

-82-

Sector Analysis Support: Agriculture, Education, Health, Urban

Project Number: 598-15-995-554

NEW PROJECT ^{2p}

Project Targets and Course of Action: To help establish and consolidate in the Latin American countries continuously functioning analytical processes which will provide those countries, A.I.D. and other foreign assistance agencies with the information needed for better allocation of resources in the agricultural, educational, health and urban sectors. The analyses are carried out, and the analytical methodologies are improved and refined as a collaboration between A.I.D. and the Latin American countries. The bulk of the analytical work is carried out in these countries. General guidance, methodological developments, and the dissemination of new techniques for incorporation into the ongoing Latin American analytical processes, is provided by the sector analysis expertise concentrated in Washington. A.I.D., Bureau of Census and Department of Agriculture personnel collaborate daily in providing statistical and analytical services on a flexible hemisphere-wide basis across the four sectors. Occasional contracts with private U.S. and Latin American institutions for data collection, analysis and for experimental activities of significance for methodology are also a part of this project.

Progress to Date: During FY 1973: (1) a sector analysis of Colombian agriculture providing major findings for increasing employment and production, was completed in A.I.D./Washington; (2) an updated and expanded agricultural analysis was initiated in Colombia; (3) the first stage of an agricultural sector analysis was concluded in Honduras; (4) an education sector analysis was begun in Ecuador; (5) tabulation and organization of education data for analysis was completed for El Salvador, Guatemala, Ecuador and Colombia.

-82-

FY 1974 Program: Intensive expanded Washington Support will be required for the two major A.I.D./Washington activities: Health Sector Analysis Colombia and Education Sector Analysis El Salvador.

Guidance and assistance will be provided by A.I.D./Washington officials and other U.S. Government agencies, to carry out limited support for: (1) an expanded analysis of the agricultural sector in Colombia; (2) an agricultural sector analysis in Ecuador, and Honduras; (4) an education sector analysis in Ecuador; (5) the development of an education data base for sector analysis in various Latin American countries.

The planned expenditures are almost entirely for U.S. technicians. The 25 long-term personnel will be: a) 2 PASA supervisors or chiefs; b) 2 secretaries; c) 4 agricultural economists; d) 5 social science/statistical analysts; e) 5 system analysts/computer programmers; f) 3 statistical examiners; h) 4 statistical clerk-typists. The estimated 8 short-term personnel will be drawn from these same specialized fields, as needed. Five of the short-term USDA personnel are engaged in exploratory work on the export component of sector analysis. This activity may develop into a separate project in FY 1975. In addition, we are planning to develop a new PASA arrangement with HEW for health sector planning.

Annual Budget
Submission FY 77
LA Regional

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PD-AAC-464
39

8p.

Sector Analysis Support

A) Project Target and Course of Action

This activity helps (a) to develop and test analytical methods to provide Latin American countries and AID with information needed to better allocate resources in key development sectors, e.g. agriculture, education and health, (b) to incorporate methodology so developed into the planning processes of Latin American governments and AID, and (c) to carry out analytical work at the sector level. Guidance and information on new techniques are provided by personnel based in Washington. Bureau of Census, Department of Agriculture and contract personnel provide statistical, computer and subject matter services.

B) Ongoing Sector Analysis Activities

1) Guatemala Small Farm Credit Analysis

In early 1974, a survey of some 1600 farms was carried out for the purpose of evaluating the impact of credit on agricultural production, income and employment. The bulk of the work of analyzing the data is completed and a document specifying major findings will be distributed momentarily. In summary, it was found that credit receiving farmers did better than farmers similarly situated but without credit, that the magnitude of the difference between those who received and those who did not receive credit was greatest for the smallest farmers and that the major sources of the superiority in the performance of credit receiving farmers were changes in crop mix, acquisition of land and more intensive use of land already available in the farm. USAID/Guatemala recently submitted a PID for an FY 77 loan which is a direct outgrowth of the analytical findings.

2) El Salvador Education Analysis

This analysis is attempting to identify which types of schools, which levels of the educational system and which regions of the country do best (and worst) from the perspectives of efficiency (relationship between cost and educational results), relevance (the contribution of education to achievement of national goals) and access. Additionally, attempts will be made to isolate the factors which contribute to good and bad performance in order to determine what kinds of programs should be emphasized and deemphasized.

Data collection activities (examinations for students in several grades and subjects, household surveys, surveys of school facilities, etc.) have been completed, and the data has been processed. The first major analytical document is scheduled for completion by December 31. The GOES expects to use this report extensively in preparing a ten year education plan.

Institutionalization of the analytical process is as important an objective of this analysis as are the findings themselves. Accordingly, the Ministry of Education in El Salvador has expanded an analytical unit with whom we are working very closely.

3) Colombia Health Analysis

A linear programming model is being developed to assist the Government of Colombia to allocate resources to and within the health sector in a manner consistent with the objective of improving health states to the greatest extent possible. For this purpose, it will be necessary to conduct extensive morbidity and health care surveys. Work on preparation for the surveys is behind schedule. An evaluation of the effort is scheduled for September in part to determine why and, if appropriate, to suggest remedial measures.

