

A.I.D.
Reference Center
Room 1650

PROJECT APPRAISAL REPORT (PAR)

PAGE 1

1. PROJECT NO. 430-11-310-010	2. PAR FOR PERIOD: 09/01/70 TO 09/30/71	3. COUNTRY Laos	4. PAR SERIAL NO. 72-16
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5. PROJECT TITLE

DEVELOPMENT OF LAO NATIONAL ROADS

6. PROJECT DURATION: Began FY 1956 Ends FY 1980	7. DATE LATEST PROP 08/11/69 ✓	8. DATE LATEST PIP 08/12/69 ✓	9. DATE PRIOR PAR 09/01/70 ✓
10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$28,478,000	b. Current FY Estimated Budget: \$2,137,000	c. Estimated Budget to completion After Current FY: \$22,150,000

11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME Department of Transportation Federal Highway Administration	b. CONTRACT, PASA OR VOL. AG. NO. FE (OA) 5-00
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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		
<p>PLEASE NOTE: This project has been proposed to Congress for financing with supporting assistance appropriations and therefore has been justified to the U.S. Congress as important to and in support of U.S. Foreign Policy objectives of a political and security nature. As such, its primary purpose or purposes are not developmental, but rather its input to the economy of Laos serves a larger purpose for which it is one of the many assistance tools. It therefore must be evaluated in this context and not purely as a technical assistance project whose primary purpose is economic and/or social development.</p> <p>This is the fourth PAR prepared for this project and no new actions are requested as a result of this periodic appraisal at this time. However, the use of this PAR and the Project Logical Framework during the annual Director's Program Review may result in new actions or emphasis. Continuous monitoring will be maintained to determine most effective USAID assistance possible within Mission limitations. Advice and assistance will normally be to help and encourage RLG to improve its own systems or services, though large inputs of commodities by USAID will be required until the RLG develops other sources of revenue to fund this most important program. Examples of the assistances are:</p>				
<p>a. To upgrade engineering, administrative and technical skills of highway department employees by classroom and third-country training of qualified employees and on-the-job training of these employees as they complete their preliminary instruction.</p>				
<p>b. To provide day-to-day advice and guidance on the many features of highway engineering, design, program planning, and program implementation, including the operation, maintenance and repair of equipment units, management of supplies and commodities, purchase and issue of POL, etc.</p>				
<p>c. To provide the necessary equipment units, supplies and commodities, necessary to operate the minimum highway program necessary to support the economic, political and military programs and objectives mutually deemed desirable by the RLG and USAID.</p>				

D. REPLANNING REQUIRES

REVISED OR NEW: PROP PIP PRO AG PIO/T PIO/C PIO/P

E. DATE OF MISSION REVIEW
2/2/72

PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE

MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE

B. D. Stewart, Jr. *BDS* 2/3/72

Charles A. Mann *AM*

AID 1020-25 (70-70)	PROJECT NO.	PAR FOR PERIOD:	COUNTRY	PAR SERIAL NO.
PAGE 2 PAR	439-11-310-010	TO 09/30/71	Laos	72-16

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)					
	UNSATISFACTORY		SATISFACTORY			OUTSTANDING		LOW	MEDIUM		HIGH		
	1	2	3	4	5	6	7	1	2	3	4	5	
1. Department of Transportation Federal Highway Administration						X							X
2.													
3.													

Comment on key factors determining rating Federal Highway Administration personnel provided under the PASA are extremely competent, well-trained and dedicated personnel. They have established excellent rapport with their host-country counterparts and have performed efficiently and effectively under, at times, extremely difficult conditions.

4. PARTICIPANT TRAINING	1	2	3	4	5	6	7	1	2	3	4	5
					X							X

Comment on key factors determining rating

The availability of Lao personnel who qualify for participant selection is a limiting factor. Persons who have been trained have been properly utilized in the highway program.

5. COMMODITIES	1	2	3	4	5	6	7	1	2	3	4	5
					X							X

Comment on key factors determining rating The major portion of commodities provided for this project consist of highway construction equipment units and spare parts and supplies to maintain and repair this equipment. These purchases are handled by the Participating Agency thru its facilities in Washington, D.C. Other commodities, such as POL and common-use items such as cement, reinforcing steel, etc. are supplied by the Mission.

