

AGENCY FOR INTERNATIONAL DEVELOPMENT  
WASHINGTON, D.C. 20523

492-0367

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MEMORANDUM

March 25, 1986

TO: Distribution

FROM: ~~David Tiedt~~  
David Tiedt, ANE/PD/EA

SUBJECT: PHILIPPINES: Co-Financing II Project Paper  
Amendment (492-0367) Pid-like cable  
Project Committee Meeting

A Project Committee meeting to review the subject document will be held on Friday, March 28, 1986 at 10:00 a.m. in conference room 3320A State Department Building.

Your participation is invited.

Attachment: Pid-like cable, Manila 9478

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- C. ENHANCE THE DEVELOPMENT OF LINKAGES BETWEEN OUR PVO WORK AND OUR PRIVATE SECTOR BUSINESS SUPPORT, EMPHASIZING THE NON-GOVERNMENTAL ASPECTS OF BOTH CHANNELS OF ASSISTANCE; AND

- D. INCREASE THE VISIBILITY OF THE U.S. ASSOCIATION WITH PHILIPPINE NON-GOVERNMENTAL ORGANIZATIONS.

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IN ORDER TO MEET THESE OBJECTIVES, IT WILL BE NECESSARY TO AMEND THE EXISTING PVO CO-FINANCING PROJECT PAPER.

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III. PROJECT STATUS

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PROJECT  
492-0367

E.O. 12356: N/A  
SUBJECT: CO-FINANCING II PROJECT PAPER AMENDMENT

A. REGISTRATION: CURRENTLY, THERE ARE OVER THIRTY U.S. PVOS REGISTERED WITH AID AND THE GOP WHICH ARE ACTIVELY ENGAGED IN DEVELOPMENT ASSISTANCE IN THE PHILIPPINES. IN ADDITION, THERE ARE SEVERAL THOUSAND PHILIPPINE PVOS WHICH DEVOTE THEIR RESOURCES AND EFFORTS TO DEVELOPMENT WORK. TO DATE, OVER 60 PHILIPPINE PVOS HAVE REGISTERED WITH THE USAID AND ARE QUALIFIED TO RECEIVE USG ASSISTANCE.

REF: A) PVO CO-FINANCING II PROJECT PAPER (84)  
- B) STATE 199371 (83)

B. GRANTS TO REGISTERED PVOS: UNDER PVO CO-FINANCING I PROJECT, TEN PHILIPPINE PVOS AND SEVEN U.S. PVOS RECEIVED GRANTS TO IMPLEMENT SUBPROJECTS IN AGRICULTURE, RURAL AND COMMUNITY DEVELOPMENT, ENVIRONMENTAL PROTECTION, PUBLIC HEALTH, LAW AND JUSTICE, AND EDUCATION.

SUMMARY: IN ORDER TO IMPLEMENT THE CHANGES NECESSARY TO MAKE THE PVO CO-FINANCING PROJECT MORE EFFECTIVE, AN AMENDMENT TO THE FEBRUARY 1984 PROJECT PAPER IS NECESSARY. THE TEN MILLION DOLLAR PROJECT WAS DESIGNED TO PROVIDE PVO GRANTS OVER A FIVE YEAR PERIOD. HOWEVER, ALL PROJECT FUNDS WILL BE FULLY COMMITTED AFTER ONLY THREE YEARS. THUS, AN ADDITIONAL DOLLARS 6 MILLION IN GRANT FUNDS IS PROPOSED TO CONTINUE PROVIDING GRANTS TO REGISTERED PVOS DURING FY87 AND FY88. INCREASING ELIGIBLE GRANTEES AND INCREASING THE USE OF INTERMEDIATE INSTITUTIONS ALSO WILL REQUIRE MORE FUNDS. NO PACD EXTENSION IS ANTICIPATED. AID/W IS REQUESTED TO AUTHORIZE MISSION TO PROCEED WITH PP AMENDMENT TO BE APPROVED AT MISSION.