4) Educational Data Reports

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11/5/80
C. J. ...

To facilitate analysis, comprehensive reports have been prepared for El Salvador, Panama, Guatemala, Nicaragua and Ecuador. Two others, for Mexico and Colombia, are in process. These reports, include inter alia data on population by age, sex, and rural or urban location, school enrollment by level, region and specialization, physical data on teachers, budgets, costs, and social welfare services.

A workshop to discuss the usefulness of the reports has been discussed.

C) Proposed Sector Analysis Activities

1) Bolivia Farm Policy Analysis

A proposal for an analysis similar in some respects to that previously undertaken in Guatemala has been prepared. If undertaken, the analysis would involve a) a survey of some 2000-3000 farms to obtain data on production practices, output, income, and labor, capital and land use and availability, b) quantification of the differences in performance among different kinds and sizes of farms as well as between farms with similar characteristics, but located in different parts of the country, c) attempts to "explain" observed differences and d) recommendations designed to improve favorably upon production, income and employment objectives.

2) Bolivia Nutrition Study

A proposal has been prepared for a study designed to measure relationships between nutritional status and socio-economic characteristics, to identify those groups with the greatest incidence of malnutrition (specifying the type of malnutrition in each instance) and to suggest remedial measures for AID and host country consideration. It is hoped that this effort will be useful in helping to focus a planned FY 77 nutrition loan on areas of greatest need.

Data for this study has already been gathered (by the Ministry of Campesinos and Agricultural Affairs and Utah State University). The tasks of editing and analysis remain to be done.

3) Further Work in Guatemala

In early July, seminars were held in Guatemala to discuss the findings of the aforementioned agricultural credit study with the GOG and USAID. Draft copies of the document describing the results of the analysis (in Spanish) were distributed approximately three weeks in advance. We were impressed by how thoroughly GOG participants had read and digested the material and by their willingness to give credence to findings which point to strategies very different from those they have been pursuing. GOG representatives also

expressed considerable interest in obtaining assistance for the purpose of institutionalizing the sector analytical process for agriculture. We are discussing possibilities with the GOG and the Mission.

*Review
of
the
analysis
is
needed*

4) Dominican Republic Agriculture Sector Analysis

A proposal for this analysis is in draft form. As presently conceived, micro and macro models would be developed concurrently. Plans for the latter still need to be specified. The micro effort would involve a farm level survey, attempts to quantify and "explain" observed differences in performance between different farm groups (in a manner akin to what was done in Guatemala), building of representative farm linear programming models for various regions and the linking of the models into a sector-wide model. These latter steps are useful for the purpose of determining the impact on objectives (farmer income, production, exports, employment, day labor income, etc.) of the various policy instruments available to the government, particularly price policy (including foreign exchange premiums, product prices and subsidies, input prices, wages and interest rates).

D) Short-term Activities

This year as last funds from the Food and Nutrition and Education and Human Resources Appropriations (\$200,000 and \$75,000 respectively) are budgeted to assist missions with a variety of short-term tasks in conjunction with the development of programs. These include preparing, implementing and updating assessments, and loan and grant project identification and design. The amounts budgeted for these kinds of activities for the Interim Quarter and FY 77 are as follows:

	<u>IQ</u> <u>(\$000)</u>	<u>FY 77</u> <u>(\$000)</u>
Food and Nutrition	50	200
Education and Human Resources	35	80

PROJECT NAME Sector Analysis Support
 PROJECT NUMBER 598-15-995-554
 APPROPRIATION Multiple

INITIAL OBLIGATION FY 1974
 FINAL OBLIGATION Continuing
 TOTAL COST N/A

DATE LAST PAY None
 DATE NEXT PAY None

U.S. DOLLAR COST (IN THOUSANDS)

	FY Obligations	FY Expenditures	Unliquidated as of:	FY 1976 & Interim Quarter Obligations by Cost Component/ROI									
				Cost Component		Direct Hire		Contract		PASA		Total	
				'75	IQ	'76	IQ	'76	IQ	'76	IQ	'75	IQ
Actual FY 1975	1004	503 ^{1/}	6/30/75 896 ^{1/} inc. prior year funds	U.S. Tech.				75	35	1056	265	1131	300
Estimated FY 1976	1131	1957	6/30/75 70	Local & Ten. Participants									
Estimated Interim Qtr.	300	300	9/30/75 70	Commodities									
Proposed FY 1977	1136	1136	7/30/77 70	Other Costs									
				Total				75	35	1056	265	1131	300

Contract/PASA Funding Periods

Name of Contractor	FY 1975 Obligations	FY 1976 Obligations	Interim Qtr. Obligations	FY 1977 Obligations	On Board Personnel				
					6/30/1975	6/30/1976	9/30/1976	9/30/1977	
Period BuCen	FY 1975	FY 1976	IQ	FY 1977	Direct Hire				
Amount	575	642	161	642	PASA	33 ^{2/}	33 ^{2/}	33 ^{2/}	33 ^{2/}
					Contract Participants	1	3	3	3
					ST				
					LT				
Period USDA	FY 1975	FY 1976	IQ	FY 1977					
Amount	406	414	104	414					
5 PSCs	23								
3 Consultants		75	35	80					

1/ Expenditures are substantially understated due to improper accruals. Likewise, the unliquidated balance is overstated.