6. COOPERATING COUNTRY	a. PERSONNEL											
	1	2	3	4	5	6	7	1	2	3	4	5
				X								X
	b. OTHER											
					X						X	

Comment on key factors determining rating

Host-country personnel are cooperative and willing to learn. However, it is difficult to instill initiative and constant attention to duty in a society oriented primarily to a subsistence economy. This former French colony was given little or no instruction in administrative or technical procedures and is having to develop the necessary information to operate as an independent entity. Supervision of fellow-nationals is a trait formerly unknown and presently reluctantly exercised, especially in the lower echelons. The host country has provided all available administrative buildings required for the project and made available local materials such as sand, gravel, highway rights-of-way, etc. without charge or question.

7. OTHER DONORS	1	2	3	4	5	6	7	1	2	3	4	5
N/A												

(See Next Page for Comments on Other Donors)

2

AID. 1020-25(10-70)	PROJECT NO. 439-11-310-010	PAR FOR PERIOD: To: 09/30/71	COUNTRY Laos	PAR SERIAL NO. 72-16
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II. 7. Continued: Comment on key factors determining rating of Other Donors

N/A

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate/Amount Cumulative)					END OF PROJECT
		CUMULATIVE PRIOR FY	CURRENT FY.		FY 73	FY 74	
			TO DATE	TO END			
Participant Training, Third Country, Participants returned	PLANNED	65%	65%	73%	75%	76%	100%
	ACTUAL PERFORMANCE	65%	73%				
	REPLANNED						
Estimate made by the FHWA Division Engineer of the capability of the RLG to physically operate and maintain the necessary equipment and facilities required in properly administering the Lao National Road System	PLANNED	65%	65%	70%	75%	80%	100%
	ACTUAL PERFORMANCE	65%	65%				
	REPLANNED						
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS		COMMENT:					
1. Adequate management of the Department of Highways		Effective supervision at national and provincial levels, and capable supervision and management at lower levels in the field per professional appraisals.					
2. Technically qualified Highway Department staff		Capabilities of staff members up-graded through participant and on-the-job training, and with the advice and guidance of American advisors. Roads are now being maintained with increasing efficiency.					
3. Higher standards of road construction and maintenance.		Road standards have improved. There is improved surfacing of roads by use of crushed granular material and/or asphalt. Ditches are being cleaned and shaped more often, and low sections of road are being raised above flood level.					

3

AID (020-25 (10-70))	PROJECT NO.	PAR FOR PERIOD:	COUNTRY	PAR SERIAL NO.
PAGE 4 PAR	439-11-310-010	To: 09/30/71	Laos	72-16

IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged.

2. Same as in PROP? YES NO

To strengthen the capability of the RLG Ministry of Public Works in administering and implementing the annual highway program of road construction and maintenance, and to assist the RLG in developing and maintaining an adequate national highway system.

B. 1. Conditions which will exist when above purpose is achieved.

2. Evidence to date of progress toward these conditions.

An adequate and functioning highway department.

Senior officials and key personnel are becoming more effective in planning, supervision and organization of their work. Capabilities of operating personnel are improving through training and experience. This is evidenced by the rate that requirements for American, TCN and FSL advisors has steadily decreased:

	<u>FY'68</u>	<u>FY'69</u>	<u>FY'70</u>	<u>FY'71</u>	<u>FY'72</u>
American	49	40	36	28	27
TCN	117	84	65	50	47
FSL	87	89	84	74	72
Total	<u>253</u>	<u>213</u>	<u>185</u>	<u>152</u>	<u>146</u>

An adequate national road system, sufficient to meet the economic, political and military requirements of the country.

Key roads within the area of RLG control have been constructed and are being maintained with increasing efficiency. Other routes are being improved as funds, equipment, availability and security permit.