THE TOTAL VALUE OF THE SUBPROJECTS IS 10.85 MILLION DOLLARS WITH THE AID INPUT AMOUNTING TO 6.61 MILLION DOLLARS OR APPROXIMATELY 61 PER CENT OF TOTAL PROJECT COSTS. A COMPREHENSIVE EVALUATION IN 1982 INCLUDING ON-SITE INSPECTIONS OF PROJECT ACTIVITIES BY USAID HAS SHOWN THAT CO-FI SUB-PROJECTS ARE EFFECTIVE AND ARE BEING IMPLEMENTED IN ACCORDANCE WITH AUTHORIZED PURPOSES.

I. PROBLEM

UNDER PVO CO-FINANCING II, IN FY 84, FOUR PHILIPPINE PVOS AND THREE U.S. PVOS RECEIVED GRANTS TOTALING 1.94 MILLION DOLLARS. THE VALUE OF COUNTERPART CONTRIBUTIONS, IN CASH OR IN-KIND, FROM NON-U.S. GOVERNMENT FUNDS IS EQUIVALENT TO 1.23 MILLION DOLLARS. IN FY 85, FOURTEEN GRANTS WERE SIGNED, ELEVEN WITH PHILIPPINE PVOS AND THREE WITH U.S. PVOS. THE TOTAL AMOUNT OBLIGATED WAS 3.56 MILLION DOLLARS, WITH COUNTERPART CONTRIBUTIONS FROM NON-U.S. GOVERNMENT SOURCES TOTALING 1.76 MILLION DOLLARS.

THE TEN MILLION DOLLAR CO-FINANCING II PROJECT ORIGINALLY WAS DESIGNED TO PROVIDE ABOUT TWO MILLION DOLLARS A YEAR IN PVO GRANTS FOR FIVE YEARS. HOWEVER, FUNDS HAVE BEEN USED MUCH FASTER THAN EXPECTED; OVER 5.8 MILLION DOLLARS IN GRANTS WERE MADE DURING THE FIRST TWO YEARS ALONE. FURTHERMORE, EXPERIENCE INDICATES THAT THE ORIGINAL PROJECT PAPER UNDERESTIMATED THE IMPORTANCE OF PRIVATE PHILIPPINE INTERMEDIATE INSTITUTIONS AND DID NOT ANTICIPATE THE PARTICIPATION OF COOPERATIVES. THE ORIGINAL PROJECT PAPER SHOULD NOW BE AMENDED TO ADDRESS THESE PROBLEMS.

C. GRANTS BEING DEVELOPED: AS OF JANUARY 1986, FIFTEEN PROPOSALS, WITH A TOTAL REQUESTED VALUE OF 3.62 MILLION DOLLARS, HAVE BEEN ACCEPTED FOR FURTHER DEVELOPMENT. INITIAL MEETINGS TO DISCUSS ISSUES RAISED BY THE RELEVANT USAID OFFICES HAVE BEEN HELD WITH EACH PVO PROPONENT. SITE VISITS ARE UNDER WAY AND GOP CLEARANCE IS BEING SOUGHT.

II. RATIONALE

THE PURPOSE OF THIS AMENDMENT IS TO ENHANCE THE EFFECTIVENESS OF THE CO-FINANCING PROJECT IN PROVIDING DEVELOPMENT PROGRAMS TO THE RURAL AND URBAN POOR, MANY OF WHOM ARE BEYOND THE MEANS AND REACH OF THE CENTRAL AND LOCAL GOVERNMENTS OF THE PHILIPPINES. THE PROPOSED CHANGES WILL REQUIRE ADDITIONAL FUNDING OF 6 MILLION DOLLARS, FOR A TOTAL LOF FUNDING OF 16 MILLION DOLLARS.