2/ Includes 5 part-time employees plus 2 others whose salaries are shared by several bureaus.

PROJECT NUMBER 598-15-995-554
 APPROPRIATION Food & Nutrition

FINAL OBLIGATION Continuing
 TOTAL OBL. N/A

DATE LAST IAB None
 DATE NEXT IAB None

U.S. DOLLAR COST (IN THOUSANDS)

	Obligations	FY Expenditures	Unliquidated as of:	FY 1976 & Interim Quarter Obligations by Cost Component/FOI							
				1/ Cost Component		Direct Aid		Contract		Total	
				'76	IQ	'76	IQ	'76	IQ	'76	IQ
Actual FY 1975	550	215 1/	6/30/75 549 inc. prior year funds	U.S. Tech.				671	184	671	184
Estimated FY 1976	671	1170	6/30/75 50	Local & Ten. Participants							
Estimated Interim Qtr.	84	184	9/30/75 50	Commodities							
Proposed FY 1977	735	735	9/30/77 50	Other Costs							
				Total				671	184	671	184

Contract/PASA Funding Periods

Name of Contractor	FY 1975 Obligations	FY 1976 Obligations	Interim Qtr. Obligations	FY 1977 Obligations	Contract/PASA				
					6/30/1975	6/30/1976	9/30/1976	9/30/1977	
Period BuCen	FY 1975	FY 1976	IQ	FY 1977	Direct Hire				
Amount	155	257	30	321	PASA	33 2/	332/	332/	332/
					Contract Participants				
					ST				
					LT				
Period USDA	FY 1975	FY 1976	IQ	FY 1977					
Amount	395	414	104	414					

1/. Expenditures are substantially understated due to improper accruals. Likewise, the unliquidated balance is overstated.

2/ Includes 5 part-time employees plus 2 others whose salaries are shared by several Bureaus.

PROJECT NAME Sector Analysis Support INITIAL BUDGETED BY 1974 FUND PRO. / DIVISION Exempt
 PROJECT NUMBER 598-15-995-554 FUND ORIGIN Continuing DATE LAST FBR None
 APPROPRIATION Education & Human Resources TOTAL COST N/A DATE NEXT FBR None

U.S. DOLLAR COST (IN THOUSANDS)

	FY Obligations	FY Expenditures	Unliquidated as of:	FY 1976 & Interim Quarter Obligations by Cost Component/FOI									
				1/ Cost Component		Direct Hire		Contract		PASA		Total	
				75	76	76	76	76	76	76	76	76	76
Actual FY 1975	341 1/	288	6/30/75 234 inc. prior year funds	U.S. Tech.			75	35	257	49	332	84	
Estimated FY 1976	332	546	6/30/75 20	Local & Ten. Participants									
Estimated Interim Qtr.	34	84	9/30/76 20	Commodities									
Proposed FY 1977	273	273	9/30/77 20	Other Costs									
				Total			75	35	257	49	332	84	

Contract/PASA Budget Periods

Name of Contractor	FY 1975 Obligations	FY 1976 Obligations	Interim Qtr. Obligations	FY 1977 Obligations	Contract/PASA Budget Periods					
					6/30 1975	6/30 1976	9/30 1976	9/30 1977		
Period BuGer	FY 1975	FY 1976	IQ	FY 1977	Direct Hire					
Amount	307	257	49	193	PASA	25 2/	252/	252/	252	
					Contract	1	3	3	3	
					Participants					
					SI					
					LI					
Period USDA	FY 1975	FY 1976	IQ	FY 1977						
Amount	11									
5 PSCs	23									
3 Consultants		75	35	80						

1/ Expenditures are substantially understated due to improper accruals. Likewise, the unliquidated balance is overstated.
 2/ Includes 5 part-time employees plus 2 others whose salaries are shared by several bureaus.

U.S. DOLLAR COST (IN THOUSANDS)

	FY Obligations	FY Expenditures	Unliquidated as of:	FY 1976 & Interim Quarter Obligations by Cost Component/FOI							
				Cost Component	Direct Aid	Contract	PASA		Total		
				75	76	76	76	76	76	76	76
Actual FY 1975	113	0 <u>1/</u>	6/30/75 1131/ inc. prior year funds	U.S. Tech.				128	32	128	32
Estimated FY 1976	128	241	6/30/75 0	Local & Ten. Participants							
Estimated Interim Qtr.	32	32	9/30/76 0	Commodities							
Proposed FY 1977	128	128	9/30/77 0	Other Costs							
				Total				128	32	128	32

