

PDAAA-891-A1

(01)

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PROJECT APPRAISAL REPORT (PAR)

1. PROJECT NO. 520-11-720-185	2. PAR FOR PERIOD: 1/1/71 to 12/31/71	3. COUNTRY GUATEMALA	4. PAR SERIAL NO. 72-4
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5. PROJECT TITLE

DEVELOPMENT PLANNING AND INVESTMENT

6. PROJECT DURATION: Began FY '68 Ends FY '75	7. DATE LATEST PROP January 7, 1972	8. DATE LATEST PIP	9. DATE PRIOR PAR 4-21-70
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10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$ 625.00	b. Current FY Estimated Budget: \$ 148.00	c. Estimated Budget to completion After Current FY: \$ 251.0
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11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME	b. CONTRACT, PASA OR VOL. AG. NO.
Prof. L.B. Fletcher, and W.C. Merrill	Contract No. 1 (Grantee) Contract No. 1 (Grantee)
Joseph Kessler Federico Fahsen	PASA No. LA(HC) 21-71 Contract No. AID-520-312
ERTS	Contract negotiated in AID/W not yet received by USAID.

I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X)			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
USAID	AID/W	HOST		
X			Revise PROP to more clearly define output targets and end of project status (Being revised again as per State 021186 dated 2/7/72)	Completed 1/14/72
X		X	Involve CNPE in the Joint GOG-USAID evaluation committees on the Agriculture and Education sector loans	3/31/72

6

REPLANNING REQUIRED	REVISIONS REQUIRED	<input checked="" type="checkbox"/> PROP <input type="checkbox"/> PIP <input type="checkbox"/> PRO AG <input type="checkbox"/> PIOT <input type="checkbox"/> PIO/C <input type="checkbox"/> PIO/P	E. DATE OF MISSION REVIEW
PROGRAM MANAGER: TYPED NAME, SIGNED INITIALS AND DATE Gerald R. Wein, Program Economist (1/10-72)		MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE Robert E. Culbertson, Director	

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II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS

A. INPUT OR ACTION AGENT CONTRACTOR, PARTICIPATING AGENCY OR VOLUNTARY AGENCY	B. PERFORMANCE AGAINST PLAN							C. IMPORTANCE FOR ACHIEVING PROJECT PURPOSE (X)				
	SATISFACTORY		SATISFACTORY			OUT. STANDING		LOW	MEDIUM			HIGH
	1	2	4	5	6	7	1		2	3	4	
1. Profs. W.C.Merrill & L.B.Fletcher				X						X		
2. Lic. F. Fahsen			X							X		
3. J. Kessler				X			X					

Comment on key factors determining rating

Work of Fletcher and Merrill in CY 71 on Vegetable Marketing Study was very good but of relatively low importance for achieving project purpose. Previous activities and currently planned activities of more importance to project. Fahsen work progressed well but too early to evaluate effectively. Kessler's work was well done but GOG has not followed-up on schedule.

4. PARTICIPANT TRAINING				X										
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Comment on key factors determining rating

Two participants presently nearing completion of 2 year MA program in the U.S. are outstanding. No new participants were sent in CY 1971, but plans were finalized and money obligated for training early in CY 1972 of technicians to interpret satellite data on natural resources.

5. Consultant Services to CNPE financed as "Other Costs"				X									X	
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Comment on key factors determining rating

Local consultants to CNPE performed satisfactorily, but somewhat handicapped by lack of vigorous leadership.

6. COOPERATING COUNTRY	a. PERSONNEL				X										X
	b. OTHER														

Comment on key factors determining rating

Effectiveness of GOG planning agencies was handicapped by lack of continuity of staff - some key staff members in preparation of national 5 Year Plan did not stay to implement it after change of government. National Planning Council (CNPE) began taking stronger role in plan implementation/evaluation and in determining annual investment plans.

7. OTHER DONORS				X								X		
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(See Next Page for Comments on Other Donors)

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II. 7. Continued: Comment on key factors determining rating of Other Donors

U.N. assistance to planning bodies as planned. Valuable assistance was provided to CNPE in defining its role in evaluation of government performance in implementing development plans.