D. TECHNICAL ASSISTANCE: ONE OF THE MAJOR FOCI OF PVO CO-FINANCING II IS TO STRENGTHEN PVO CAPABILITY TO DESIGN, MANAGE IMPLEMENT, MONITOR AND EVALUATE PROJECTS. TWO FULL-TIME CONSULTANTS WORK WITH PVOS ON PROJECT DEVELOPMENT AND ON IMPROVING MONITORING AND EVALUATION OF USAID-FUNDED PVO PROJECTS. THE CONSULTANTS ALSO ORGANIZE AND PRESENT WORKSHOPS, DISSEMINATE WORKSHOP FINDINGS, AND DEVELOP MANUALS WHICH MAY RESULT FROM THE WORKSHOPS. EXAMPLES INCLUDE A "MANUAL ON MONITORING AND EVALUATION OF PVO PROJECTS" AND "WORKSHOP FINDINGS ON WORKING WITH CULTURAL COMMUNITIES IN THE PHILIPPINES". PART-TIME CONSULTANTS HAVE BEEN EMPLOYED FOR SPECIFIC TASKS. FOR INSTANCE, ONE CONSULTANT WORKS IN MINDANAO AND A LOCAL FIRM, URBAN INTEGRATED CONSULTANTS, INC. PROVIDES

THE MISSION HAS FOUR OBJECTIVES FOR THE PRIVATE VOLUNTARY SECTOR:

- A. CHANNEL MORE FUNDS THROUGH LOCALLY BASED PRIVATE ORGANIZATIONS;
- B. WIDEN THE RANGE OF LOCAL PVOS (BOTH IN NUMBER AND TYPE) WITH WHOM WE DEAL;

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FINANCIAL MANAGEMENT SERVICES TO LOCAL PVOS THROUGH SITE VISITS, CONSULTATIONS AND SEMINARS. A MANUAL ENTITLED "FINANCIAL MANAGEMENT REPORTING, ACCOUNTING PLAN AND BUDGETARY SYSTEMS" WAS DESIGNED AND PRESENTED TO EIGHTEEN PVOS WITH ONGOING GRANTS WHO REQUESTED AND RECEIVED THE ASSISTANCE.

IV. EXTENT OF THE PROPOSED AMENDMENT

THE PROPOSED MAJOR CHANGES INVOLVE EMPLOYING A WIDER RANGE OF IMPLEMENTING ORGANIZATIONS TO UNDERTAKE DEVELOPMENT PROGRAMS AND STRENGTHENING THE CAPABILITIES OF PVOS TO ACT AS INTERMEDIATE INSTITUTIONS IN ADMINISTERING DEVELOPMENT PROGRAMS.

- A. THE USAID WILL CONTINUE TO MAKE GRANTS TO PVOS OF THE TYPE DESCRIBED IN SECTION II.5 OF THE PROJECT PAPER FOR THE PVO CO-FINANCING II PROJECT. THE AMENDMENT WILL BROADEN THE DEFINITION OF ELIGIBLE GRANTEEES TO ENCOMPASS A VARIETY OF PRIVATE ORGANIZATIONS INCLUDING THOSE WHICH RETAIN PROFITS AND MAY BE ORGANIZED AS COOPERATIVES RATHER THAN AS CONVENTIONAL PVOS. WHILE THERE IS NO INTENT TO EMPHASIZE COOPERATIVES PER SE, IT IS INTENDED TO INCLUDE SMALL, LOCALLY-BASED ORGANIZATIONS WITH THE POSITIVE CHARACTERISTICS OF GOOD LOCAL PVOS, BUT WHICH MAY HAPPEN TO RETAIN PROFITS OR TO HAVE A COOPERATIVE CHARTER. COOPERATIVES WHICH ARE SPONSORED BY OR OTHERWISE ASSOCIATED WITH GOVERNMENT AGENCIES WILL NOT BE ELIGIBLE.