Contract/PASA Budget Periods

Name of Contractor	FY 1975 Obligations	FY 1976 Obligations	Interim Qtr. Obligations	FY 1977 Obligations	On Person Personnel				
					6/30/1975	6/30/1976	9/30/1976	9/30/1977	
Period BuCen	FY 1975	FY 1976	IQ	FY 1977	Direct Hire	No.			
Amount	113	128	32	128	PASA Contract Participants	152/	152/	152/	152/
Period					SI				
Amount					LI				

1/ Expenditures are substantially understated due to improper accruals. Likewise, the unliquidated balance is overstated.
 2/ Approximate number of Bureau of Census RSSI personnel to be involved in health analytical work

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Country: LATIN AMERICA REGIONAL

CONTINUING ACTIVITY

Table IV

TITLE Sector Analysis Support		FUNDS Various	PROPOSED OBLIGATION (In thousands of dollars)		
NUMBER 598-0554		PRIOR REFERENCE Latin America Programs, p. 352	FY 78	1,030	
GRANT <input checked="" type="checkbox"/>	LOAN <input type="checkbox"/>	FY 1977	INITIAL OBLIGATION FY 1974	ESTIMATED FINAL OBLIGATION FY Continuing	ESTIMATED COMPLETION DATE OF PROJECT FY Continuing

Purpose: To provide Latin American countries and A.I.D. with information needed to better allocate resources in key development sectors, and develop and test methods for carrying out analytical work at the sector level.

development of the agriculture sector as a whole.

Functioning analytical planning units have been established in El Salvador (Ministry of Education), the Dominican Republic (Agriculture) and Colombia (Agriculture). Numerous documents describing techniques developed have been produced to facilitate carrying out sector analyses by Latin American Governments.

FY 1978 Program: U.S. personnel will support sector analytical work in agriculture, nutrition, health and education, including analyses in the Dominican Republic, Bolivia and Haiti. A.I.D. may also assist with other similar efforts where critical needs are identified and commitment exists.

Major Outputs:

	9/30/76	FY 77	FY 78
Guatemala Farm Analysis	X		
Dominican Republic Agriculture Analysis			
Farm survey	X		
Farm level analysis		X	
Sector level analysis			X
El Salvador Education Analysis			
Data collection and processing phase	X		
All analytical work complete		X	
Haiti - design for plans for future analytical work		X	

A.I.D.-Financed Inputs
(\$ Thousands)

	FY 78
288 person-months of services	718
Supplies, rent, keypunching, printing, etc.	50
Computer time	262
Total	1,030

Funding by Functional Account
(\$ Thousands)

Food and Nutrition	514
Health	258
Education and Human Resources Development	258
Total	1,030

Host Country and Other Donors: Host countries - Appropriate personnel from ministries of Agriculture, Education, Health, Nutrition, etc.

Progress to Date: Detailed studies of the impact of various farm and agricultural sector policies and programs have been carried out in Guatemala and Colombia and are underway in the Dominican Republic. These are proving to be useful in assessing the effects of alternative A.I.D. and host-country programs on small-farm production and income and on

U.S. GRANT FINANCING (In thousands of dollars)				PRINCIPAL CONTRACTORS OR AGENCIES
	Obligations	Expenditures	Unliquidated	
Through September 30, 1976	3,272	2,919	353	Bureau of the Census U.S. Dept. of Agriculture U.S. Dept. of Health, Education & Welfare Others to be selected.
Estimated Fiscal Year 1977	1,099	1,433		
Estimated through September 30, 1977	4,371	4,352	19	
		Future Year Obligations	Estimated Total Cost	
Proposed Fiscal Year 1978	1,030	-	-	

