Senior Advisor should focus on selected technical aspects of M&E design, and the Information System Advisor should focus on systems design. No additional long or short term consultants should be hired.

#### 1.5. Project Re-Design

The project was re-designed after the mid-term review. Most of the recommendations of the review team were used in the redesign as reflected in PIL #18. Table 3 provides the project logical framework for the rest of project life.

The modifications (Ref. PIL #18) emphasized the development of Provincial Management Information Systems (PMIS) while recognizing a requirement for continued national level support, i.e. NMIS, DMIS and training programs for staff of 72 provinces on RTG rural development monitoring and evaluation system, microcomputer procurement for ministerial departments and systems operation support. The modification to the project which NESDB and USAID had developed and agreed upon are summarized below.

1. **Technical Assistance.** It was agreed that the expatriate technical assistance contract would continue until September 30, 1987. The TA Team agreed to produce (a) information models for planning, monitoring and evaluation, (b) department information model, (c) impact evaluation model, and (d) advice in the development of PMIS. Thai technical assistance would be provided to assist the expatriate TA Team and the follow-on project activities.

2. **Commodities.** NESDB and USAID agreed to the procurement of almost 41 additional microcomputers to be allocated to 10 pilot provinces selected for the PMIS; 20 departments of cooperating ministries; the RDP Coordinating Units of the MOAC. The procurement of the rest of the microcomputers would depend on the experience gained from the initial 10 pilot provinces. The commodities would include also support for development and adaptation of the system, training, maintenance and operational support.
3. **Operation and Maintenance.** It was agreed that operational support and maintenance of the computer systems procured would be provided for both provincial and national levels.
4. **Special Studies.** Although the assessment team recommended no special studies be funded, USAID and NESDB thought that special studies, if carefully developed, could contribute to achieving the objective of the project. Regional universities would be a primary source of assistance and expertise to carry out the special studies.
5. **Training.** It was agreed by USAID and NESDB that the Project should finance workshops, meeting, conferences, and provincial exchanges to encourage greater utilization of data in decision making at the provincial, district, and village levels.
6. **Systems Operation.** USAID agreed to continue to fund systems operations based upon i) its analysis of the RTG budget allocated for system operation; ii) the RTG's request for additional financial resources to be committed to continue these activities beyond the time of the project assistance completion date (PACD).

The modifications described above form a basis for the detailed plan for the future direction of the project and thereafter the financial work plan for 1988, Ref FY 1988 FINANCIAL WORK PLAN.

## II. PROJECT ACHIEVEMENT

Despite the negative findings of the mid-term review team and numerous implementation problems the project ended with reasonably good achievement. The achievement can be described in terms of **INPUTS, OUTPUTS, THE EXTENT OF ACHIEVED PURPOSE, THE EXTENT OF ACHIEVED GOAL.**

Since the project was designed for the RPAP but could not commence until late in the RPAP life, much of the achievement did not directly contribute to the RPAP, but to the more general Rural Development Program. Table 1 provides the project achievement in comparison with what was expected as described the project logical framework. The achievements are briefly discussed as follows.

### 2.1. Project Achievement Compared to Original Goal 1/

The project was aimed at increased efficiency in the planning and implementation of RPAP and to provide a basis established for broadened integration of RPAP with other programs at the beginning of the Sixth Plan.

As mentioned earlier, the project commencement fell behind schedule, so it did not contribute to RPAP, but to the planning and implementation of NRDP of the Sixth Plan. The information system supported by the Project was used in formulating the Sixth Plan NRDP by locating target areas at all the below average villages and some average villages. Project M&E 2/ was decentralized to implementing agencies rather than centralized at IPIED, which was more appropriate since NRDCC and IPIED role was shifted to inter-ministry coordination. The implementing departments had assigned project directors and project managers to undertake implementation responsibility. It was also proved to be inappropriate to centralize M&E information system due to technical problems incurred in on-line accessibility. With respect to annual planning, NRDCC and IPIED provide printouts of NRD 2C in various formats to implementing departments, provincial offices, district offices and tambon councils. Microcomputers were purchased and installed in 72 provinces and 20 implementing departments. PMIS and DMIS were developed and installed for annual planning and project M&E. However, both PMIS and DMIS need to be further enhanced. The result of all of the completed activities will be more efficient planning and implementation of NRDP activities.

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1/ See also Table 1

2/ See also Figure 2 and compare it with Figure 1; Annex 2

## 2.2. Project Achievement Compared to Original Purpose <sup>1/</sup>

The original purpose was to assist the RTG in developing a phased program to strengthen and institutionalize the rural development monitoring and evaluation system so that it could provide, by the beginning the Sixth Plan period, the reliable information that would be needed for effective management of the Plan's Rural Development Programs.

The project helped improve NRD 2C <sup>3/</sup> in terms of reliability and coverage in such a way that it was used to generate reliable socio-economic information for the Sixth Plan. However, it should be observed that NRD 2C should not be more comprehensive as the reliability and economy would be sacrificed. It was generally agreed to adopt distributed databases rather than single-centralized data base. NRD 2C will be treated as a socio-economic data base, which will be complimented and supplemented by sectoral databases, and can be used to formulate general socio-economic policy at national level, regional level, provincial level and district level. For the detail design of projects, NRD 2C need to be used in conjunction with sectoral databases.

The monitoring and evaluation system was decentralized to responsible agencies, i.e. NESDB/NRDCC for program (macro-level) M&E, ministries and implementing departments for sub-program and project M&E respectively.

For the purpose of development activities, DMIS and PMIS were developed to store annual implementation plan (NRD 5), project requests (NRD 3) so that project tracking and operation target programming can be carried out.

As Management Information systems are developed hand in hand with the improvement in the capability of project managers, decision support systems will need to be developed and incorporated into the DMIS and PMIS.

Also MIS's should be reasonably flexible to allow for different approaches in the formulation of policy and macro-plan. For example, in the time of General Prem's Government the policy and plans were prepared

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<sup>1/</sup> See also Table 1  
<sup>3/</sup> See "NRD2C Evaluation" of CDD, 1987 and compare current NRD2C (1988) with earlier versions (1984 and 1986)

for the whole nation but in the time of General Chartchai's Government the policy and plans were prepared for each region. The emphasis may change from social orientation to economic orientation. The Project-financed MIS graduates would help in designing appropriate decision support systems for policy formulation and macro-planning, be they national or regional.

A number of special studies were designed to help in managing the NRDP. Examples are given below:

1. Mahasarakham Development Program Case Study which revealed how the effective implementation of rural development activities (within the NRDP) were undertaken, and could be adopted in other provinces.
2. Impact Evaluation Study which provided the status of development of rural villages and recommendations for future policy, future plan and implementation.
3. Assessment of PMIS and DMIS training program for microcomputer utilization which provided recommendations for the improvement of related training programs.
4. Utilization of NRD 2C in Planning the Village-level Crop Diversification activities which illustrated the need to have an agricultural database for use in conjunction with NRD 2C.

### **2.3. Project Achievement Compared to Original Expected Outputs**

As indicated in 2.1 and 2.2, the project was designed for RPAP. However the list of expected outputs did not refer to RPAP, but to the details of the M&E system. Most of the expected outputs that could be applied to the NRDP were achieved. Briefly it can be summarized as follows:

- Data collection and flow were refined and revised.
- M&E measurements were refined.
- IPIED continued to produce data outputs to user agencies.
- Evaluation studies implemented by contracted universities.
- Project assessments undertaken by the implementing department and reports submitted to NRDC.

- RPAP assessment was undertaken by Kasetsart University.
- TOR and roles of rural development agencies revised, See Annex 1.
- Long-term academic training completed.
- Short-term technical training completed.

#### 2.4. Project Achievement Compared to Amended Goal

The amended goal was to strengthen rural development planning monitoring and evaluation by provision in information systems that would facilitate decision making.

The project provided one microcomputer system to every province and each of active participating ministry and departments, and PMIS to each province and DMIS to each of the departments. Training on the use of PMIS and DMIS were given to information users and service staffs. However, the decision support models provided in PMIS and DMIS were rather limited in number and will be further provided in the future.

#### 2.5. Project Achievement Compared to Amended Purpose

The amended purpose was to develop and install a database system and decision support systems in NRDCC, pilot implementing agencies and pilot provinces. The indication to this purpose achievement would be to expand the installation of data base systems and DSS in more implementing departments and provinces.

In the course of the project implementation the installation of database system in the pilot departments and pilot provinces was satisfactory and the system installation was extended to cover all 72 provinces and 30 implementing departments.

#### 2.6. Project Achievement Compared to Expected Outputs after Project Amendment

Almost all of the expected outputs were achieved except for the following:

1. How well the report formats generated by DMIS were accepted needs to be found out in the near future since it would be too early to assess at the end of the project.

2. The decision support model for NRDCC was based on the unit cost model and not well articulated to the NRD 2C database and budget database i.e. the model is still an isolated computer program that needs keyed in inputs. More decision support programs need to be developed and articulated to NRDCC-MIS.
3. The guideline for each level of planning is good for the time being. When decentralization is implemented, the guideline will need further amendment accordingly.

### III. FINANCIAL REPORT

#### 3.1. Scope and Type of Expenditures

The financial status at the end of the project illustrated in Table 4 represents only the loan fund, therefore, does not include RTG contribution which is made directly to the project for the cost of duties and taxes incurred from the procurement of commodities and technical assistance and which is made indirectly through regular budget in support of implementation of the project and related activities by all concerned agencies.

The disbursement of the loan fund can be summarized according to the following types of expenditures:-

- 3.1.1. **Commodities Procurement.** A total amount of \$754,437.00 was disbursed for the procurement of 117 microcomputers, 1 computer graphic station and other office equipment.
- 3.1.2. **Commodity Operation and Maintenance.** A total amount of \$255,560.00 was disbursed to the agencies who were recipients of the computer systems procured under the project for the mobilization, operation and maintenance of their computer systems.