- B. STRENGTHENING INTERMEDIATE INSTITUTIONS

THE EVOLUTION OF SOME PVOS FROM IMPLEMENTORS TO FACILITATORS AND CATALYSTS PROVIDES AN OPPORTUNITY TO OVERCOME ADMINISTRATIVE AND OTHER CONSTRAINTS INHERENT IN THE PVO CO-FI I PROJECT AND THE EARLY PHASE OF THE CO-FI II PROJECT. WHILE THE PROJECT WILL CONTINUE TO PROVIDE GRANTS TO INDIVIDUAL PVOS INVOLVED IN SMALL-SCALE LOCAL DEVELOPMENT, THERE WILL BE AN ATTEMPT TO INCREASE GRANTS TO REGISTERED PHILIPPINE PVOS WHICH CAN FUNCTION AS INTERMEDIATE INSTITUTIONS. THE ROLE OF INTERMEDIATE INSTITUTIONS IS FULLY EXPLAINED IN KORTEN'S PAPER ON THIRD GENERATION PVO STRATEGIES FOR PHILIPPINE DEVELOPMENT. GRANTS TO PHILIPPINE INTERMEDIATE INSTITUTIONS WILL BE FOR PROGRAMS WHICH ENTAIL A COMMON PURPOSE BETWEEN THE INTERMEDIATE INSTITUTION AND ITS COOPERATING ORGANIZATIONS. IN GENERAL, GRANTS TO INTERMEDIATE INSTITUTIONS WILL FOCUS ON A SPECIFIC PROBLEM (E.G. PRIMARY HEALTH CARE, FOOD PRODUCTION, INCOME GENERATION, ETC.) IN A SPECIFIED AREA OR REGION WITHIN WHICH VIABLE SMALL-SCALE, LOCALLY-BASED NETWORKS FOR LOCAL DEVELOPMENT CAN BE IMPROVED OR ESTABLISHED. THE ROLE OF THE PHILIPPINE INTERMEDIATE INSTITUTION IS TO FACILITATE DEVELOPMENT BY OTHER ORGANIZATIONS AND TO

IMPROVE THE CAPACITIES, LINKAGES AND COMMITMENTS REQUIRED TO RESOLVE THE PROBLEM ON A SUSTAINED BASIS. THE COOPERATING ORGANIZATIONS WILL FUNCTION AS IMPLEMENTING AGENTS. COOPERATING ORGANIZATIONS MAY INCLUDE LOCAL PVOS, OTHER NGOS, PHILIPPINE COOPERATIVES, LOCAL UNIVERSITIES, RESEARCH INSTITUTES, LOCAL GOVERNMENTS, ETC. WHEN A GRANT IS MADE TO AN INTERMEDIATE INSTITUTION, MANAGEMENT RESPONSIBILITY AND FINANCIAL ACCOUNTABILITY WILL REMAIN WITH THE INTERMEDIATE INSTITUTION.

SEVERAL PHILIPPINE PVOS SUCH AS DAVAO PEOPLE'S FOUNDATION, THE ANDRES SORIANO FOUNDATION, THE PHILIPPINE BUSINESS FOR SOCIAL PROGRESS, THE POPULATION CENTER FOUNDATION AND RAMON ABOITIZ FOUNDATION, INC. ARE

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RECEIVING PVO CO-FI GRANTS TO WORK WITH OTHER LOCALLY BASED ORGANIZATIONS TOWARDS ASSISTING DEVELOPMENT IN THE PHILIPPINES. THESE GRANTS HAVE MADE IT POSSIBLE FOR USAID TO WORK WITH A GREATER NUMBER OF GRASS ROOTS ORGANIZATIONS AND REACH A GREATER NUMBER OF BENEFICIARIES. EQUALLY IMPORTANT, THESE GRANTS TO PVOS WHICH HAVE A SYSTEM OF SUPPORTIVE INSTITUTIONAL LINKAGES, HAVE THE POTENTIAL FOR CONTRIBUTING TO MICRO-POLICY REFORM.

V. ADDITIONAL FUNDING REQUIREMENTS

ACTUAL OBLIGATIONS WERE 2.12 MILLION DOLLARS IN FY84 AND 3.69 MILLION DOLLARS IN FY85. POSSIBLE OBLIGATION IN FY86/87 COULD COMMIT THE ENTIRE BALANCE OF THE PROJECT'S AUTHORIZED FUNDING LEVEL. THE ADDITIONAL 6 MILLION DOLLARS IS REQUIRED TO CONTINUE THIS HIGHLY SUCCESSFUL PROJECT THROUGH ITS 5-YEAR LOP. MORE SPECIFICALLY, THIS ADDITIONAL FUNDING WILL BE USED AS FOLLOWS:

- A. PROVIDING ADDITIONAL SUBGRANTS:

INCREASING ELIGIBLE GRANTEEES WILL PROVIDE AN OPPORTUNITY TO CHANNEL FUNDS TO A WIDER ARRAY OF IMPLEMENTING ORGANIZATIONS INCLUDING INTERMEDIATE INSTITUTIONS WHICH WILL MAKE IT POSSIBLE FOR USAID TO REACH A GREATER NUMBER OF BENEFICIARIES.