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Regional ABS
FY 1979

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AGENCY FOR INTERNATIONAL DEVELOPMENT					1. TRANSACTION CODE			2. ABS/CP					
ABS/CP SUMMARY - TABLE III					<input type="checkbox"/> A A = ADD C = CHANGE D = DELETE			DOCUMENT CODE 6					
3. COUNTRY/ENTITY			4. DOCUMENT REVISION NO.	5. OPERATIONAL YEAR FY	6. BUREAU/OFFICE		7. GEOGRAPHIC CODE						
Latin America Regional			<input type="checkbox"/>	78	LA	05	598						
8. TYPE DATA					9. TYPE ASSISTANCE								
<input type="checkbox"/> 1 = ABS <input type="checkbox"/> 2 = ABS REVISION <input type="checkbox"/> 3 = CP <input type="checkbox"/> 4 = CP NOTIFICATION					<input type="checkbox"/> 1 = PROJECT <input type="checkbox"/> 2 = PROGRAM								
10. PROJECT SEQUENCE NO.	11. PROJECT TITLE (40 CHARACTERS MAXIMUM)	12. GTR FOR OBLIG	13. EST. FY. AUTH. OBLIG. FINAL	14. APPRO. ARIA-TION	15. PRIMARY PURPOSE CODE	16. LOAN/GRANT INDICATOR	17. BUDGETS (IN \$ 000)						
							AY	OY	BY	LOP			
0000	Program Development and Support	2	Cont.	FN	290	GC	452	460	485	Cont.			
0116	Cooperative Development	-	77	FN	250	GC	253	-	-	1,587			
0554	*Sector Analysis Support	2	78	FN	290	GC	833	616	-	2,121			
0575	IGAD/LAC	-	77	FN	120	GC	69	74	-	199			
0579	LA Crop Ins. Systems	3	80	FN	241	GC	-	376	379	1,137			
0580	Remote Sensing	4	79	FN	200	GC	-	500	510	1,010			
0583	High Elevation Farming Systems	-	81	FN	250	GN	-	-	125	500			
0584	Reduction of Vertebrate Pest Crop Losses	-	79	FN	100	GN	-	-	799	799			
0585	LA Extension Information Systems	-	79	FN	141	GN	-	-	1,005	1,005			
0586	Socio-Economic Criteria for Ag Research	-	81	FN	250	GN	-	-	80	655			
	Sub-Total			FN		G	1,607	2,026	3,383				
0587	SOLIDARIOS Development Fund		79	FN	200	L	-	-	22,000	22,000			
	Sub-Total			FN		L			22,000				
0554	*Sector Analysis Support	-	77	PH	590	GC	133	-	-	933			
	Sub-Total			PH		G	133	-	-				
0005	Regional Technical Aids Center	-	77	EH	600	GC	50	-	-	17,692			
0101	*Free Labor Development (AIFLD)	2	Cont.	EH	699	GC	6,120	6,625	6,816	Cont.			
0453	Latin America Scholarships Program of American Universities (LASPAU)	1	78	EH	600	GC	2,243	242	-	21,848			
0551	Basic Village Education	-	77	EH	610	GC	176	-	-	1,732			
0554	*Sector Analysis Support	-	77	EH	690	GC	140	-	-	940			
0556	Experimental Radio Education	4	80	EH	640	GC	250	200	300	871			
0558	Radio Schools of Latin America	1	78	EH	640	GC	320	200	-	790			
							18. DATE DOCUMENT RECEIVED IN AID/W				MM	DD	YY

C.2. a. Table IV Not Applicable

C.2. b. Project Narrative Statements- Deviations from FY 1978 Congressional Presentation.

1. Sector Analysis Support (F+N); FY 1978 CP level; \$514,000; Current FY 1978 Estimate; \$616,000.

Funding is being made available for the following uses:

	(\$000)
Termination of Phase I, Dominican Republic Agricultural Sector Analysis	75
Final project documentation and closeout	50
Agricultural Sector Assessment Support:	
11 professional person-years @ \$33,600 (including overhead)	370
3 clerical person-years @ \$24,000 (including overhead)	72
Travel and per-diem	30
Computer hardware and software	10
Final documentation and closeout of Colombia hospital study, El Salvador education Sector analysis, and other education data reports	9
	<u>616</u>

FY 1978 funding will be principally for the support of agricultural sector assessments which are financed bilaterally, rather than for carrying out sector analyses as had been originally planned. The major reason for the increase in FY 1978 funding over the FY 1978 CP level is the increase in the size of the support staff financed under the project.

2. Sector Analysis Support (H); FY 1978 CP Level; \$258,000; Current FY 1978 Estimate, \$-0-

Future health sector assessments/analyses will be financed bilaterally.

3. Free Labor Development (AIFLD); FY 1978 CP level, \$5,925,000;
Current FY 1978 Estimate, \$6,625,000.

The additional FY 1978 funding is for the following uses:

	(\$000)
Additional budget support	200
AUDS expansion	135
Peru country program	170
Argentina country program	50
El Salvador country program	70
Union-to-union expansion	75
	<u>700</u>

4. Sector analysis Support (EH); FY 1978 CP Level, \$258,000;
Current FY 1978 Estimate, \$-0-.

Future education sector assessments/analyses will be financed bilaterally.

5. Motivational Media for Low-Income Women; FY 1978 CP Level, \$283,000; Current FY 1978 Estimate, \$500,000.

Because of delays in developing the PP, FY 1977 funding requirements are reduced and FY 1978 funding is increased. Funding is also being extended into FY 1979, although the life of project level remains unchanged.

6. Human Rights Initiatives

Project was not included in the FY 1978 CP. See the PIC for a discussion of planned FY 1978 activities.

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INTRODUCTION TO THE ANALYTICAL WORKING DOCUMENT SERIES

Every analytical effort involving various investigators in different institutions and locations faces the difficult problem of interchange of analysis between collaborators. The Analytical Working Document Series was originated to help in reducing that communication gap. Rather than wait until the analysis has matured, we are circulating the "rough draft" stage. This approach has the advantage of allowing early review and redirection as well as cross-fertilization effects on other research efforts. The obvious disadvantage of the Analytical Working Document Series is that uncorrected and untested materials are circulated. Readers of these draft collections of Preliminary Analytical results should keep in mind their provisional character and use them in the spirit that they were issued. We look forward to the helpful comments which the circulation was intended to elicit.