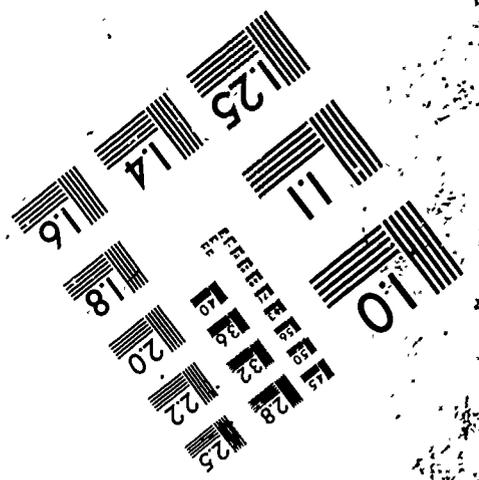
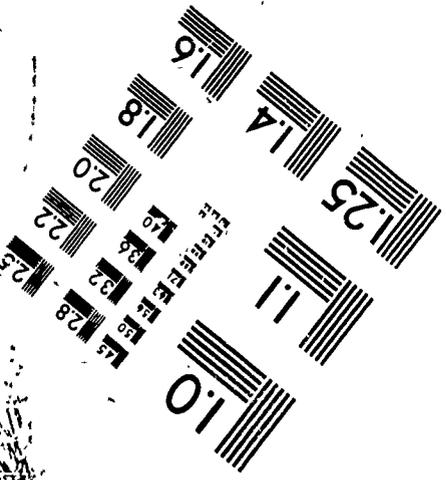
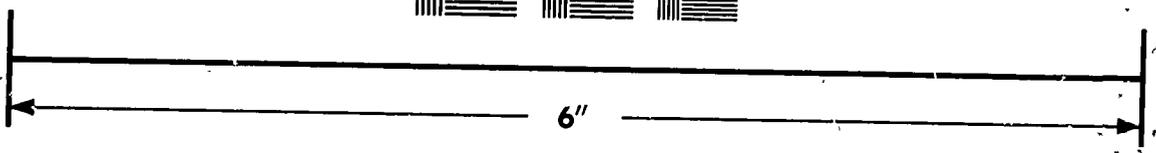
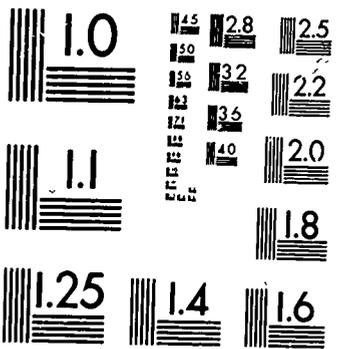
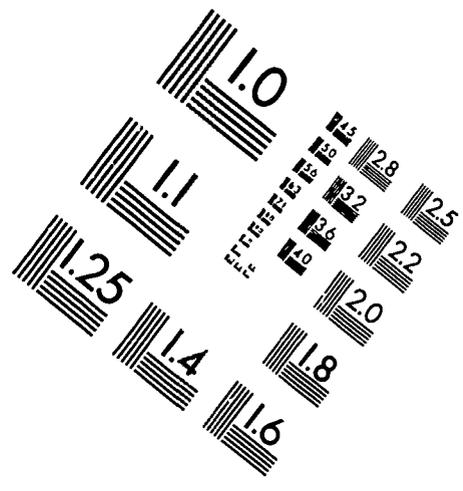
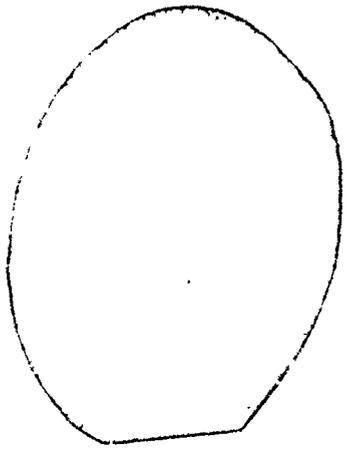
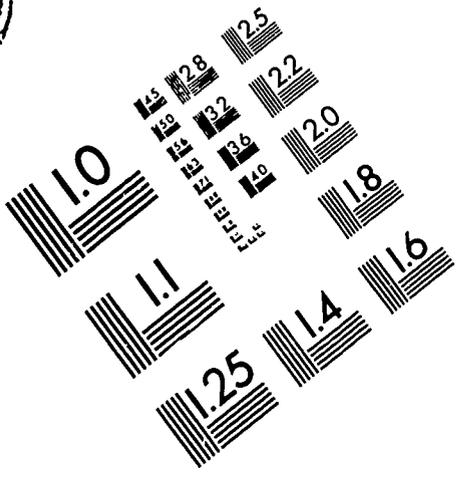
V. PROGRAMMING GOAL

A. Statement of Programming Goal

The PROJECT PURPOSE stated in IV-A above will contribute to the PROGRAM goals of developing the Lao economy, improving the social infrastructure and alleviating war-caused suffering and disruption by meeting the Lao National Roads SECTOR goals of providing an adequate national road system and strengthening the capabilities of the RLG Ministry of Public Works.

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.

Achievement of the Project Purpose is vital to the programming goal, as efforts leading toward developing the economy, improving the social infrastructure, and relieving the war-caused suffering - the projects of other RLG and USAID offices and divisions - depend upon adequate and reliable surface transportation.



06