- B. FUNDS FOR TECHNICAL ASSISTANCE AND RESEARCH: MANY OF THE NEW PVO GRANTEEES INCLUDING SOME INTERMEDIATE INSTITUTIONS WILL NEED TECHNICAL ASSISTANCE.

A LIMITED AMOUNT OF FUNDS WILL BE NEEDED FOR APPLIED AND ON-SITE RESEARCH DIRECTLY RELATED TO PVO SUBPROJECT PROPOSALS AND FOR QUALIFIED PVOS TO UNDERTAKE APPLIED RESEARCH SPECIFICALLY FOCUSED ON THE PRIORITIES OF THE PROJECT, MISSION, OR AGENCY.

- C. TRAINING:

SHORT-TERM TRAINING WILL BE MADE AVAILABLE, ESPECIALLY FOR PVOS THAT MOVE INTO ROLES AS INTERMEDIATE INSTITUTIONS. LONG-TERM IN-COUNTRY TRAINING MAY ALSO BE CONSIDERED. TRAINING MAY ALSO WILL BE MADE AVAILABLE FOR PVOS WITH EXISTING GRANTS. EXPERIENCE GAINED FROM PVO THE CO-FINANCING II PROJECT DURING FY 84 AND FY 85 INDICATES THAT, ALTHOUGH LOCAL BASED PVOS HAVE VERY STRONG TOP LEADERSHIP, THERE IS STILL A NEED TO DEVELOP LEADERSHIP AND MANAGEMENT CAPABILITIES AT THE SECOND TIER.

VI. PROPOSED SOURCES OF FUNDS

- A. GENERAL FINANCIAL PLAN:

WITH THIS ADDITIONAL SIX MILLION DOLLARS, USAID WILL BE PROVIDING 16 MILLION DOLLARS TO THIS PROJECT TO BE USED IN CONJUNCTION WITH NON-U.S. GOVERNMENT RESOURCES IN CASH OR IN KIND EQUIVALENT TO APPROXIMATELY 5 MILLION (U.S. DOLLARS) TO DEFRAY THE COST OF USAID APPROVED PRIVATE ORGANIZATIONS DEVELOPMENT ACTIVITIES IN THE PHILIPPINES. AT LEAST 14.90 MILLION DOLLARS OF THE 16.00 MILLION DOLLARS USAID CONTRIBUTION WILL BE USED TO PROVIDE GRANTS TO PRIVATE ORGANIZATIONS. THIS IS ESTIMATED TO COVER APPROXIMATELY 75 PER CENT OF THE TOTAL COST OF THE SUBPROJECTS FINANCED. IT WILL BE THE RESPONSIBILITY OF EACH GRANTEE TO ACQUIRE NON-U.S. GOVERNMENT RESOURCES TO COVER THE REMAINING COSTS. POSSIBLE SOURCES OF SUPPORT ARE: INTERNATIONAL AGENCIES; PRIVATE U.S. OR OTHER FOREIGN RESOURCES; FOREIGN GOVERNMENTS; COOPERATING GOP

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AGENCIES; LOCAL PRIVATE ORGANIZATIONS; AND THE

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BENEFICIARIES OF THE PROJECTS THEMSELVES.

FIVE-YEAR FINANCIAL BREAKDOWN (000 DOLLARS)				
	ACTUAL OBLIGATIONS		PLANNED OBLIGATIONS	
	FY84	FY85	FY86	FUTURE YEARS
ARDN 103	1,120	2,690	1,172	2,600
HEALTH				
- & POP 104	300	300	1,922	2,000
EHRO 105	300	300	566	600
SDA 106	400	400	530 (1)	800
TOTAL	2,120	3,690	4,190	6,000

(1) THE AMOUNT OF U.S. DOLLARS 1,000 HAS ALREADY BEEN OBLIGATED.