These data and analyses do not bear the approval (nor imply such) on the part of U. S. AID or any of its offices, and should not be quoted without the written permission of the originating office.

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OS ANALITICOS DE TRABAJO

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ANALYTICAL WORKING DOCUMENT # 7

A PRELIMINARY EXAMINATION OF A LIMITED COLLECTION OF STATISTICS FOR THE ANALYSIS OF THE EDUCATION SECTOR IN PANAMA

Brandon Robinson November 1972

COMMENTARY Daniel Rogers

COMMENTS ON THE COMMENTARY Brandon Robinson

Typing: Bobbie Hamlin & Paula Kittrell
Document Preparation: R. H. McKenna

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COMMENTS ON THE COMMENTARY

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A PRELIMINARY EXAMINATION OF A LIMITED COLLECTION OF STATISTICS
FOR THE ANALYSIS OF THE EDUCATION SECTOR IN PANAMA

I. INTRODUCTION

Statistical data bases for the analysis of the education sectors are being prepared in various Latin American countries. The statistics contained in the publication examined here is limited to that data which is more readily available. This data is mainly on schooling.

It has become evident that detailed and comprehensive analyses of the education sector will require much more extensive data than what appears in the report utilized here and published in 1972 by A.I.D. with statistics provided by the Government of Panama. A comprehensive analysis would include a fairly large set of activities that are outside of the school system, and measurements of different results and outcomes, such as skills acquired and information obtained. This paper has a more limited objective: to highlight problems and issues involved in the existing school system, and to indicate areas in which additional inquiry is required.

It is also necessary to point out that the examination is basically a straightforward review of the 75 tables, and involves no elaborate formulation or testing of hypotheses, nor significant additional computations. Finally, it is carried out in the absence of any first-hand acquaintance with Panamanian education, and will probably contain oversights and mistakes obvious to those familiar with this system. 1/

1/ Readers interested primarily in substantive issues should now skip to page 6, part III.

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INTRODUCTION TO THE STATISTICAL WORKING DOCUMENT
SERIES

Every analytical effort involving various investigators in different institutions and locations faces the difficult problem of communication between collaborators. The Statistical Working Document Series was originated to help in bringing an interchange of data between collaborating analysts. This series of documents represents a compilation of various data on Guatemala from many sources which are noted throughout the documents. Related data is compiled into each document for the sake of convenience and general comparisons. The statistics contained in each document do not purport to be all inclusive and are subject to errors and omissions which we hope to correct in the future.

Readers of these collections of data should keep in mind their provisional character and use them in the spirit that they were issued. We look forward to the helpful comments which the circulation was intended to elicit.

These data do not bear the approval (nor imply such) on the part of the U.S. AID or any of its offices, and should not be quoted without the written permission of the originating

AGRICULTURE - GUATEMALA
STATISTICAL WORKING DOCUMENT # 18
A CLOSER LOOK AT SOME STATISTICS FROM THE
1974 GUATEMALA SMALL FARM SURVEY

Charles MacDonald, USDA with great assistance
from Floyd O'Quinn, BuCen and Barbara Naeseth
BuCen

January 1975

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Reference Center
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INTRODUCTION TO THE METHODOLOGICAL DOCUMENT SERIES

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DOCUMENTO METODOLOGICO DE TRABAJO # 40

ANALISIS DEL SECTOR EDUCATIVO
EN EL ECUADOR

MINISTERIO DE EDUCACION DEL ECUADOR
Abril 1974

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gators in different institutions and locations
faces the difficult problem of interchange of
ideas, analysis, and data between the collabora-
ting analysts. The Methodological Documents were
originated to help in reducing that communication
gap. Rather than wait until the Methodology has
matured to an advanced stage for circulation, we
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tion was intended to elicit.

The Papers do not bear the approval (nor imply
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permission of the originating office

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INTRODUCTION TO THE METHODOLOGICAL DOCUMENT SERIES

*APC
F. Weidert*

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HEALTH

METHODOLOGICAL WORKING DOCUMENT # 34

COLOMBIA HEALTH/NUTRITION ANALYSIS:
GENERAL METHODOLOGY

Russell Misheloff

December 1973

INTRODUCCION
METODOLOGICA

A cada esfuerzo de investigación en diferentes instituciones y lugares se enfrenta el difícil problema de intercambio de ideas, análisis, y datos entre los colaboradores. Los Documentos Metodológicos fueron originados para ayudar a reducir esa brecha de comunicación. En lugar de esperar hasta que la Metodología haya madurado a un nivel avanzado para su circulación, hemos decidido distribuir las partes iniciales de esquemas de análisis posteriores, a un grupo muy restringido de colaboradores en la etapa más temprana posible. Este enfoque tiene la ventaja de permitir una revisión temprana y la redirección así como efectos de fertilización cruzada en otros esfuerzos de investigación. La desventaja obvia de los Documentos Metodológicos es que se circulan materiales que no han sido corregidos ni probados. Los lectores de estas colecciones de borradores deben tener presente su carácter altamente provisional y utilizarlos en el espíritu en que fueron emitidos. Esperamos con interés recibir los comentarios que la circulación de estos documentos tiene por objeto.

