

PD-AAN-989
ISN=33761

CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE Guaymi Area Development			2. PROJECT NUMBER 525-0200	3. MISSION/AID/W OFFICE USAID/Panama 142
5. KEY PROJECT IMPLEMENTATION DATES			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY)	
A. First PRO-AG or Equivalent FY _____	B. Final Obligation Expected FY _____	C. Final Input Delivery FY _____	<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION 6. ESTIMATED PROJECT FUNDING A. Total \$ 1,100,000 B. U.S. \$ 500,000	
			7. PERIOD COVERED BY EVALUATION From (month/yr.) March 1979 To (month/yr.) March 1983 Date of Evaluation Review _____	

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
FINAL EVALUATION		

<p>9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS</p> <p><input type="checkbox"/> Project Paper <input type="checkbox"/> Implementation Plan e.g., CPI Network <input type="checkbox"/> Other (Specify) _____</p> <p><input type="checkbox"/> Financial Plan <input type="checkbox"/> PIO/T</p> <p><input type="checkbox"/> Logical Framework <input type="checkbox"/> PIO/C <input type="checkbox"/> Other (Specify) _____</p> <p><input type="checkbox"/> Project Agreement <input type="checkbox"/> PIO/P</p>	<p>10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT</p> <p>A. <input type="checkbox"/> Continue Project Without Change</p> <p>B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan</p> <p>C. <input type="checkbox"/> Discontinue Project</p>
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<p>11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)</p>	<p>12. Mission/AID/W Office Director Approval</p> <p>Signature: <i>R. Gomez</i></p> <p>Typed Name: Robin Gomez, Director</p> <p>Date: 6/1/83</p>
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Project Evaluation Summary (PES) - Part II - 0200 Project

13. Summary: On March 30, 1979 the Agency for International Development signed a \$500,000 Grant Agreement (MIDA/AID 525-0200) with the Government of Panama to finance the Guaymi Area Development Project. Project implementation was to be a coordinated effort involving the Ministry of Agricultural Development (MIDA), the National Directorate of Indigenous Affairs (DINAI) and USAID/Panama --with the major responsibility assigned to DINAI. For the most part field activities were carried out by the local Guaymi communities themselves. The "project area" consisted of the three western provinces of Panama; Veraguas, Chiriqui and Bocas del Toro. Combined GOP-AID funding totalling \$1,100,000 was intended to provide a variety of government services, and other financial and material resources to approximately 60 Guaymi communities, with the aim of raising levels of agriculture productivity, health, education and nutrition. Although disbursements under the loan were originally scheduled over three years (1979-1982), the project was extended for 6 months, terminating on March 31, 1983.

Overall, USAID/Panama's has concluded that Grant Project 525-0200 was a highly successful development undertaking. This conclusion is reached while acknowledging that there were several deficiencies in the project: a) slow implementation start up; b) an administratively weak DINAI organization initially hindered by a miniscule operating budget, a small and undertrained staff, and inadequate facilities and equipment. Despite these limitations, however, DINAI quickly took steps to improve its performance, so as to fulfill its management responsibilities and meet the objectives of the project. As an indication of DINAI's progress, it is worth noting that after two years of field activity implementation, only 27% of the AID funds had been disbursed. However, in the succeeding eighteen months, the balance of the funds were fully utilized, with total disbursements having reached \$500,000. While available information does not permit a precise determination of the projects impact on the Guaymi communities which participated, the record of local cooperation over the life of the project was considered excellent by the GOP.

In terms of the project's original output targets, as identified in the Project Paper, most were achieved or surpassed. Furthermore, Guaymi community participation in implementing project field activities was far beyond what had been expected. They were particularly effective in serving as a linkage between the comarca (region) and the GOP. The project was also useful in conveying Guaymi needs to Panamanian government authority. Sixty (60) Guaymi communities or clusters of people were originally expected to participate in the project. In fact, more than 80 settlements participated in project implementation to some degree. In terms of its economic impact the project enabled hundreds of rural households to raise their agriculture production and incomes which would not have been possible without this assistance.

The combination of AID funds and GOP technical assistance contributed greatly to the final project results. For example, beneficiary net income increased from \$100 to \$1,500 per year in the area of handicrafts marketing. Infrastructure i.e., schools, water and sanitary facilities, housing, and health and nutrition programs were upgraded by 60%, thus improving the overall quality of life for Guaymi beneficiaries. Apart from such tangible results Project 525-0200 outside support. Continued GOP support is essential to ensure that the valuable development work which has been started is sustained.