- B. SUMMARY COST ESTIMATE AND FINANCIAL PLAN  
(000 DOLLARS)

SPECIFIC INPUTS:			
	USAID	OTHER DONORS	TOTAL
1. GRANTS TO PVOS	14,900	4,967	19,867
2. PROJECT CONSULTANTS (PERSONAL SERVICES CONTRACT)	450	-	450
3. TECHNICAL ASSISTANCE AND RESEARCH	350	-	350
4. EVALUATION	50	-	50
5. TRAINING	200	-	200
6. OTHER DIRECT COSTS	50	-	50
- TOTAL	16,000	4,967	20,967

VII. SUMMARY OF PROPOSED CHANGES IN PROJECT PAPER:

A. LEVEL OF FUNDING: INCREASE FROM 10 MILLION DOLLARS TO 16 MILLION DOLLARS.

B. INCREASE OF ELIGIBLE GRANTEEES: IN ADDITION TO PVOS, OTHER PRIVATE PHILIPPINE NGOS INCLUDING CERTAIN COOPERATIVES WILL BE ELIGIBLE TO RECEIVE GRANTS.

C. STREAMLINING OF PROCEDURES: SEVERAL PROCEDURAL CHANGES WILL BE CONSIDERED IN PREPARING THE AMENDMENT:

- 1. IN ADDITION TO REGISTRATION REQUIREMENTS FOR PRIVATE VOLUNTARY ORGANIZATIONS, ESTABLISHING PARALLEL, BUT DIFFERENT REQUIREMENTS FOR PHILIPPINE COOPERATIVES.

- 2. REQUESTING NEDA TO WAIVE ITS CLEARANCE OF PROJECTS WHICH ARE FOR 75,000 DOLLARS OR LESS.

- 3. SCHEDULING COMMITTEE REVIEW OF PROPOSALS ON A MORE FREQUENT BASIS.

- 4. HIRING FULL-TIME AND PART-TIME CONSULTANTS AS NEEDED TO PERFORM SPECIFIC SHORT-TERM TASKS SUCH AS WORK TO DEVELOP NEW MUSLIM PVOS.

- 5. SHIFTING PROJECT MONITORING RESPONSIBILITY FROM USAID TECHNICAL OFFICES TO THE USAID OFFICE OF FOOD FOR PEACE AND VOLUNTARY COOPERATION.

D. OTHER CHANGES:

- 1. REVISING THE FINANCIAL PLAN TO REFLECT A REVISED ALLOCATION OF APPROPRIATION CODES. COST ESTIMATES FOR TRAINING WILL BE INCREASED TO PROVIDE FOR TRAINING OF SELECTED PVO LEADERS. COST ESTIMATES FOR TECHNICAL ASSISTANCE WILL BE INCREASED.

- 2. A LIST OF ONGOING SUBPROJECTS FUNDED DURING FY 84 AND FY 85 WILL BE INCLUDED IN AN ANNEX IN LIEU OF THE ILLUSTRATIVE SUB-PROJECTS AS SET FORTH IN THE PRESENT PROJECT PAPER.

- 3. THE DESCRIPTION OF THE PHILIPPINES' ECONOMIC SITUATION WILL BE UPDATED.

VIII. MISSION IS DEVELOPING NECESSARY INFORMATION AND WILL SUBMIT UPON RECEIPT OF AID/W AUTHORIZATION FOR MISSION TO PROCEED WITH PP AMENDMENT. BOSWORTH

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PROJECT COMMITTEE

file

492-0367

ATTENDANCE LIST

DF

COUNTRY PHILIPPINES

PROJECT PVO Co-FINANCING II

PLANNING DOCUMENT PID-LIKE CABLE MANILA 09478

AMOUNT PROPOSED \$ 6.0 MILLION

P C MEETING DATE 3/28/86

NAME OF PARTICIPANT	OFFICE <del>RESIDENCE</del>	TELEPHONE
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