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PREFACE

On September 5, 1973 a seminar was held for the purpose of acquainting AID/Washington officials with the methodology proposed for the Colombia Health/Nutrition Sector Analysis. This paper was written from notes taken of the proceedings, plus subsequent discussions with Samuel Daines and Richard Suttor of USAID's Latin America Sector Analysis Division.

Since there was little experience with health/nutrition sector analysis upon which to draw, it is, perhaps, inevitable that there was no consensus on the appropriateness of some of the analytic procedures proposed. In what follows, an attempt is made to consider some of the more important issues which emerged. However, no claim to comprehensive coverage is made, and the paper does not necessarily reflect the view of all participants.

The paper was prepared with the expectation that it would be read by, and hopefully would be useful to, an audience diverse in terms of previous exposure to formal analysis. It is, however, a fairly comprehensive treatment of a complex subject. Certain sections will, therefore, require close attention to be fully understood.

Subsequent to completion of a final draft, it was pointed out that extensive use of the term "we" could be misinterpreted to imply a very deep involvement on the part of USAID in planning and directing

the analysis. This was not the intention of the writer, and is, in point of fact, simply not the case. The large bulk of the work at all levels is being carried out by Government of Colombia personnel. USAID's role is a marginal, advisory one only.

The paper is incomplete in two respects. First, a nutrition model (MODNU) is not described. Secondly, there is no discussion of a variety of special studies which will be carried out as part of the analysis. Hopefully, it will be possible to treat these subjects in one or more "sequels" within the near future.

A. INTRODUCTION

At the request of the Government of Colombia, A.I.D. undertook to assist with a comprehensive, disaggregated analysis of the health/nutrition sector of that country using quantitative modeling techniques. The sections which follow describe these techniques in some detail.

The purposes for which the analysis is being undertaken are several, and we would expect that there may be differences in the priority which the two parties would assign to each. We will not presume to talk for the Colombians. From an A.I.D. perspective, there are really two questions: Why?, and Why in Colombia? With respect to the former, we should note a growing interest and involvement on the part of A.I.D. in the health/nutrition sector over the past few years. This in turn, reflects both the growing concern with welfare considerations per se in development thinking, and a better appreciation of the fact that health problems impinge upon more traditional development objectives, i.e. rate of expansion of aggregate production. As A.I.D. focussed attention on health/nutrition considerations, it became apparent that no rigorous methodology existed for choosing between the sector taken as a whole and others to which both developing country governments and external donors allocate scarce financial and human resources. Similarly, no consistent criteria existed by which officials could judge

- a) the effectiveness of alternative policies proposed as means to achieve a chosen objective,
- b) the consistency of different policies adopted with different objectives in mind, or

c) the feasibility of attempting to simultaneously achieve diverse goals given the various constraints which are operative in any given situation. Under these circumstances, the policymaker is forced to approach problems of the greatest complexity armed only with his intuition, and, more often than not, inadequate factual information.

From these perspectives, the present effort may be viewed as a first experimental effort to provide a more systematic framework for decision making at the level of one particular sector. It does not replace project feasibility studies, although it should give the decision maker criteria for determining which projects are worthwhile investigating. Again, it is no substitute for macro-economic analysis, although it can provide a good deal of information about the interrelationships between the various parts of the economy and, of more immediate interest, the impact of alternative health/nutrition sector strategies on national social and economic objectives.

It would not be quite accurate to suggest that A.I.D. chose to do this first health/nutrition in Colombia rather than elsewhere, for the decision to do an analysis at all was obviously one to be made by both parties. The interest of the Colombian Government, its appreciation of the magnitude and complexity of the problems to be considered and willingness to expend considerable resources and effort were considerations of the utmost importance. From a strictly A.I.D. vantage point, there are, nevertheless, some good reasons why Colombia should be a logical place for this effort. For one thing, we have been assisting the

Government of Colombia with an agricultural sector analysis over the past three years or so. A considerable amount of data has been developed as part of that effort which can be utilized directly for the health/nutrition analysis, or easily adapted for that purpose. Thus, for example, production levels for various crops which emerge from the agricultural analysis imply certain nutrient levels. Also the input-output transactions table developed as part of the agricultural sector model contains considerable information about non-agricultural sectors, including health. Needless to say, these factors facilitate the task of testing health sector analysis methodology.

Another important consideration is the fact that Colombia has been a major recipient of A.I.D. loans for health sector activities. The kinds of study procedures which have been used to identify priority areas for assistance have, for the most part, involved separate consideration of a variety of health sector activities. Methodology for taking into account how different activities both within and outside the health/nutrition sector interrelate with each other and impinge on achievement of both sectoral and national objectives has not been available. Equally important, we have not been able to systematically consider alternative means to pre-selected ends, and, for that reason, have had no way of assuring ourselves that the means selected are the best, i.e. most efficient. From these perspectives, the proposed analysis represents a step, albeit a first, tentative one, in the right direction. Instead of pre-selecting activities for study which appear at first blush to be promising, we--or rather the Colombians--first specify goals and then let the question of how best

to achieve them emerge from the analytical procedures themselves. ^{1/} How this is done should become clearer as we get into a discussion of the analysis as such.