- 3.1.3. **Technical Assistance.** An amount of \$251,292.37 was disbursed for the remuneration of the two expatriate consultants and an amount of \$151,062.63 disbursed for the remuneration of the Thai consultant and support staff, thus making a total of \$402,355.00.
- 3.1.4. **Special Studies.** A total amount of \$245,492.00 was disbursed for 12 special studies undertaken on a contract basis.
- 3.1.5. **Training.** An amount of \$838,375.27 was disbursed for the study of 16 officers and MIS training for 9 senior officers in the U.S. and \$479,652.73 disbursed for training within the country on monitoring and evaluation skills and computer system utilization, thus making a total of \$1,318,028.00.
- 3.1.6. **Systems Operation.** A total of \$320,533.00 was disbursed for several activities supportive to the development of the monitoring and evaluation systems, i.e. data collection and processing, MIS development and refinement, etc.

### 3.2. Actual Disbursement Compared to Original Estimate

As illustrated in the attached table of financial status at the end of the project, the total actual disbursement of the project loan fund was accounted to about 66 percent of the original estimate. This was the results of 2 major factors; first, the delay of about one and half years in the implementation of the project due to the long but unsuccessful negotiation process between NESDB and BUCEN, and second, the early termination of expatriate consultants secured directly by NESDB on a personal service contract basis.

In general, the disbursement of project loan funds for the implementation of all project activities, except the commodity procurement and technical assistance, was in the line with the original estimate. The commodity procurement has diverged because of the revisions of the commodity requirement in response to the modification the project as already described. This has resulted in the cancellation of the original local items of commodities and the replacement of the original offshore items by a total of 117 microcomputers for all 72 provinces and related departments and ministries. However, there was no change in the shelf items of commodities. The technical assistance was reduced in both the number and period of service of expatriate consultants due to increased capabilities of the implementing agencies.

#### **IV. PROJECT BENEFICIARIES**

**4.1. Direct Beneficiaries <sup>1/</sup>** - The beneficiaries of the project may be grouped as follows:

**a) NRDCC Personnel**

- 7 Officials were trained at George Washington University, USA and graduated with MSc in MIS
- 3 Officials were trained at BUCEN in M&E Course
- Officials in M&E Section had access to the microcomputer systems could create a database for on-going NRDP project lists and had access to NRDCC MIS for further policy alternative preparation

**b) IPIED**

- 3 persons were trained at George Washington University, USA and graduated with MSc in MIS
- Additional equipment, i.e. computer graphic station

**c) Ministry Officials**

- 2 persons of MOI, 1 of MOPH and 1 of MOAC, were trained at George Washington University, USA and graduated with MSc in MIS
- Planners and coordinators of MOI, MOPH and MOAC had access of the microcomputer system for their works
- 1 person each of MOI, MOPH, MOAC and MOE were trained at BUCEN in M&E Course

**d) Implementing Agency Planners and Service Staff**

- 270 persons were trained by Thammasart University in microcomputer use and DMIS utilization, operator and maintenance

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<sup>1/</sup> See Annex 3 for the trainees' name, position and organization

e) **Provincial Planners and Service Staff**

-- 648 planners and service staff of 72 provinces were trained in PMIS utilization, operation and maintenance

f) **The Bureau of Budget**

-- 1 Microcomputer system

-- 2 persons were trained in USA and graduated with the MSc in MIS

g) **Agricultural Economic Office**

-- 1 Official was trained at BUCEN in M&E Course

**4.2. Indirect Beneficiaries**

As most of the agencies participating in NRDP were strengthened in Planning, monitoring and evaluation it could be expected that NRDP would be better planned and implemented and the Rural Thais would finally benefit from the project.

**V. RECOMMENDATION**

5.1. Frequent get-togethers between project personnel of USAID and RTG are necessary for mutual understanding and coordination. This recommendation is supported by the project outcomes late in the project life in comparison with earlier time outcomes.

5.2. All projects should be accompanied by their logical frameworks and activity charts for evaluation and monitoring.

- 5.3. The rates of honorarium for local experts and specialists required for undertaking special studies should be reviewed. Contracting committees paid was much lower than the market rates, resulting in unaccomplished special studies, namely:

**"Policy Study for Information Technology Utilization and Information Network Design", and**

**Development of DSS for NRDC-MIS"**

- 5.4 The Achievement of RDME should be regarded as the beginning of an information era of rural development management, which should be further enhanced to meet the improved management practices and decision making processes.

The enhancement should be efficiently and effectively undertaken through

- o mobilization and utilization of human resources in the regional academic institutes
- o adaptation of current information technology to its optimum
- o exchange of overseas experience in information technology application

As information systems are being widely developed for most of organizations, duplication in data gathering and incompatibility of the system are inevitable. It is thus strongly recommended to look into establishing a (distributed database) national information network, whereby the duplication would be reduced and efficient information sharing would take place.

## VI. LESSONS LEARNED

A number of lessons were learned in the implementation of this project. Some of these lessons were presented in detail in the mid-term evaluation conducted in November-December, 1986.

1. The NESDB is a policy planning and coordinating body with limited implementation experience. As such, the routine or exceptional responsibilities for implementing a USAID project, albeit a modest one, were new to the staff and resolving these problems caused considerable delays in project implementation. Of special concern were those problems related to procurement of goods and services, budget approval, and modifications to existing plans. These required considerable consultation among government agencies involved in the implementation, and time-consuming negotiations with USAID. The delays which ensued initially caused considerable ill-will and misunderstanding among all responsible parties.

2. Loan-funding of technical assistance. With rare exception, the Royal Thai Government has not borrowed USAID funds for technical assistance. (The only exceptions have been lending for technical assistance from Mississippi State University under the Seeds II project and loan-funding of a two year contract with Hawaiian Agronomics under the ATT project). When negotiations for a Participating Agency Service Agreement (PASA) with the U.S. Bureau of Census broke down early in the project two personal services contracts were signed with U.S. technical assistance. The number of problems which ensued (all of which were new to the NESDB) related to the "benefits" to be provided to expatriate contractors especially those related to having to go to the Cabinet for RTG budget to pay taxes on their behalf, exacerbated an already difficult problem.

3. USAID's active role in implementation. Because the NESDB had limited USAID project implementation experience, USAID perhaps should have taken early on a more active posture in resolving project implementation difficulties rather than the wait-and-see attitude which characterized the early years of implementation. The lesson learned was that a deliberate decision to successfully complete the project implied greater commitment of USAID staff resources and a more active role for project monitoring. The decision made by the top Mission staff to salvage the project and to devote whatever resources were required to successfully complete this project with USAID's most important counterpart organization, paid significant development dividends in the end and earned high marks from USAID's counterparts.

4. Documenting project modifications saves time. After the mid-term project evaluation, USAID and the RTG entered into an extended period of re-negotiation of the project objectives, targets and time-tables. The mutually developed modifications were documented with an extensively negotiated countersigned Project Implementation Letter (PIL) and a new project log-frame. With re-focussed objectives and an agreed upon path signed by both governments, the implementation proceeded more smoothly, with greater cooperation and understanding among implementing agencies. When a USAID audit was done in December, 1988 the value of the re-defined objectives became clear. The auditors uncovered only minor problem areas and had praise, albeit indirect, for the mid-course corrections ratified by the PIL.

5. Grant funds for project evaluation. USAID insists upon periodic project evaluations. Unlike other projects, however, the RDME project was entirely loan-funded, there was no provision of grant funds for project evaluation. The Royal Thai Government, citing precedent of other USAID projects, did not agree to use loan funds to carry-out "USAID's" evaluation. There was significant delay in securing sufficient PD&S funds which were eventually used to conduct the mid-term evaluation. And, since no grant funds had been budgeted there was no final evaluation even if one would have been considered necessary. A lesson learned for USAID Thailand is that loan-funded projects should include sufficient grant funds to carry-out the planned project evaluations so that evaluations can proceed as initially planned.

## VII. REVIEW OF WARRANTIES AND PROJECT COVENANTS

Section 5.1 of the Loan Agreement describes the condition Precedent to Disbursement for the First Disbursement and Section 5.2 describes condition Precedent to Disbursement for Activities other than Technical Assistance and Training.

USAID issued PILs No. 1, 2 and 3 dated September 4, 1984, September 24, 1984 and October 3, 1984 respectively to satisfy all conditions Precedent to Disbursement as submitted by the RTG.

The following describes status of the Project Covenants:

### Section 6.1. Project Evaluation

**Quote:** The Parties agree to establish an evaluation program as part of the Project. Except as the Parties otherwise agree in writing, the program will include, during the implementation of the Project and at one or more points thereafter: (1) evaluation of progress toward attainment of the objectives of the Project; (2) identification and evaluation of problem areas or constraints which may inhibit such attainment; (3) assessment of how such information may be used to help overcome such problems; and (4) evaluation, to the degree feasible, of the overall development impact of the Project. This program will be developed within the first six months of the Project. **End quote.**

The interim project evaluation was completed in November 1986. The Mission reviewed and responded upon the recommendations of the evaluation teams. The agreed upon changes were reflected in the reprogramming of the project. USAID/Thailand issued PIL #18, dated June 4, 1987, describing the agreed upon RDME project modifications. The goal, purpose and output columns in the logframe were revised and objectives and time-frame were refined. These changes resulted in the deobligation of U.S. \$1.0 million. The RDME project was fully successful in achieving the new project purpose as stated in the revised logframe, (see Section II, Project Achievement).

### Section 6.2 Personnel

**Quote:** The Government agrees to establish and fill any additional personnel positions that are necessary to implement the Project, as mutually agreed upon by the Government and A.I.D. **End quote.**

The NESDB entered into two personal service contracts with two expatriate technical assistants at the early stage of project implementation and two Thai technical assistants were hired midway through the project until almost the project completion date to assist in the development of management information system. Four Thai staff assisted in the administration of the project and the project financial management. There was no shortage of personnel in implementation of the project.

### **Section 6.3 Project Costs**

**Quote:** The Government agrees that it will budget for and fund on a continuing basis, beginning in the **third year of the Project** recurrent costs of systems operations, including personnel positions which have been agreed upon by the Government and A.I.D. **End quote.**

The NESDB used their own budget to cover the salary of one accountant at the third year of project implementation. The recurrent costs of systems operation, including personnel positions was absorbed by the Thai government. Each changwat has set up their own budget to cover these costs.

