

PID - PVO CO-FINANCING II - Philippines

1. PID/Evaluation Sequence/What Happened with the PES?

The PID for this Phase II activity was submitted in March 1982 while the evaluation on the first phase was undertaken in August-November 1982. As a result there are issues/concerns in the evaluation which are not dealt with and the PID should be resubmitted.

2. Use of Evaluation Findings

This project is generally similar to the first "basket" PVO project funded by AID in Ghana - Farmers Association and Agribusiness Development (641-0072). The Chief of USAID/Philippines office responsible for the PVO Co-Financing Activity was in Ghana for much of the FAAD project period. It is not clear whether and to what extent the lessons learned under FAAD and in similar activities have been applied/considered in the proposed project. We note several common areas between where issues persist. Several follow

- a) Baseline Data - lack of mechanism by PVO's to collect baseline data which would allow judgment as to success and impact on beneficiaries beyond counting outputs;
- b) Sustainability and Viability - both on institutional and financial grounds once AID grant financing terminates (See p. 23 of evaluation). If one is using PVOs to deliver goods and services to the target group without dealing with these concerns then the issue of whether use of PVO's is the optimal or the efficient way for delivery system is unclear and merits clarification. We submit that criteria for institutional and financial viability need be developed and included in the sub-project approval and implementation process and the data base as to cost efficiency of the delivery system at the project level be tracked at the sub-project level.
- c) Evaluation - The Phase I evaluation notes "weak project design" in terms of unrealistic targets and timeframes, lack of baseline data and adequate evaluation plans." The PID does not address the issues of sub-project evaluation or establishing a data base. Likewise the PID facesheet (See para. 3) does not indicate how the project will be designed. Someone conversant with establishing data bases and in developing evaluation plans should participate in project design. Further, while the PID proposes

\$50 thousand for evaluation, we have no way of finding adequacy at this time. We strongly recommend the Mission develop an evaluation plan with at least two elements. One element would be built into sub-activity grants and the other would be reserved for Mission use to evaluate the project locally and externally.

- d) Goal - the PID does not state a goal for the project. Presumably, the goal is to be the same as the one for the project which preceded this proposed one. The project needs a measurable goal.
- e) Purpose - the PID gives three project purposes. The Mission needs to make up its mind which one is the principal purpose of the project. The other two should be discarded or re-categorized as other elements of a logframe matrix.
- f) Beneficiaries - the PID says the target group of beneficiaries is the lower 50% of the population with per capita income below \$650. Until the project goal and purpose are clarified, it is not clear if this population group or the PVOs should be exclusively targeted as beneficiaries.

Mall *RS*
3/8 *3/9/83*

P.S. These comments were prepared on February 8 but filed & not sent. Hope they are of use for the SPA meeting today. We would appreciate our comments being passed to USAID/panita to help in the design process. Let me know what happens in this regard.

Mall

Date: February 15, 1983

To: AA/PPC, John R. Bolton

Through: AAA/PPC/PDPR, Edwin L. Hullander

From: PDPR/RD, Edward Lijewski

SUBJECT: PPC Issues Paper: Philippines, PVO Co-Financing II(492-0367)

General Information: PID. \$10.0 million, Grant.

Project Review Committee Meeting: Wednesday, February 9, 1983, 9:30 a.m., 3318 NS.

Bureau Executive Meeting: To Be Scheduled.

Date Document Received: February 5th (in PDPR/RD).

PPC Project Review Group: Edward Lijewski, PDPR/RD.

Bureau Issues Paper: Not Yet Received.

1. Synopsis of Project:

The purposes of the project are indicated as:

- a) to strengthen and support established PVOs to enhance their abilities to plan and implement projects;
- b) to help develop indigenous PVOs that register with the USAID;
- c) through these PVOs to reach the rural poor with participatory development programs and innovative, small-scale or pilot activities.

The proposal is an extension and continuation of the FY-80 \$5.0 million Grant-funded PVO Co-Financing I activity. The project would recapitalize a fund from which USAID would make grants to qualified PVOs for specific development subprojects, generally small-scale development activities. Subprojects would be relatively simple in design, easily implemented, consist mainly of local costs, and involve the local or neighboring community.

Subproject proposals would address a range of community development and rural infrastructure concerns. Priority is to be given to subproposals which enhance the capacity to plan and implement development activities, foster employment and income generation, increase the general welfare and participation of disadvantaged groups, and indicate sustainability without U.S. or other outside assistance at the end of the grant period.

Additionally, the proposal would earmark funds for appropriate project design and management training for indigenous PVOs: a) to improve their ability to translate project concepts and ideas into proposals suitable for USAID and/or other donor consideration and financing, and b) to implement and to report on approved projects efficiently and effectively.

The proposal would also provide for two PVO specialists per year for five years to work with USAID-registered as well as non USAID-registered PVOs in the areas of project design, implementation and evaluation, and to organize and provide training to individual PVOs or groups of PVOs in project design, evaluation, budgeting, accounting procedures or other areas as needed.

2. Support for Policy Dialogue With the Host Country. The nature of the project precludes its use other than in an indirect manner to further macro-economic policy dialogue.
3. Involvement of Private Enterprise. PVO activities are an important subset of private enterprise which can address locally-identified development needs by stimulating, mobilizing and assisting individual private initiatives.
4. Support for Institution Building. The proposal provides for institutional and organizational development assistance to indigenous PVOs.
5. Contribution to the Transfer of Technology. Technology transfer is not a specific objective. Nonetheless, USAID experience has shown that PVO activities can both develop and test new approaches to solving development problems, and this consideration will be a key factor in subproject evaluation and selection under the new project.
6. Relevance to Policies: The proposal is consistent with the policy framework outlined for AID-PVO partnership in the Policy Paper on Private and Voluntary Organizations.
7. Relationship to CDSS and ABS: The project is consistent with these.
8. Incorporation of Lessons Learned: The PVO Co-Financing I project was evaluated in mid-1982 and the proposal incorporates and/or acknowledges the findings and recommendations of that exercise.
9. Adequacy of Analyses: Information and data included in the evaluation of PVO Co-Financing I satisfy pertinent analytical requirements.
10. Recommended PPC Course of Action: The proposal conforms to Agency guidance on support for PVO projects and can be endorsed by PPC.

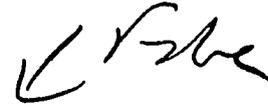
Clearance: PPC/PB, Karen Poe 2-11-85
P DPR/RD, D. Caton

CK gms

March 10, 1983

MEMORANDUM

TO: DISTRIBUTION



FROM : PPC/PDPR/RD, Edward Lijewski

SUBJECT: Philippines PID- - PVO Co-Financing II (492-0367)

FYI, attached please find a copy of PPC's Issues Paper on the subject proposal citing the proposal's consistency with Agency policies, and a copy of detailed comments developed by PPC's Office of Evaluation on evaluation issues raised by the proposal.

These documents are forwarded to you in the event that specific questions and suggestions contained in them, particularly in the PPC/E comments, may be of use and value to the USAID in the elaboration of the final design for the PP and in the implementation of the project itself.

DISTRIBUTION: USAID/MANILA, George Laudato
" " , Richard Rhoda
NE/TECH, Bernard Salvo (Evaluation Team Leader)
ASIA/PD, J. Nussbaum
" " , D. Tiedt

cc: PPC/E, MZak