B. ANALYTICAL OVERVIEW

The following material is presented for the purpose of sharpening criteria for judgment. It deals with sector analysis in general, not just the particular effort under discussion, although from time to time reference is made to the latter for illustrative purposes.

It is our view that sector analysis, as opposed to project feasibility or sub-sector studies, ought to embody the following general characteristics:

1. Multiple Objectives

Analytical procedures for determining how to achieve a given objective with minimum utilization of scarce resources are well known. However, government officials are likely to have a variety of

^{1/} It should not be inferred that the results of the analysis require no interpretation and lead in a straight forward, mechanical fashion to a single, completely specified set of programs and policies. Good judgment will still be required to compensate for inadequacies in the data used in the analysis and to select means of implementing the programs and policies selected. More importantly, since each "output" of the analysis refers to a unit of achievement of a particular goal, of which there are several, important choices will still need to be made. It is, perhaps, fair to say that the analysis gives us a sound basis for choice; it certainly does not choose for us.

objectives in mind. And, quite frequently, there is no a priori way of knowing whether and to what extent they are complimentary or compete with each other. Thus, for instance, at a macro level, stated Government of Colombia objectives include increasing employment, foreign exchange earnings and incomes, particularly those of poorer citizens. At a sectoral level, objectives include maximizing access to health facilities, minimizing morbidity, mortality and incapacity, etc. Each objective implies a set of policies and programs which can be specified utilizing techniques to be discussed in later sections. But the achievement of one necessarily implies some sacrifice in terms of the others. The analytical procedures which we use do not get around this problem. What they do is to quantify the trade-offs, and, in so doing, give the decision maker a sound basis for choice. ^{1/}

2. Comprehensiveness

It is necessary to take into account both the interrelationships between all of the various activities within a "sector", and those between the sector under consideration and others. These interrelationships are of several kinds. Thus, for instance, hospitals and health posts are competitive in the sense that both require scarce medically trained personnel and financial resources. Different kinds of services performed

^{1/} In this analysis, as with all others we have assisted with, it is the host country, not A.I.D., which chooses the objectives.

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MEMORANDUM OF CONVERSATION

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PARTICIPANTS : President Arturo Armando Molina
 Rogelio Sanchez, Minister of Education
 Herman Kleine, Assistant Administrator
 Latin America and Deputy U. S. Coordinator
 Ambassador Henry E. Catto, Jr.
 J. P. Derum, USAID/El Salvador Mission Director

DATE & PLACE : January 30, 1973 — Casa Presidencial

COPIES TO : Herman Kleine, AM/LA
 David Lazar, ARA-LA/CEN ✓
 Ambassador Catto
 E. A. Anderson, ADOM
 R. L. Nicholson, PO
 S. D. Handleman, CEO
 L. H. Davis, FAO
 W. A. Flexner, H&PO
 R. S. Bloom, CDO

On January 30, President Molina granted an interview to meet Herman Kleine, Assistant Administrator for Latin America.

The President expressed his appreciation of the assistance his country had received from AID over the years particularly in Education and Agriculture, and expressed the hope that AID assistance would continue in various areas but especially in the Education Reform Program (he did not mention the amount of assistance requested but he was referring to the \$13 million loan request).

Mr. Kleine replied that AID would certainly continue its interest in the Education Reform Program and he praised the achievements thus far. He went on to say that the Ministry of Education and AID were in agreement to initiate an assessment of the Reform Program immediately to evaluate progress to date and to determine future goals.

The changing policy, consequent moderated role of AID and new role of the IFI were then explained by Mr. Kleine, as he pointed out that AID funding levels would be lower this year and in the years to come, while IDB and IERD must be looked to as major sources for external financing. AID would continue to provide most of its financing for programs innovative in nature, pilot programs, etc., and also, Mr. Kleine stated, AID would continue its technical assistance in areas where expertise is available and where it has experience

Mr. Kleine also noted that in view of future funding requirements of the GOES, it would be most advisable for the GOES to have IFI's share in the conclusions and determinations of the assessment.

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The President stated that he felt duty-bound to continue the Education Reform Program considering the education needs of his people and the success of the program begun under former President Sanchez Hernandez. He reiterated his hope that AID would continue funding the program.

As the meeting drew to a close, Mr. Kleine mentioned the population problem and scarcity of land and noted that this adversely affected all GOES programs. The President responded by saying that with this situation there would be no growth in per capita income (which may indicate he has some understanding of the problem). He did not, however, say that a plan was being developed to address the population problem. (The Mission will explore this situation thoroughly through the Ministries).

Drafted by:
DOM:JPDerum/aor
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