### **Section 6.4 Taxation**

**Quote:** (a) This Agreement and the Loan will be free from, and the Principal and interest will be paid free from, any taxation or fees imposed under laws in effect in Thailand.

(b) To the extent that (1) any contractor, including any consulting firm, any personnel of such contractor financed under the Loan, and any property or transaction relating to such contracts and (2) any commodity procurement transaction financed under the Loan, are not exempt from identifiable taxes, tariffs, duties or other levies imposed under laws in effect in Thailand, the Government will pay the same with funds other than those provided under the Loan.

(c) Details of arrangements implementing subsection (b) may be more specifically provided in Project Implementation Letters. **End quote.**

The Thai government paid all the identifiable taxes for all commodity and service procurement transactions related to the project.

**VIII. POST - DISBURSEMENT REPORTING AND RESIDUAL MONITORING**

As recommend by the auditor, the Mission agreed to monitor the RDME project for two years after the PACD of March 31, 1989. The periodically issued minutes of meetings with the project staff, trip reports and semi-annual progress reports submitted by the project staff will be kept in USAID files.

The project has completed all disbursement within the terminal date of disbursement of December 31, 1989. Therefore, there is no requirement for post-disbursement reporting.

**IX SUMMARY FINANCIAL STATEMENT (LOAN)**

As of December 31, 1989, for the project 6/28/84 - 3/31/89.

<u>Project Element</u>	<u>L O A N</u>			<u>\$ RTG Contribution</u>
	<u>Obligation</u>	<u>Commitments</u>	<u>Actual Expenditure</u>	
1. Commodities	880,107	754,437	754,437	100,760
2. Operation & Maintenance	352,405	255,560	255,560	-
3. Technical Assistance	439,876	402,355	402,355	190,477
4. Evaluation Studies	350,944	245,492	245,492	-
5. Training	1,354,264	1,318,028	1,318,028	-
6. System Operations	600,648	320,583	320,583	-
8. Contingency	<u>1,783</u>	<u>-</u>	<u>-</u>	<u>-</u>
Total obligations	3,980,027	3,296,455	3,296,455	291,237
	=====	=====	=====	=====

NOTE: The uncommitted loan funds, in an amount of \$683,569.97 will be deobligated and be returned to the U.S. Treasury.

RURAL DEVELOPMENT AND EVALUATION PROJECT (No. 493-0339)  
FINANCIAL STATUS AT THE END OF PROJECT

	Original Estimate	Percentage of Total Original Estimate	Actual Disbursement	Percentage of Total Actual Disbursement	Actual Disbursement as Percentage Estimate
1. Commodity Procurement	693,000	13.86	754,437	22.89	108.86
2. Commodity O&M	236,000	4.72	255,560	7.75	108.29
3. Technical Assistance	1,340,000	26.80	402,355	12.20	30.02
4. Special Studies	400,000	8.00	245,492	7.45	61.37
5. Training	1,147,000	22.94	1,318,028	39.98	114.91
6. Systems Operation	927,000	18.54	320,583	9.73	34.58
7. Project Evaluation	100,000	2.00	-	-	-
8. Contingency	157,000	3.14	-	-	-
Total	5,000,000	100.00	3,296,455	100.00	65.93

## Proposed System Amendment and TOR for functions of RD Agencies

### 1. Rationale

Since there are so many agencies participating in rural development activities starting from the preparation of policy alternatives to policy evaluation through program planning, project planning, implementation monitoring and evaluation, each agency's function should supplement and complement others if effectiveness and efficiency are to be achieved.

The Fifth-Plan started integrated rural development activities in the Poverty Alleviated Program, in which the policy was clearly stated, the program and project well designed, implemented, monitored and evaluated.

In the Sixth Plan period, the approach to rural development was changed slightly in a manner that implementing agencies proposed projects and activities in response to the stated policy, resulting in over 200 projects to be coordinated, which was not easy. Budgetary allocation to the sub-programs was based upon a certain percentage increment on the figures of the past year.

To render coordination more efficient and the rural development effort more effective, a system - approach planning is thus proposed, thereby agency functions adjusted accordingly. Also since the national policy, plan, strategies are neither spatially classified, nor sectorally classified, sectoral programs are implemented in both rural and urban areas rural development program should be directed to areas not benefiting from other programs but need to be developed. However, in planning, effect and impact of other programs and routine work plan (public services) must be assessed in order to identify target areas.

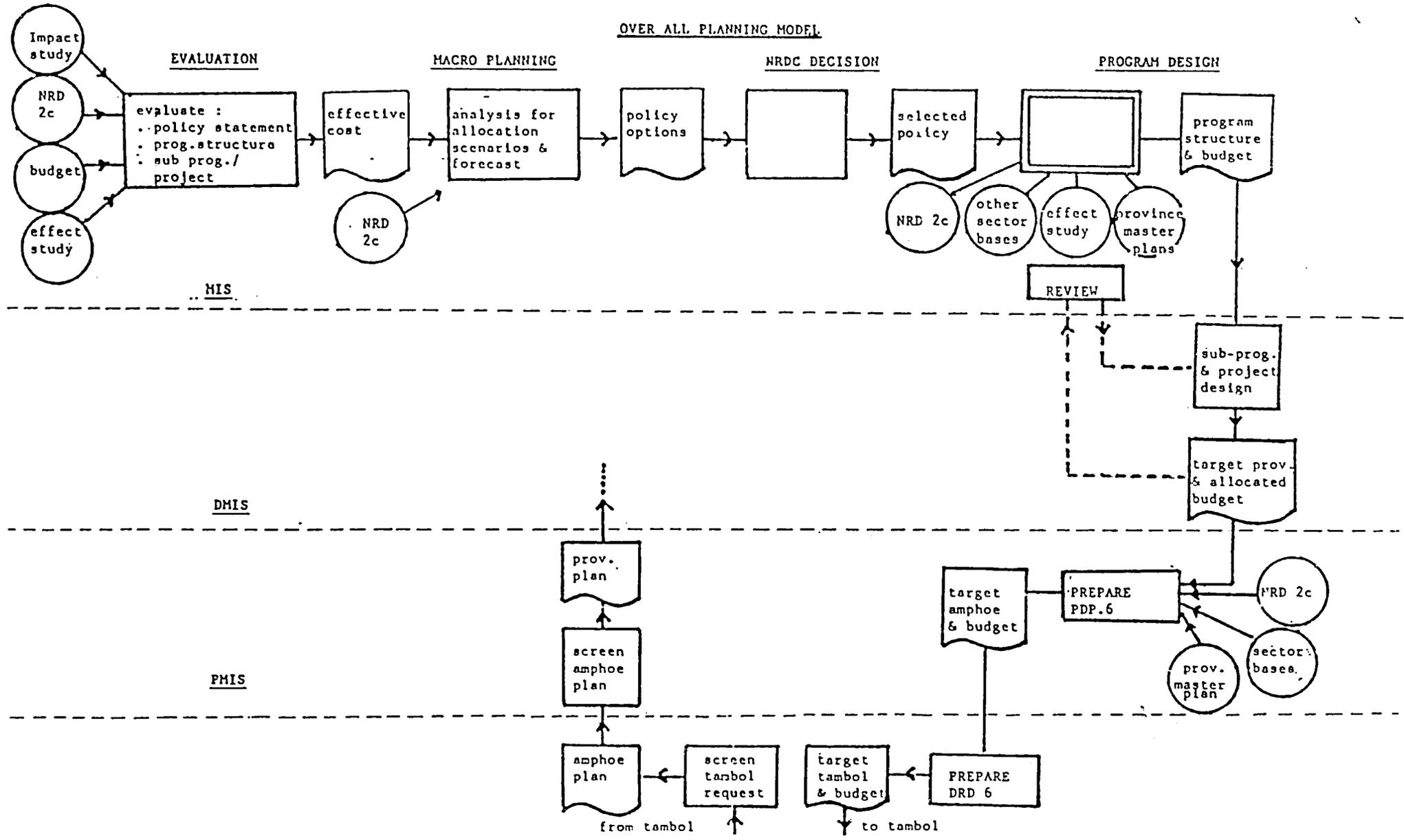
### 2. Proposed System Amendment

The amendment proposed hereunder was based on a system approach "Overall Planning Model" and described below.

The system starts with EVALUATION. Three things that need to be evaluated are POLICY STATEMENT, PROGRAM STRUCTURE AND SUBPROGRAM & PROJECT. Policy evaluation will reveal whether the program intention was met, for example how the well being of rural life was improved by NRDP and other programs like REGP, NGO's etc. Program structure evaluation would reveal whether the projects/sub-programs complement one another and contributing to the same program goal, whether there exists any duplication, whether it needs to combine a number of projects or activities into one project that can be conveniently monitored and adjusted.

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Sub-program/project evaluation though undertaken by the project director (self-evaluation) should also be undertaken on a selective basis by an independent evaluation like NESDB or BOB. IMPACT EVALUATION STUDY should be designed to the objective of POLICY EVALUATION and to cover the assessment of impact by other programs, eg. REGP, NGO's programs. A reliable baseline data is necessary for EVALUATION. A major output from the evaluation is the effective cost of development, for example how much it cost to change one backward village to be an average village. Similarly how much it cost to change an average village to be progressive. MACRO PLANNING follows the EVALUATION Macro planning should use the effective costs generated by the evaluation in preparing policy alternatives, and corresponding budget expenditure proportions. For each policy alternative, the assessment on remaining needs or problems should be provided. NRDC is the unit that decides on behalf of the government which alternative should be selected. The target areas can be viewed either nationally or regionally as appropriate to the government approach. Once a policy is selected by NRDC, it is the responsibility of NRDC and participating agencies to design a program structure (or program layout) that would operationalize the selected policy. The program structure should have an allowance for probable expenditure and contribution of other programs, eg. REGP, and should every well provide a guide line to further project design by implementing agencies. The guide line should cover the program goal, sub program objective/purpose that would contribute to the program goal, the size of budget for each subprogram, the degree of decentralization to provincial units, district units, and tambol units as well the subprogram concepts, in case project design may not exactly adhere to the guideline It should be observed here that this proposition is somewhat different from the current practice for and during the sixth plan in which only general policy, not a program structure, was given to the implementing agencies for project design, resulting in over 200 projects proposed, approved and coordinated by the Sub-committee on Central and Provincial Plan Coordination. SUBPROGRAM AND PROJECT DESIGN is undertaken by implementing agencies. For projects that need more refine information on local realities should not have indepth detail and should leave room to local planners to fill in such detail. For decentralization purpose the implementing agencies should attempt to strengthen their line officials at provincial office to exercise their discription on project details, especially the project sites. The agencies should use aggregated data (provincial fibures) in allocating project budget to each target province. In no case should a project specify village level or tambol level project sites. In principle the project budget should be allocated to each target province in accordance with the proportion of their pertinent paramenters. With this proposed practice the following effect will result.