14. Evaluation Methodology: The purpose of the final evaluation summary was to assess the overall success and impact of Project 525-0200 on that portion of Panama's Guaymi population affected. Among the evaluation's specific objectives were the following: (1) to determine the extent to which the Guaymi indian population has benefited from project activities and services provided under the project; (2) to assess the institutional effectiveness of Guaymi community organizations and those of the government in serving Panama's indigenous communities; and (3) to make recommendations for the further strengthening of Guaymi area development activities. In addressing these evaluation objectives, the USAID Project Officer relied on information from various project studies, periodic field visits, project records (quarterly reports, project implementation letters etc.), meetings with DINAI staff, and previous interim project evaluations.

This project Evaluation Summary (PES) was completed by the Agriculture Office, USAID/Panama on May 25, 1983, at no additional cost to the Mission.

15. External Factors: None identified.
16. Inputs: As mentioned earlier, the Guaymi Area Development Project was not without its problems. Some of the difficulties encountered were: slow start-up due to certain GOP policy restrictions; DINAI's lack of understanding of AID's procurement regulations and reimbursement procedures; early administrative problems and understaffing following the establishment of DINAI; and limited GOP funds and personnel assigned to project field implementation, which contributed to the initial implementation delays. By 1982, aided by increased GOP budget support, DINAI had expanded field activities dramatically. The level of USAID's own close monitoring of project activities and the direct assistance provided to help resolve problems in DINAI's accounting procedures played an important part in the implementation turnaround and allowed the project to be brought to an orderly and successful conclusion.
17. Outputs: According to a progress evaluation carried out in August, 1981, 1/ it was determined that due to the Guaymi Area Development Project, more than 80 Guaymi communities benefitted from improvements in community

1/ Progress Report by Lic. Francisco Delgado.

education, specialized training of various kinds, family planning, child care and nutrition programs. The evaluation also noted that GOP institutions involved in project implementation had greatly improved coordination with DINAI.

With respect to the original output targets, most were either achieved or surpassed. To illustrate, sub-projects designed to increase food production and raise income for project participants were expected to number 82 activities. In reality, more than 620 such activities were carried out because of strong community interest. In addition, approximately 108 small dwellings (chozas) were improved; 410 sanitary latrines were installed; 620 home garden projects were implemented; 21 small rural aqueducts were constructed; 27 classrooms were improved; 230 pigs were raised; and an estimated 50 Guaymi families are now engaged in planting coffee, plantain, rice, corn or raising chicken, ducks, pigs, goats, fish, etc.

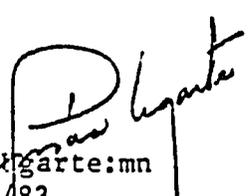
Data compiled by the USAID Project Officer from field visits etc., indicate a positive picture of consolidation and growth on the part of DINAI and the Guaymi Area Development movement itself. The latter has benefitted particularly in terms of economic and social aspects.

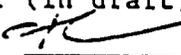
18. Purpose: The stated purpose of the Guaymi Area Development Grant Project (525-0200) was to assist the Government of Panama (GOP) to institutionalize a coordinated, participatory system for providing GOP services and financial resources to Panama's Guaymi indians, in order to help raise their levels of productivity, health, education, and nutrition.
19. Goal/Sub-goal: The goal of the project was to improve the quality of life of Panama's marginal population. More specifically, the project was designed to raise the standards of living of roughly 50% of Panama's disadvantaged Guaymi indians, concentrated in the three western provinces of Veraguas, Bocas del Toro and Chiriqui. This goal was to be accomplished by: (a) being responsive to Guaymi identified needs; and (b) providing resources for selected community development projects, whose implementation was largely administered by the Guaymi.
20. Beneficiaries: It is estimated that some 32,500 Guaymi (6,500 families) benefitted directly from the project. More specifically, the project has enabled hundreds of households to achieve agriculture production yield increases and to derive substantial income benefits which otherwise would not have been possible. The provision of agricultural technical support and other technical assistance contributed to improved education, health and nutrition for the target group.

Changes engendered by the Guaymi Area Development project have created a new set of problems for the Guaymi people as well as for the GOP. Steps must be taken to preserve the economic, social and organizational gains already achieved and to continue the valuable institution-building activities underway. Such measures might include follow-on assistance

from other donor institutions and/or a commitment by local public/private lending institutions to provide further funds to the Guaymi for priority development purposes. Financial support from local institutions would also give greater assurance of program continuity over the long term.