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount)					END OF PROJECT
		CUMU- LATIVE PRIOR FY	CURRENT FY 72		FY 73	FY 74	
			TO DATE	TO END			
Number of academic participants returned and working in GOG planning units. (Training normally 1-2 years at graduate level)	PLANNED	0	0	3	3	3	9
	ACTUAL PERFORMANCE	0	0				
	REPLANNED			0	2	1	9
Short-term training programs to up-grade quality of GOG personnel in planning, evaluation or key implementation of development projects.	PLANNED						
	ACTUAL PERFORMANCE	34	-				
	REPLANNED			7	4	4	53
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	COMMENT:						
1.							
2.	COMMENT:						
3.	COMMENT:						

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**B. Qualitative Indicators
for Major Outputs****Comment:**

1. Under the guidance of the CNPE, implementation of the 1971/75 National Development Plan including continuous analysis of results and refinements of the Plan. The CNPE Secretariat should enter the annual GOG budgeting process and give suggestions for cabinet-level considerations.

The GOG has begun to implement the Plan but has already fallen behind schedule. In an unprecedented move, CNPE evaluated the performance of each Ministry against the 1971 investment budget. The evaluations served as the basis for discussions between the President, the Ministers, and CNPE. This process still needs to be formalized and CNPE must work more closely with the Ministries in the evaluation process.

CNPE has begun to play a role in drawing up annual GOG investment budgets.

2. Continuing modifications of the implementation plans for AID Loan-financed Rural Primary Education and Rural Development program. These modifications should result from the efforts of the CNPE and the relevant ministerial planning units supported by AID personnel.

Comment:

Some modification has been made in the Rural Development program, but revision of these programs has been lacking because of a failure to evaluate them on a timely basis.

3. Financeable plans for a major expansion of public education and rural health efforts for representation to international lenders possibly including AID.

Comment:

Major programs have been initiated in both fields with assistance of AID loans. Future programs will require additional loans from AID or other lenders.

4. Coordination by the CNPE of foreign assistance in Guatemala.

Comment:

CNPE effectiveness in this role has increased but is far from adequate, particularly with reference to technical assistance.

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IV. PROJECT PURPOSE

A.1 Statement of purpose as currently envisaged.* 2. Same as in PROP no

Establish within the CNPE and planning sections of principal government agencies the ability to produce sound and workable development plans and project designs based on adequate evaluation of on-going development programs and consistent with resource availabilities.

B.1 Conditions which will exist when above purpose is achieved	2. Evidence to date of progress toward these conditions
<p>A. CNPE professional staff of 45-50 by end of FY 1975.</p> <p>B. Annual reviews of the implementation of the 5 Year Plan are conducted by CNPE at the Ministerial level.</p> <p>C. National investment budgets reflect priorities established in Plan and GOG capabilities. Investment budget reaches at least \$78 million by 1974 and \$85 million by 1975.</p> <p>D. Planning units will be functioning in the Ministries of Education, Agriculture and Health. These units will prepare (1) technically and economically sound projects at least at the rate required by the Development Plan (as revised), and (2) evaluations of on-going investment projects.</p> <p>E. CNPE will have prepared the 1976-80 national development Plan by June 1975, of high quality as determined by CIAP.</p> <p>F. Planning units in Ministries should reach the following staffing levels by the end of FY 75: Agriculture, 10; Education, 10; Health, 6.</p>	<p>A. Professional staff is now about 35. CNPE is sponsoring the training of several perspective staff members.</p> <p>B. Conducted for first time in 1971.</p> <p>C. The 1972 GOG budget does reflect Plan priorities; 1972 investment budget is \$70 million, but expenditures not likely to exceed \$55 million.</p> <p>D. These units are being staffed-up but are not yet effective.</p> <p>E. Study by F. Fahsen expected to contribute toward quality of plan. Work on plan itself not yet initiated.</p> <p>F. One individual scheduled take Project Planning & Analysis course will join Min. Ag. Planning Unit. Staffs of ref. units now are 8, 8, and 4 respectively, but several of these have other assignments as well.</p>
<p>* As stated in PROP revision dated January 7, 1972; some further revision is planned to incorporate AID/W views.</p>	

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V. PROGRAMMING GOAL**A. Statement of Programming Goal****Goal**

Increased government capacity to fulfill a dynamic role in the development process.

- B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

The GOG is attempting to implement the 5 Year Development Plan prepared by CNPE. If the CNPE and Ministry planning units do an adequate job of project planning, evaluation, and Plan revision, the GOG's ability to provide economic and social services will increase. The implementing ability of the Ministries and the financial capabilities of the GOG constitute other bottlenecks, but these are being addressed through other AID programs and programs of other donors.