- Provincial planning based on the program goal and resource optimization
- Provincial planners utilize their knowledge on local realities to respond to the project purpose, the program goal, and NRD policy.
- More efficient coordination since it is done in a systematic and integrated manner, rather than after receiving numbers.
- Reduction of numerous requested projects that can not implemented.
- More effective project since local realities change quicker than the central data base maintenance.

The design of subprograms and projects should be undertake within the PROGRAM STRUCTURE, which will result in minimum duplication and maximum complementation. For the purpose of strengthening local capacity in planning and implementation, a certain amount of budget should be allocated to a project similar to REGP that each tambol council can have any development activities they like. All subprogram and projects mus be accompanied by a work schedule (or REPT chart) for monitoring and a logical framework for evaluation.

SUB-PROGRAM & PROJECT REVIEW is the function of the Sub-Committee on Central Plan and Provincial Plan Coordination or the Sub-Committee on Policy & Plan, if the former is dissolved.

With a clear policy, a clearly set program goal, and clearly set sub-program objectives and allocated budget, it is envisaged that projects proposed by the implementing agencies would very much complement one another and the review task would not be a burben.

The summary of sub-programs and projects, ie. objectives, main feature of activities, target province and allocated resources, and guidelines to implementation should be the content of the so-called Ministerial Policy Framework (NRD 6). This type of content would make the NRD 6 informative. Only general policy statement with some description of activites but without suggested budgetary resources does not encourage provincial planers, as they feel that toplan without knowing resources is just like a dream. An NRD 6 without project allocated budget may lead to either:

- 1) numerours requests, a limited number of which can be funded, or

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- 2) too few requests since provincial planners having been fed up with unresponded requests in the past years would not waste their time in typing requests.

Routine public services, eg health services, education services, agricultural services should not be included in NRD 6. though they need to be known in the NRDP design stage. PROVINCIAL POLICY FRAMEWORK (PD 6) PREPARATION AND OTHER PROCESSES THAT FOLLOW. No amendment is proposed for these processes, except for an emphasis on project budget reallocation to each target district. The provincial policy framework preparation was sometimes malpracticed by deleting NRD 6 details then pass down to all districts without setting target districts and budget to each target district. The argument given was that target districts were not set because provincial planners wanted district planners and tambol council to propose projects which reflects decentralization. Such practice makes project request screening and priority setting difficult. The role of district officials and tambol personal would be to locate areas for project operation since they know local reality better than the provincial officials and central officials. MONITORING AND EVALUATION. With reference to the fundamental concept of monitoring and evaluation, ie. monitoring against calender for problem remedy and evaluation against objectives for future adjustments monitoring and evaluation can be efficiently and effectly improved by having a good plan that has very well goal, objectives, expected output, and the time frame of input and activity. An inappropriately described plan would not form a reference for monitoring and evaluation. M&E are functions of responsible persons, ie. the program director, the project director and the project manager. However, M&E are often undertaken by independent evaluators as well to avoid.

Monitoring can be undertaken by:

- a) reports of field supervisor/manager;
- b) personal field visit, observation and reporting of higher-level officers, eg. provincial inspectors, central inspectors;
- c) personal field visit by one or more of the following :  
the project manager project director, program manager, program director;
- d) one or more means stated above depends on significance of the program or the project.

<sup>1/</sup>  
Evaluation can be undertaken by:

- a) reports of field managers;

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<sup>1/</sup> See also : Impact Evaluation Hand Book (In Thai).

- b) comparison of pertinent data/parameters;
- c) indepth field study;
- d) one or more means stated above depends on significance of the program or the project.

Evaluation may include the analyses for cost effectiveness or cost/benefit. For the rural development programs, NRDC is responsible for policy M&E, and program M&E. NRDC and Ministries are responsible for program structure evaluation. Ministries are responsible for sub program M&E, and implementing agencies are responsible for project M&E

### 3. Proposed TOR for Functions of RD Agencies

3.1 NRDC is responsible for the following activities.

1) NRDP evaluation <sup>1/</sup> in respect of

- # policy
- # program goal, and
- # program structure

2) The preparation of NRD policy alternatives for the sub-committee on Plan and Projects. For instance :

- priority given to either one or more of:
  - # rural problem alleviation by extra public services,
  - # income redistribution,
  - # production and income increment in better-off areas,
- development targeting,
- what proportion of budget to be divided among different sectors, and
- what proportion of budget for each sector to be provided to each region/province

Each participating ministries shall assign one department, either the ministry secretariate or other department,

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<sup>1/</sup> currently practiced

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as currently practiced with one or more officials to represent in the NRDP design team (comprising officials of NRDC and ministry representatives). Their responsibility should include the followings:-

- 1) The design of NRDP, in conjunction with NRDC and other ministry representatives.
- 2) Coordination within his ministry in the design of NRD sub-programs and projects so as to ensure that the project objective would pertinently contribute to the NRDP goal
- 3) Review sub-program and project details in conjunction with NRDC and other ministry representatives and summarize the descriptions of projects in NRD 6.
- 4) Monitoring <sup>1/</sup> of the sub-prgrams and report to NRDC.
- 5) Evaluation <sup>1/</sup> of the sub-programs and report to NRDC.

### 3.3 Implementing Departments (Agencies)

- 1) Evaluation <sup>1/</sup> of their NRDP projects.
- 2) Design of <sup>2/</sup> projects so as to contribute to NRDP goal and NRDP policy and NRDP guidelines.
- 3) Line officials at provincial level, district level and tambol level coordinate <sup>1/</sup> with the same level officials of other agencies in project budget re-allocation and setting project sites or assist tambol councils in locating the project sites as appropriate.
- 4) Screen <sup>1/</sup> and approve project requests or project site, as the case may be.
- 5) Implement <sup>1/</sup> their projects in the field in a coordinating manner with other projects.
- 6) Monitor <sup>1/</sup> their project activities to ensure tht every thing goes well in accordance with the project implementation plan.
- 7) Report <sup>1/</sup> project progress and problems to the respective ministry for remedial actions or for information.
- 8) Other routine assignments. <sup>1/</sup>

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<sup>1/</sup> currently practiced

<sup>2/</sup> Need Improvement by adding a logical framework and implementation schedule for M&E

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#### 4. Observation

In order to distinguish the proposed amendment from the current practice, the following points should be observed.

- 1) NRDC prepare policy alternatives with supporting information for NRDC to decide, rather than preparing policy recommendation.
- 2) Confine NRDP target to rural areas and rural populace not benefiting or not having positive impact from other development programs.
- 3) Confine NRDP projects and activities to those in addition to routine public services. Routine public services, and projects that need feasibility study should not be included in NRDP activities, though their effects need be assessed when designing NRDP projects.
- 4) Each NRDP project should be designed to contribute to NRDP goals and purposes, and should be accompanied by a logical framework and an implementation schedule for clarity and for M&E.

M&E SYSTEM FOR RURAL DEVELOPMENT

(In Brief)

Since rural development involves agencies and officials of many levels, that is :

- policy alternative preparation by NRDC.
- policy selection by NRDC on behalf of the Government
- program design by ministerial representatives and NRDC
- project design by implementing agencies
- project details and operation targets by
  - provincial officials
  - district officials
  - tambol councils and
  - village committee
- implementation by implementing agency personnel (Project Director
  - Project Manager
  - Field Manager
  - Field Supervisor)
- and many times local participants.

monitoring and evaluation is inevitably multi-level. Each-level personel has to carry out monitoring and evaluation as appropriate to their responsibility. For instance : a field manager reports to their superior, project director reports to respective program director and ministries reports to NRDC are steps of monitoring.

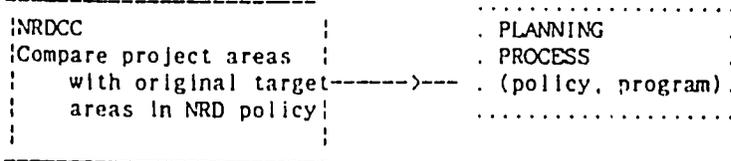
Evaluation is more rigorous. Reports or figure numbers are insufficient. They need to be field checked methodically. Evaluation has to be undertaken in respect of intended objectives (project evaluation), worthness (project evaluation) intended goal (program evaluation), and stated policy (policy evaluation). Evaluation result will be used for future planning. The M&E system has six components as diagrametically given below :