21. Unplanned Effects: Project 525-0200 was instrumental in achieving several unexpected but highly significant benefits for Panama's Guaymi indian population. The National Directorate of Indigenous Affairs (DINAI) in the Ministry of Agricultural Development (MIDA) was organized and staffed solely for the purpose of responding to the development needs of Panama's Indian population. To a certain extent DINAI has helped direct GOP agricultural policy away from its narrow focus on government-supported farms (asentamientos) while expanding opportunities for the Guaymi to further develop and become self-sufficient farmers etc.. The Project has also strengthened the coordination among key sectors of the Guaymi movement which previously had never worked successfully together; as in areas of health, education and agriculture. The close affiliation among these sectors was responsible for the institutionalization of DINAI as a legal GOP entity in 1982.
22. Lessons Learned: Project 525-0200 has awakened the consciousness of the Guaymies, increased their mutual cooperation and strengthened their community spirit. It has also made them more aware of resources (public and private) which are available to them and given them experience in how to access these resources. Apart from the physical improvements and the material benefits derived from the project there have been noteworthy changes in terms of human development, especially among Guaymi caciques and community leaders. The close cooperation and participation demonstrated by these groups in a wide range of project activities contributed significantly to the overall success of the activity.
23. Final Comment: To some degree, socio-economic change, has been too fast and unsettling for the Guaymi. As such, it has created new problems for them along with the many benefits. The prospect is for more change as the Guaymi adjust to the new socio-economic conditions while attempting to preserve their cultural uniqueness. Steps should be taken to ensure that the accomplishments made under the Guaymi Area Development Project are sustained. In this regard, USAID has learned of a FAO proposed follow-on project which is currently under consideration by MIPPE.


AGR:TLgarte:mn
05/26/83

Clearance:AGR:JChampagne (in draft)
ODR:CCarbonell (in draft)
MEO:PTCox 

Guaymi Area Development Project Outputs

Outputs	Magnitude of Outputs	Achieved	%	
1. National Council for Indian Affairs established and functioning	1. National Commission composed of the Vice Ministers of Agriculture, Education, Health and Government and Justice and Guaymi representatives	No	0	
2. Provincial Indian Commissions	2. Provincial commissions headed by a full-time coordinator named by MIDA and composed of Provincial Director of MIDA, MOH, MOE and Provincial Guaymi Cacique	Yes	100	
3. Trained Guaymi promoters and other technical personnel assigned to Guaymi area development	3.15 Guaymi post promoters hired/at work	15	100	
	6 Guaymi evaluation specialists hired/at work	6	100	
	17 Guaymi promoters (technical specialists) hired/at work	50	294	
	20 Guaymi education promoters hired/at work	5	25	
	50 GOP technicians providing assistance to Guaymi	69	120	
	1 full-time Project Coordinator	1	100	
	3 full-time Provincial Coordinator	3	100	
	<u>Training:</u>			
	3 Seminars for Guaymi leaders (20 persons/course)	1 x 60 leaders	100	
	3 Seminars for Provincial leaders	0	0	
	9 Seminars for GOP technicians (including cross-cultural)	13	144	
	9 Workshops for post promoters	6	67	
	3 Workshops for evaluation specialists	2	67	
	15 subject specific workshops for Guaymi promoters (technical specialists)	30	200	
	2-5 observation trips to other countries	0	0	
4. Service posts constructed, equipped and operating	4.15 Service posts constructed, staffed and equipped with a minimum of 82 projects functioning in agriculture, health, handicrafts/cottage industries, a non-formal education	15	100	

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Outputs	Magnitude of Outputs	Achieved	%
5. Increased Guaymi participation in developing concerns	5. 3 Guaymi participating in National Council	0	0
	3 Guaymi caciques participating in Provincial Indian Commissions	3	100
	65 Guaymi working as promoters formally hired as GOP development agents by the end of the project		
	Community involvement, including women in the basic decision made about development in the 60 areas to be assisted under the project	(community involvement) (women's involvement)	80 30

Guaymi Area Development Project Status

PROJECT COMPONENTS	Target	Completed	%
1. Subproject Activities	82	620	756
2. Service Post Construction	15	15	100
3. Guaymi Promoters	78	79	101
4. Training	44	52	118
5. Evaluation/Special Studies	5	2	40
6. Vehicles	4	4	100