M&E SYSTEM COMPONENTS

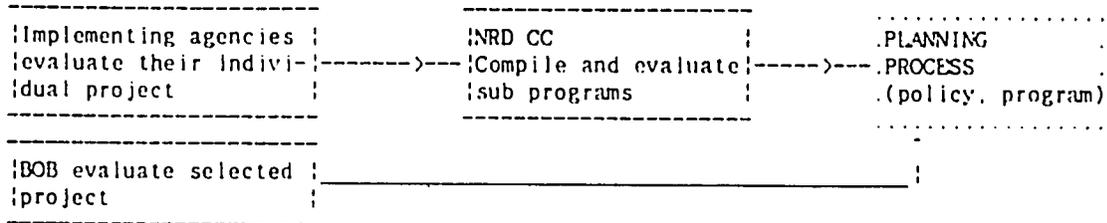
1. IMPACT EVALUATION



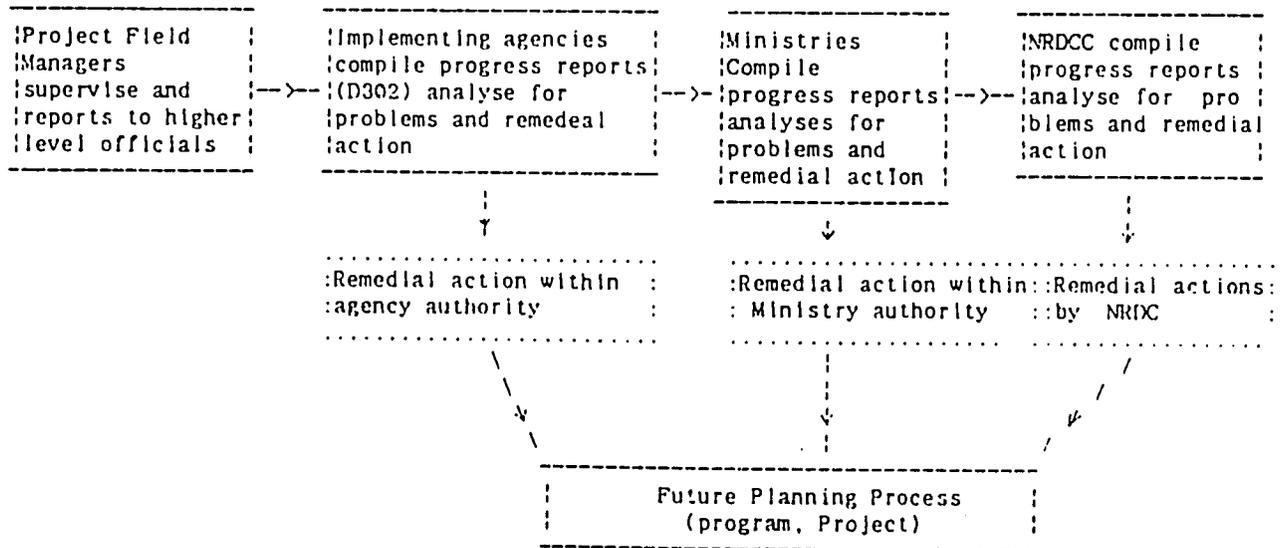
2. OPERATION TARGET PERFORMANCE EVALUATION (OTP)  
(A PART OF POLICY EVALUATION)



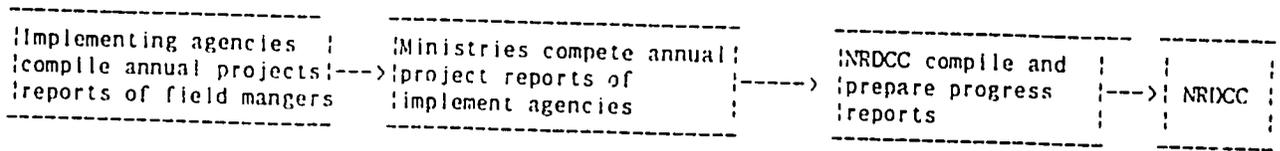
3. PROJECT EFFECT EVALUATION



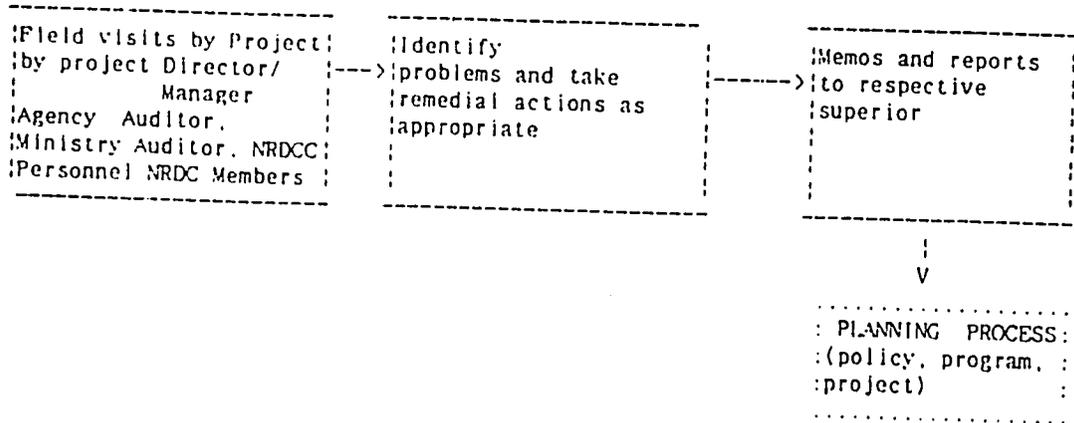
4. TRI-MESTER MONITORING (In respect of budget, expenditure Target output, problems).



5. ANNUAL MONITORING (in respect of budget, expenditure, target output, lesson learnt)



6. FIELD VISITS



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## LIST OF TRAINEES

1. Monitoring and Evaluation Course, ISPC, Bureau of the Census  
March 24 - May 26, 1986)

<u>Name</u>	<u>Position</u>	<u>Organizations</u>
Kitisak Sinthuvanich	Analyst 7	NFSDB
Chittra Wongpanit	Analyst 7	NESDB
Suparat Manmin	Analyst 6	NESDB
Kruapan Srisuphan	Economist 6	Finance Economics Office
Prakob Rakiti	Assoc. Prof.	Teachers' Training Dept. (MOE)
Sadudipon Kranokpirak	Analyst 6	Policy and Planning Office (MOI)
Chatrchai Matachanok	Analyst 6	Permanent Secretary's Office (MOPH)
Banterng Masaeng	Economist 7	Agricultural Economics Office
Pairoj Benjaminon	Researcher 4	Thammasat University

2. Master's Degree Fellowship RecipientsGroup 1 (August 1985 - January 1987)

<u>Name</u>	<u>Position</u>	<u>Organization</u>
Rewadee Thanopanuwat	Analyst 5	Rural Dev. Coordination Div./NESDB
Panya Rangsipipat	Analyst 5	Rural Dev. Coordination Div./NESDB
Anornrat Orapin	Analyst 4	Rural Dev. Coordination Div./NESDB
Ratanavadi Niemwong	Analyst 5	Res. & Info. Services Div./NESDB
Mana Sittikornkul	Analyst 4	Res. & Info. Services Div./NESDB
Chaiyong Mongkolkijngam	Analyst 4	Res. & Info. Services. Div./NESDB
Wandee Khanti	Computer Prog.4	Thammasart University
Waraporn Suchitanon	Computer Prog.3	Thammasart University
Panida Pisankij	Budget Analyst 5	Bureau of the Budget
Montida Ponpanumas	Budget Analyst 4	Bureau of the Budget
Chaninnat Malakring	Analyst 4	Policy and Planning Office (MOI)
Sompong Cherdchal	Admin. Spec.4	Local Administration Dept. (MOI)
Niramol Kiewbua	Economist 3	Agricultural Economics Office

Group 2 (August 1986 - January 1988)

<u>Name</u>	<u>Position</u>	<u>Organization</u>
Pochanee Attarojpiyo	Analyst 4	Rural Dev. Coordination Div./NESDB
Chatrchai Trairatpirom	Analyst 4	Health Planning Division (MOPH)
Saengsom Padungchan	Computer Prog.3	Thammasart University

PROJECT ACHIEVEMENT IN COMPARISON TO ORIGINAL GOAL

ORIGINAL GOAL	ACHIEVEMENT	REMARKS
1) Increased efficiency in the planning and implementation of the RPAP; and	- Not applicable since the project was implemented after the completion of RPAP.	
2) A basis established for broader integration of RPAP with other programs into the overall NRDP at the beginning of the sixth plan	- Not applicable, for the same reason stated above.	However, it should be observed that NRDP in the sixth plan was designed and implemented, in absence of RDME Project, with priority still given to the backward areas (formerly poverty areas)

PROJECT ACHIEVEMENT IN COMPARISON TO ORIGINAL PURPOSE

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ORIGINAL PURPOSE	ACHIEVEMENT	REMARKS
<p>To assist the RTG in developing a phased program to strengthen and institutionalize the rural development monitoring and evaluation system so that it can provide, by the beginning <u>the Sixth Plan period, the reliable</u> information that will be needed for effective management of the Plan's rural development programs.</p> <p><u>Conditions that will indicate the Achievement of this purpose</u></p> <p>1) The existence of effective monitoring and evaluation systems for the Rural Poverty Alleviation Program.</p> <p>2) The institutional capability in the M&amp;E unit of NRDC, and in the IPIED, to a) coordinate ministerial, NRDC and field level M&amp;E functions so that early in the Sixth Plan period the rural development programs are being served by a well-articulated system of M&amp;E; b) provide technical assistance to strengthen and rationalize ministerial M&amp;E functions; c) carry out its assigned responsibilities for general monitoring and evaluation of rural development programs.</p>	<p>1) M&amp;E system for RPAP already existed prior to the Project Implementation and was improved by the project to suit the Sixth NRDP.</p> <p>2a) NRDC continued to coordinate ministerial functions and NRDC function beyond the Fifth Plan. The Sixth Plan RDP's were being served by the system that could be regarded as appropriate, that is NRDC undertook policy and program M&amp;E while ministries and implementing agencies undertook sub-program and project M&amp;E respectively.</p> <p>2b) NRDC continued to provide technical assistance to strengthen ministerial functions by providing microcomputers and contracting Thammasart University to develop a software (DMIS) for management and some evaluation planning functions.</p>	<p>The system for RPAP had IPIED as the centre of data processing and analysis (Fig.1). The System was amended for the Sixth Plan M&amp;E by decentralizing project performance M&amp;E and Project Effect Evaluation to BOI and Ministries and implementing departments respectively. See Figure 2. The amendment was made to suit the functions of each organization, i.e. NRDC &amp; IPIED dealing with the coordination of policy planning program planning and management rather than project and management. It was also found that it was inappropriate to centralize data processing of huge size to data.</p> <p>More technical assistance would be provided within the scope of work of a further project, that is "Adoption of IT: Policy and Application", where by ministerial functions will be further refined and assisted by IT application and by appropriate decision support softwares.</p>

ORIGINAL PURPOSE	IMPLEMENTATION	RESULTS
	<p>2c)NRDCC carried out its assigned responsibilities for general monitoring and evaluation of RDP by means of</p> <ul style="list-style-type: none"> <li>• compiling and analysing ministerial periodic reports and recommended to NRDC for remedial actions if necessary.</li> <li>• continued regular field visit to identify problems and to seek remedial actions at policy level.</li> <li>• operations target programming (OTF) evaluation to see if the policy was correctly implemented.</li> <li>• Indepth impact evaluation through contracted resourceinstitutes.</li> <li>• assisting implementing agencies in undertaking project effect evaluation.</li> <li>• contracting resource institutes to undertake special studies for better program planning, management, monitoring and evaluation.</li> </ul>	<p>Monitoring system will be looked into for the feasibility of duplication reduction and work load reduction by means of microcomputer application with one or two or three unified input monitoring forms at provincial level.</p>
<p>3)Use by the NRDCC, and the ministries and implementing departments, of the information and reports flowing from the M&amp;E systems in the planning and decision making processes of the RPAP;</p>	<p>3) NRDCC used the development status reports (from NRD 2C) in preparing recommendation on annual budget proportion adjustment to the five sub-programs by using the unit cost model</p>	<ul style="list-style-type: none"> <li>• In the near future, a more appropriate model, based on effective development investment figures would be derived from actual expenditure impact evaluation study and project effect evaluation would be used.</li> </ul>
<p>4)A reliable data base on conditions in the poverty districts ofRPAP, and on the programs and projects designed to alleviate those conditions.</p>	<p>4) There already existed a reliable database of the poverty districts and poverty villages prior to the project implementation.</p>	<ul style="list-style-type: none"> <li>• The data base was enlarged to cover all rural villages (50,000 +) by the project. The data base was used to generate information required for the preparation of policy alternatives.</li> </ul>
<p>5)The capability established in NRDCC, with technical assistance from IPIED, to carry out the analytical processes necessary to evaluate the effects and impacts of the RPAP and its sub-program/projects</p>	<p>5) NRDCC could carry out the analytical processes necessary to evaluate the effects and impacts of the RPAP, its sub programs/projects and the subprograms/projects of the NRDP in the 6th Plan period.</p>	<p>However, it had been concluded that analytical processes alone would be insufficient for effect evaluation and impact evaluation. They needed to be verified substantiated or less possibly falsified by</p>

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ORIGINAL PURPOSE	ACHIEVEMENT	REMARKS
6) The roles and responsibilities of the several agencies in the NRDP programs, especially as they relate to the RPAP, clarified and in place.	6) As RPAP was completely implemented before the project commencement, this indicating condition is not applicable. However, the role and responsibility of the RD agencies were being drafted and unofficially proposed to agency representatives in the project committee. The proposition was well received for future planning and implementation.	methodical indepth field-survey. See Annex 1."Proposed System Ammendment and TOR for functions of RD Agencies.
7) Increased capability established at the ministry level to coordinate program planning, project implementation monitoring and effects evaluation among the ministerial departments.	7) Coordination among the ministerial departments existed to a certain level but not at its best. In the Sixth Plan, 200+ projects were proposed to NRDC and grouped in 5 categories (or subprogramms for coordination at provincial and district levels.	An attempt would be proposed to coordinate in systematic approach, i.e. to have a program structure that would form a Framework for project design by departmental agencies.
8) The existence at IPIED of the necessary data processing capability and analytic capacity to record and process the flow of M&E data, and the skills to continue to refine the systems design for production of the required analyses and management information to be used by NRDC and the line agencies.	8) IPIED was capable of data processing and data analysis and providing technical assistance to NRDC and line agencies.  Technical assistance was also provided to provincial planners and implementors who were given computer facilities and PMIS softwares.	
9) More timely and accurate reporting of M&E data by the changwat and amphoes, and the flow of reports back to these units for field-level monitoring systems of the ministries/ departments being more effectively rationalized and coordinated within the overall M&E system.	9) It was reported the D 302 and other project performance reports by changwat and amphoe had been more timely and accurate. However, the feedback was not in-time, while in many cases necessary remedial action did take place.  The monitoring systems of ministries and departments, though had some weakness as indicated in 9), was very well coordinated for higher level reporting.	The system needed to be further improved for timely feed back or downward information flow and expenditures remedial action.  See remarks in 9)

## PROJECT ACHIEVEMENT IN COMPARISON TO AMENDED GOAL, PURPOSE &amp; EXPECTED OUTPUT

AMENDED GOAL	ACHIEVEMENT	REMARKS
<p>To strengthen rural development planning, monitoring and evaluation by provision of information systems that will facilitate decision making.</p> <p>This can be indicated by the conformity of all level plans and the plans serving</p>	<p>NRD2C was evaluated (by CDD) and by TA (field servation) and revised to the requirement of decision makers.</p> <p>The early NRD 2C information system (supported by the Project fund) was used in targetting priority areas for development with acceptable accuracy. The Impact Evaluation Study reports of the four regional universities indicated the rural problems were significantly reduced, especially those related to health and education. Natural resource limitation was the major cause of rural problems.</p> <p>The conformity of all level plans was indicated by the finding that resources were allocated to backward areas more than average areas, where as in progressive areas, private sector was encouraged to participate in production development and marketing</p>	<p>However, as decision support systems (DSS's were somewhat new and needed to be developed and improved as well as decision makers trained on the use of DSS's. Other data bases would be used inconjection with NRD2C base in an automated manner in the future through DSS's</p> <p>See Mid-Plan Assessment Report of NESDB.</p>
<p><u>AMENDED PURPOSE</u></p> <p>To develop and install database system and decision support systems in</p> <ul style="list-style-type: none"> <li>- NRDC</li> <li>- Departments (implementing agencies)</li> <li>- Provinces</li> </ul> <p>This would be indicated by NRDC to expand installation of database systems and DSS in more departments and more provinces</p>	<p>30 departments and 72 provinces were installed with microcomputers, DMIS, and PMIS respectively. The DMIS, PMIS, contained databases and simple DSS's. The DSS's was made simple, let based on logical matching rural areas and project prerequisites in identifying project target area.</p>	

	ACHEIVEMENT	REMARKS
<ul style="list-style-type: none"> <li>- Installation of PMIS in 10 provinces</li> <li>- Installation of MIS 20 agencies.</li> <li>- Installation of MIS in NRDC as would be indicated by the use of MIS in long term policy options and program preparation, and</li> <li>- Report and recommendation on improving manual decision supporting systems.</li> </ul>	<p>NRDC-MIS was not completed due to inability to contract a capable software development group in time. It was thus being developed by NRDC personnel with assistance of TA</p> <p>Installation of PMIS in 72 Provinces Installation of DMIS in 30 agencies</p>	<p>It was expected that NRDC-MIS would be completed later (beyond the project life) and further refined for more acceptability by other participating agencies.</p> <p>More than expected More than expected</p>
	<p>Databases of macro data were loaded on to the NRDC microcomputers. Policy options can be prepared on a simple DSS (Unit-cost Model)</p>	<p>Long-term policy options yet to be prepared. NRDC DSS to be further improved (by effective development cost model, for example)</p>
	<p>Guideline to Ministerial Planning Department Planning Provincial Planning District Planning Tambol Planning</p>	<p>The guidelines were made in conjunction with the assistance of UNDP project.</p>
<ul style="list-style-type: none"> <li>- Indepth study of decision making process, organization of decision makers and design of appropriate PMIS.</li> </ul>	<p>So were prepared and distributed to respective users that all plans would conform to one another.</p> <ul style="list-style-type: none"> <li>- Completed by Thammasart University and provincial planners in 10 target provinces used PMIS in preparing 1989 fiscal year provincial plans.</li> </ul>	<p>However the guidelines would need to be further refined to accommodate future policy on decentralization. Computer softwares would be developed to facilitate planners accordingly.</p>
<ul style="list-style-type: none"> <li>- Indepth study of decision making process, organization of decision makers and design of approval DMIS per 20 agencies.</li> </ul>	<ul style="list-style-type: none"> <li>- Indepth study completed by NRDC personnel DMIS completed by Thammasart University. Whether DMIS report formats were accepted remains to be ascertained.</li> </ul>	
<ul style="list-style-type: none"> <li>- Design of MIS for NRDC.</li> </ul>	<ul style="list-style-type: none"> <li>- Completed but not in an automated form and remains to be further refined to include more sophisticated model for the preparation of policy options.</li> </ul>	
<ul style="list-style-type: none"> <li>- Installation of computer systems in the target agencies, (16) and the target provinces (10) and NRDC</li> </ul>	<ul style="list-style-type: none"> <li>- Completed in NRDC, target agencies, target and target provinces and other 14 and 62 extended agencies and provinces respectively.</li> </ul>	

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Mr.

	ACHIEVEMENT	REMARKS
- Training users of the MIS's	- Completed, and PMIS's were used.	
- Observation on decision making processes in RD and finding for improvement	- Completed	

PROJECT OUTPUTS AS COMPARED TO EXPECTED OUTPUTS STIPULATED IN PROJECT DOCUMENT

EXPECTED OUTPUT	ACTUAL OUTPUT	REMARKS
<p>1) Data Collection and Flow Systematized (All forms and procedures reviewed and refined. Some revised and some terminated. Reporting Frequency reexamined; collection procedures standardized; duplication minimized; compatability enhanced).</p>	<ul style="list-style-type: none"> <li>- 1987 NRD 2C form, procedure, utilization, etc were carefully evaluated by CDD.</li> <li>- NRD 2C collection procedure review, revised and standardized in a manual form. Data collectors are systematically trained.</li> <li>- N 302 was systematically collected and flow direct to BOB for processing and analysis. Reports were provided to concerned agencies.</li> <li>- NRD 3, and 5 forms were unified into one form which provided all necessary information without typing duplication. NRD 3 form with approval result explanation and more detail replace NRD 5. Request tracking and operation target programing (OTP) evaluation could then be done quicker.</li> <li>- PMIS facilitated the preparation of the annual provincial plan by reducing the time spent on typing duplication.</li> <li>- For nation-wide scale of data collection and procedure standardization, reduction of duplication and compatability, the first attempt was successfully made which led to further activities and action.</li> </ul>	<p>Ref. Report on "NRD 2C .....</p> <p>See Figure 2 as compared to Figure 1 , which indicates decentralization of data processing and analysis. It would be possible the future to design a unified project report format that would be used to generate report on budget performance and reports on physical performance, which would reduce duplication of report contents and improve report accuracy</p>
<p>2) Monitoring and Evaluation Measurements Refined and Implemented in the MES (Activities milestones/bench marks reviewed and revised. Performance indicators (output measures) defined, evaluated, revised</p>	<ul style="list-style-type: none"> <li>- An attempt to refine M&amp;E measurement was included in the Impact Evaluation Study undertaken by the regional universities. Changes of indicators to suit regional characteristics and environments were recommended. The recommended changes were considered for implementation in the MES.</li> </ul>	<p>Ref. Report on "Impact Evaluation Study " by CU, CMU, KKU, PSU.</p>

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EXPECTED OUTPUT	ACTUAL OUTPUT	REMARKS
<p>3) Data Analysis and Interpretation Steps Implemented.            ie. IPIED to produce reports of data output and make preliminary implementation, NRDC and other users to analyse results and prepare reports.</p>	<p>* The use of indicators in the Operation Target Programming (OTP) Evaluation was incorporated in PMIS rather than formerly at IPIED alone.</p> <p>IPIED did produce reports on development status, NRDC did further analysis eg - analyses and reports to NRDC for changes in development status            - analyses for recommendation on future adjustment in annual expenditure, based on the degree of problems and unit costs.</p> <p>REF. Report on NRDC-MIS Development</p>	<p>Ref. Report on "PMIS Development and Training " by IPIED.</p> <p>IPIED was prepared to produce reports of other form as requested by NRDC and other user agencies.</p> <p>NRDC was moving towards better budget proportion of annual budget expenditure, based on effective investment costs to be derived from impact evaluation and project effect evaluation. See EPD funded project.            "Information Technology : ____</p> <p>Other user agencies would use more sophisticated analyse of reports by using it inconjunction with additional data of their own sector-databases. See the EDP            "Information Technology : ____</p>
<p>4.RPAP Project Effect Assessments under taken.            Ministries/Departments complete analyses of project effect evaluation.</p>	<p>The Project funded RPAP related studies</p> <ul style="list-style-type: none"> <li>* The Continuation of Project Activities in RPAP Project in Thailand by KU.</li> <li>* Ex-post Evaluation on village level Activities within RPAP by KU.</li> </ul> <p>Ministries/Departments completed analyses of project effect evaluation NRD IA form and other specific forms were used to comple data and processed by IPIED. BOB used D302 to compile data for project performance NRD IA of projects in the Sixth Plan were processed by respective ministries and departments.</p>	<p>Analyses for project effect and project performance were decentralized to implementing departments and ministries and BOB respectively. Those units were given project-funded computers. See Figure 1 and Figure 2 for the changes that reflects decentralization of data processing from IPIED to implementing departments which resulted in fasten proassing.</p>
<p>5)Evaluation Studies Implemented, on the bassess of performance indicator, supplemented by in-depth surveys and information.</p>	<p>The project-produced guideline to Impact evaluation was adopted, ie. performance indicators were analysed surveys of the four regional universities. Village Impact measurement criteria were refined to suit regional characteristics and environments.</p>	<p>The guideline would be further refined so as to arrive at facts and figures required to form a strong and reliable basis for as certaining realistic development investment costs which would then be used as an input to NRDC-DSS for policy alternative preparations.</p>

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EXPECTED OUTPUT	ACTUAL OUTPUT	REMARKS
6) Institution - building steps completed TOR and roles of participating agencies reviewed and revised. (NRDCC IPIED, BOB, FECSC, Ministries/Departments, local units) Long - term academic training in the US undertaken and completed short-term technical training planed schedules and training planned and carried out - changwat and amphoe officials	Recommendations were made for future policy and plan REF. 2) REF. 3) REF. 4) REF. 5)	Being drafted
	No. of Trained Official of 10 pilot provinces :90	
	No. of Trained Official of 17 pilot departments : 144	
	No. of Trained Officials of 62 extened provinces : 432	
	No. of Trained Officials of 7 extended departments :	
	REF. 1) Final Report "Training on Rural Development Infor mation System" Contract No. NRDP 16.	
	2) Final Report "Manpower Develop- ment to Support NRD-MIS operation" Contract No. NRDP 19	

LOGICAL FRAMEWORK FOR RIME-PROJECT

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NARRATIVE SUMMARY (NS)	OBJECTIVELY VERIFIABLE INDICATOR (OVI)	MEANS OF VERIFICATION (MOV)	IMPORTANT ASSUMPTION (IA)
<ul style="list-style-type: none"> <li>- Training users of the MIS's</li> <li>- Observation on decision making processes in RD and finding for improvement</li> </ul>	<ul style="list-style-type: none"> <li>- Completed, and PMIS's were used.</li> <li>- Completed</li> </ul>		
<p>GOAL</p> <p>To strengthen rural development planning, monitoring and evaluation by provision of information systems that will facilitate decision making.</p>	<p>All level plans conform with one another and serve to reduce rural problems.</p>	<p>Evaluation</p>	<p>Decision makers at all levels accept NRD planning system and cooperate in the information systems development.</p>
<p>PURPOSE</p> <p>To develop and install database systems and decision supporting systems in</p> <ul style="list-style-type: none"> <li>- NRDC</li> <li>- Departments (Implementing Agencies)</li> <li>- Provinces</li> </ul>	<p>An approved program by NRDC to expand installation of database systems and decision supporting systems in more Departments (Implementing Agencies) and more provinces</p>	<p>Investigation</p>	<p>No budget constraint or there exist external donors.</p>
<p>OUTPUT</p> <ul style="list-style-type: none"> <li>- Installation of PMIS in 10 provinces</li> <li>- Installation of MIS in 20 agencies.</li> </ul>	<ul style="list-style-type: none"> <li>- Commitment by the provinces that the PMIS will be used in provincial planning.</li> <li>- Use of the MIS in allocation project budget to each target province and in processing project monitoring reports.</li> </ul>	<p>Examination and Observation</p>	<ul style="list-style-type: none"> <li>- Decision makers willingness and participation in development of the MIS's.</li> <li>- IPIED mainframe can produce microcomputer subfiles to meet user needs and specifications.</li> </ul>
<ul style="list-style-type: none"> <li>- Installation of MIS in NRDC.</li> <li>- Report and recommendation on improving manual decision supporting system.</li> </ul>	<ul style="list-style-type: none"> <li>- Use of the MIS in long term policy options and program preparation, and in processing monitoring reports.</li> <li>- A report accepted by Project Administrators.</li> </ul>	<p>Examination and Observation</p>	
<p>ACTIVITIES</p> <ul style="list-style-type: none"> <li>- In-depth study of decision making process, organization of decision makers and design of an appropriate PMIS.</li> </ul>	<ul style="list-style-type: none"> <li>- PMIS report formats are accepted by Provincial planners.</li> </ul>	<p>Workshop</p>	<ul style="list-style-type: none"> <li>- Provincial planners active participate in designing in requirements and output for</li> </ul>

NARRATIVE SUMMARY (NS)	OBJECTIVELY VERIFIABLE INDICATOR (OVI)	MEANS OF VERIFICATION (MOV)	IMPORTANT ASSUMPTION (IA)
- Indepth study of decision making process, and design of an appropriate MIS for 20 agencies.	- MIS report formats are accepted and implemented by agency planners.	Workshop	- Agency planners actively participate in designing output format. There exist contracted programmer.
- Design of MIS for NRDC	- MIS report formats are accepted and implemented by NRDC key personnel	Workshop	- NRDC key personnel actively strongly participate in designing output format. The exist contracted programmers.
- Installation of computer systems in target agencies, provinces and NRDC			- Computer installation in Plan before the end of 1987.
- Training users of the MIS's.	- MIS's can be operated and used.	- Observation	- Training is part of computer purchase.
- Observation and decision making processes in rural development and finding recommendation for improvement	- Report and recommendation	- Comparison of conclusion and observed data.	- Planners provide genuine information.
<b>INPUT</b>			
- NRDC Thammasart contract.	- payment	- Inspection	- Expedition of all parties.
- Effort of W. Exo. S.Exo MIS Team and Chuchart.	- Acceptance of Dr.Sumet and Mr. Palroj	- Interview	- MIS Team's time available i.e. not loaded with other assignment); and shortterm experts available when needed.
- Participation of NRDC key personnel	- NRDC key personnel's monitoring schedule which is adhered to	- Observation	- NRDC Key personnel's time available (i.e. not loaded with other assignments).
- Purchase of computer hardware.	- Contract, RTG acceptance	- Inspection	- No Supply constraint.
- Contracted programers.	- Payment	- Inspection	- USAID will fund.

Note

1) Conceptual Definition

Management Information Systems (MIS) = Decision Supporting Systems (DSS) + Database Management System (DBMS)

2) Physical Components of MIS

- hardware (computer system)
- software : operating system software + application software
- service staff
- database

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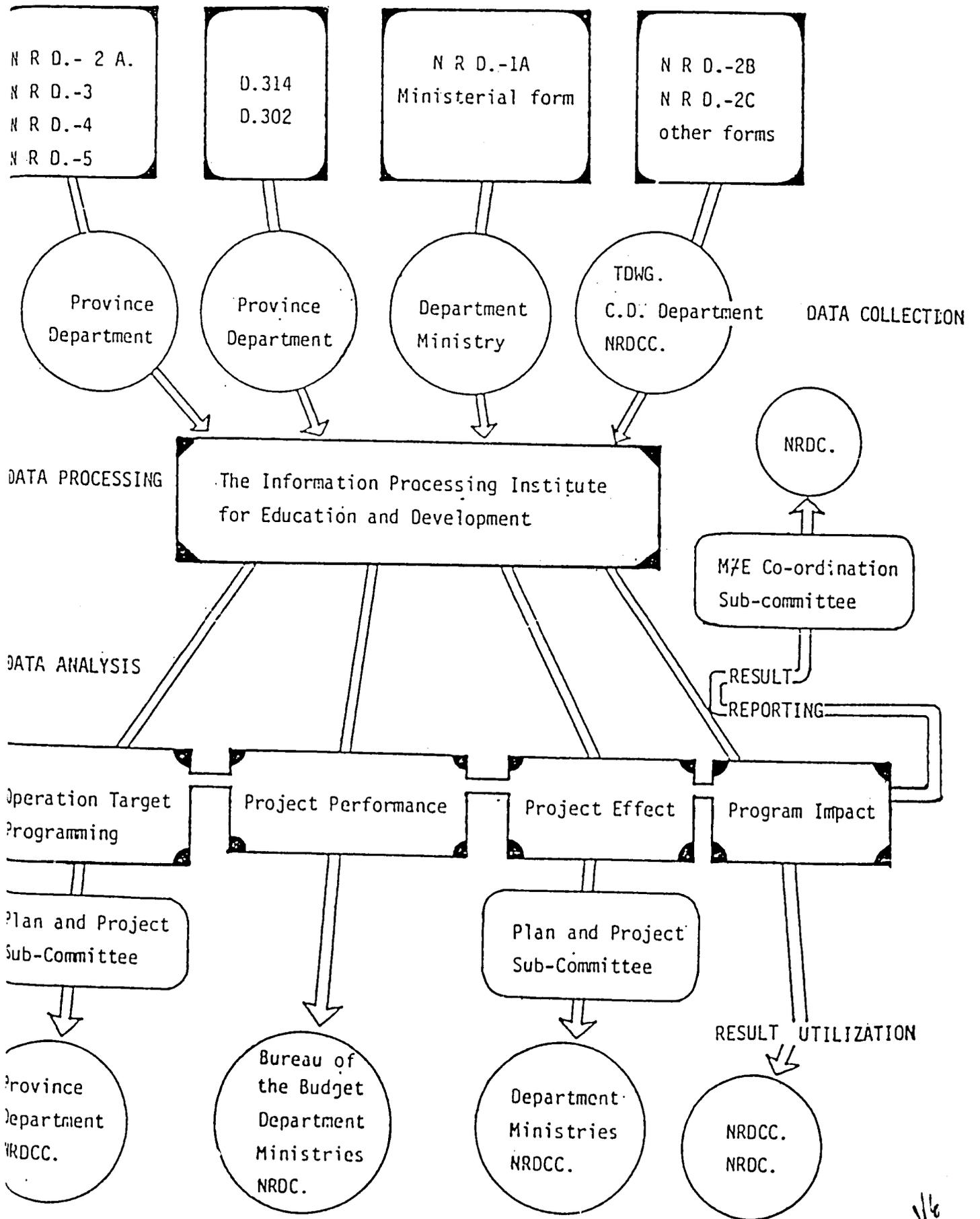
RURAL DEVELOPMENT AND EVALUATION PROJECT (No. 493-0339)  
FINANCIAL STATUS AT THE END OF PROJECT

	Original Estimate	Percentage of Total Original Estimate	Actual Disbursement	Percentage of Total Actual Disbursement	Actual Disbursement as Percentage Estimate
1. Commodity Procurement	693,000	13.86	754,437	22.89	108.36
2. Commodity O&M	236,000	4.72	255,560	7.75	108.29
3. Technical Assistance	1,340,000	26.80	402,355	12.20	30.02
4. Special Studies	400,000	8.00	245,492	7.45	61.37
5. Training	1,147,000	22.94	1,318,028	39.98	114.91
6. Systems Operation	927,000	18.54	320,583	9.73	34.58
7. Project Evaluation	100,000	2.00	-	-	-
8. Contingency	157,000	3.14	-	-	-
<b>Total</b>	<b>5,000,000</b>	<b>100.00</b>	<b>3,296,455</b>	<b>100.00</b>	<b>65.93</b>

FIGURE 1

# Rural Development Monitoring and Evaluation System

FOR THE FIFTH PLAN

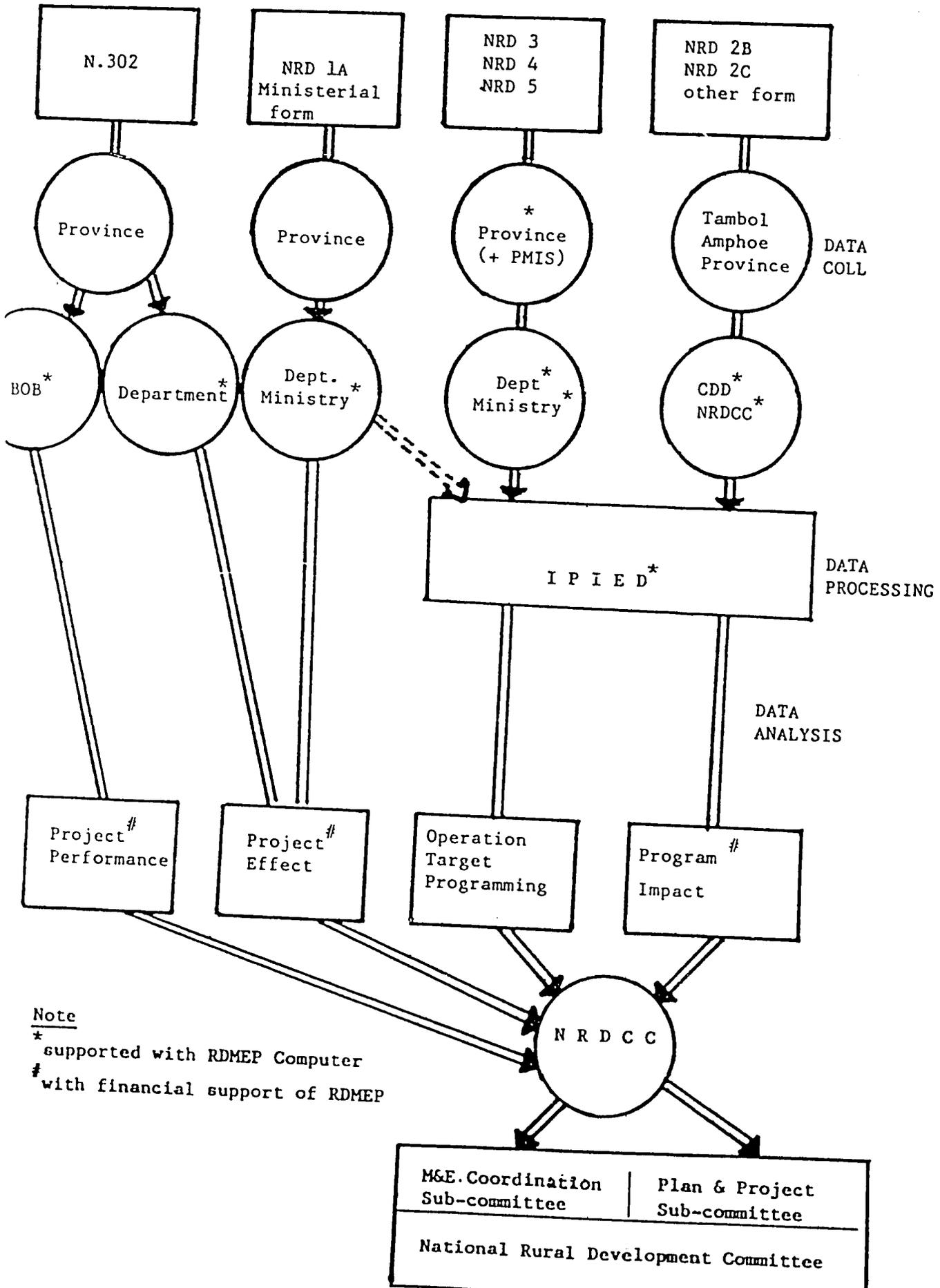


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FIGURE 2

RURAL DEVELOPMENT MONITORING AND EVALUATION SYSTEM

AS SUPPORTED AND IMPROVED BY RDME PROJECT



Note

\* supported with RDMEP Computer

# with financial support of RDMEP



U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
USAID / THAILAND

CABLE: USAID THAILAND

Telex: 87058 RPS TH

Fax: (662) 255-3730

Telephone: 255-3650-9

USAID/THAILAND  
Box 47  
APO San Francisco 96346-0001

International Address:  
USAID/Thailand  
37 Petchburi Soi 15  
Bangkok 10400 Thailand.

ACTION MEMORANDUM FOR THE MISSION DIRECTOR

January 9, 1990

THRU: DD, Steven P. Mintz

FROM: A/TR, David Delgado

SUBJECT: Approval of Project Completion Report:  
Rural Development Monitoring and Evaluation Project

The Rural Development Monitoring and Evaluation Project (AID Project No. 493-0339) was completed on March 31, 1989. AID Handbook 3 requires the preparation of a "Project Assistance Completion Report". Your signature is required to signify acceptance of the project completion report.

Discussion:

The Rural Development Monitoring and Evaluation (RDME) project is one of the Mission's "traditional" project successfully concluded in fiscal year 1989. The attached Project Assistance Completion Report for the RDME project follows the guidance for preparing such reports as contained in Handbook 3, Chapter 14, Appendix 14A.

The RDME project completion report includes, among other things, a brief review of project accomplishments, a statement of lessons learned in implementing the project and the summary of project history. The RDME completion report is divided into two parts. Part one, section 1 through 5 in the table of contents, was prepared entirely by the National Economic and Social Development Board (NESDB) project staff with the assistance of the contract Management System Advisor and the USAID Project Officer. Part two of the RDME completion report, section 6 through 9, which deal largely with USAID matters, was prepared by the Mission Project Officer. The NESDB report was distributed to all distinguished guests during the closing ceremony of the project on April 3, 1989. It is important to note that this is the first time a project completion report has been submitted by the implementing agency.

The Office of Technical Resources has carefully reviewed the RDME project completion report and submits it as an accurate depiction of the project.

Recommendation:

That you signify your acceptance of the Rural Development Monitoring and Evaluation project completion report by signing below.

Accepted: John R. Eriksson

Rejected: \_\_\_\_\_

Date: 1-28-90

Attachment: a/s

Clearances:

PDS/PSD:THammann (draft), 1/11/90

PRO:PTHormann (draft), 1/17/90

O/FIN:DSFranklin (draft), 1/18/90

*NOJ* 1-19-90

TR/ARD:<sup>Th</sup>Thongkorn:cd:1/8/90

*H9*