

PROJECT APPRAISAL REPORT (PAR)

(U-446)

See M.O.

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PD-ABB-550  
511-11-410-043

002 PAR	MO.	DAY	YR.	003 OBLIGATION SPAN	004 PROJECT TITLE
AS OF:	05	22	69	FY 64 Thru FY 73	LABOR TRAINING (AIFLD)
005 COOPERATING COUNTRY - REGION - AID/W OFFICE					71670.3 Bolivia
BOLIVIA					

006 FUNDING TABLE

AID DOLLAR FINANCING OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			ID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1963)	AG 1,249	796	24		796	373		27		29	
PROPOSED OPERATIONAL YEAR (FY 1969)	AB 124					124					
	AG 228	205			205	18				5	

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : N.A. Operational Year Program : N.A.

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR 2. LOCAL CONTRACTOR 3. THIRD COUNTRY CONTRACTOR 4. PARTICIPATING AGENCY 5. VOLUNTARY AGENCY 6. OTHER:	0. PARTICIPATING AGENCY 1. UNIVERSITY 2. NON-PROFIT INSTITUTION 3. ARCHITECTURAL & ENGINEERING 4. CONSTRUCTION 5. OTHER COMMERCIAL 6. INDIVIDUAL 7. OTHER:	1. AIFLD	1	2	AID/IA-259	
		2.				
		3.				

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 I as necessary):

At its start in 1964 the project concentrated its resources on the local level seminar. This type of training course, being low in cost, brief duration, and requiring no absence from work on the part of the participant was aimed at reaching a large audience at the local union level. Its participants also constituted a group from which participants for more academically advanced regional courses could be selected with at least some minimal assurance that

MISSION DIRECTOR APPROVAL →	SIGNATURE <i>Edward W. C...</i>	DATE
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## PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

they could absorb and profit from the more advanced training. The regional seminar in turn plays this role for the national seminar. The program is now concentrating more and more on regional and national level seminars. For the continuing work at the local level increasing reliance is being placed on ex-students to carry on these classes.

Focus has also been shifting in another respect. At the start attention was concentrated on the single local union. This type of union was easy to handle, provided a relatively homogeneous group as an audience, and eliminated the risk of carrying into the classroom the disruptive effects of inter-union rivalries. Emphasis gradually changed to designing and holding courses for multi-union groups. The purpose of this move was to counteract some of the vast parochialism among Bolivian workers and show them that they do share some common interests, not only among themselves but with the other sectors of the national society as well.

The special purpose seminar is a relatively new venture and is usually held in conjunction with a regional, national or international labor congress. Participants are selected Bolivian leaders attending the meeting. Thus far 165 persons have participated in these seminars. While early indications are that the seminars have had beneficial results for the participants it is too soon for a categorical judgement on their value.

Routine seminar training is the principal objective of the project. Instances in which participants have benefited from the training can be balanced by instances in which they have not. However, more than 500 graduates are holding union offices. This includes such important groups as the teachers, factory workers and miners unions. In the absence of the findings of an objective, sound evaluation, subjective judgement indicates that U.S. purposes are generally being served by this project.

In an effort to make effective contact with that large yet highly unorganized group, the campesinos, training courses have been held in local centers. These courses have included aspects of community development such as the role of cooperatives, etc. Again, while there exists no quantitative measure of their success or failure, there is evidence that they have been successful. In one instance, a year after the course was given for members of a small farmers coop its membership had slightly more than doubled and its per capita production had gone up sharply.

Labor Information Centers in six cities are being operated by ex-students who showed unusual ability during their courses. The Centers are headed and staffed by Bolivians, thus minimizing the American presence. The Centers publish a periodic labor news letter and four have thrice-weekly radio programs.

In its social project activities the work has been carried out on a fairly limited scale. In general the projects undertaken have been completed promptly and have brought local labor groups into active participation in community affairs.

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The project has experienced difficulties, both administrative and operational. It is concentrating on a field sometimes highly charged with emotionalism. It has not had a sophisticated indigenous labor movement from which to draw any decisive material or moral support. The project has not yet remade the Bolivian labor movement but it has infected some new ideas and some new personalities into it. The long entrenched extremist control of Bolivian labor has not been broken, but it has been loosened in spots. On balance it should be said that the project has achieved what might reasonably have been expected of it at this point in time.

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PART I-B - PROJECT EFFECTIVENESS

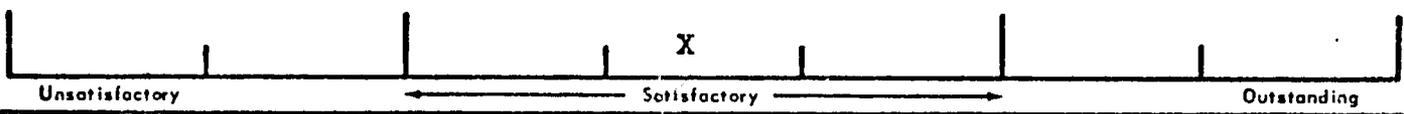
009 I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30, 1963		5. PLANNED BY NEXT JUNE 30 1969	6. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	<p>The purpose of the project is to conduct courses in trade union education for trade union officers. Starting at the local level (short evening courses) progressing to higher academic standards at regional and national levels, to the equivalent of university training in the U.S. Secondly to execute small, community impact projects.</p> <p>1) Local level course (participants) 2) Regional level course (participants) 3) National level course (participants) 4) Students sent to U.S. 5) Special Purpose Seminar (participants) 6) Participants in Campesino Courses 7) Social impact projects 8) Labor Information Centers</p> <p>1/ Includes project financed plus locally financed courses.</p>					
		3,594		2,846	3,754	7,754 1/
		1,993		1,654	2,015	3,615
		1,192		1,087	1,217	1,642
		30		24	30	56
		165		103	215	535
		3,509		3,209	3,589	3,189
		14		9	17	57
		6		6	6	7

PART I-B - Continued

010 B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project target:



PART I-C - PROJECT SIGNIFICANCE

011 C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
(1)	Human Resources Development	2	2
(2)	Rural Development	2	1
(3)	Industry and Mining Development	2	1
(4)			

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 1):

- (2) The discrepancy here arises from the fact that while this project has an important potential in this area, its involvement in the field has thus far been marginal.
- (3) In the public sector featherbedded payrolls and archaic work practices will have to be rationalized and will pose some serious social problems in the accomplishment. In the private sector an extremist dominated labor movement through politically motivated agitation can discourage investment and handicap production. While the potential of this project in these areas can be significant actual impact to date is so difficult to assess that it has been rated one rather than two.

## PART I-C - Continued

## C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	N
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	NA
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	NA
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	N
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	

019- The small, social projects usually have a human interest angle. The groups involved are colorful and "different" and are good for picture coverage on "The Alliance At Work" theme.

PART II - IMPLEMENTATION REPORT  
II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS <sup>a</sup>	(b) STATUS - PLACE AN "X" IN, ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	Local level courses:			
	Selection of instructor		X	
	Arrangement for meeting rooms		X	
	Provision of instructional materials		X	
	Regional level courses:			
	Selection of teaching staff		X	
	Selection of participants		X	
	Follow-up on graduates	X		
	National level courses:			
	Selection of teaching staff		X	
	Selection of course content and materials		X	
	Selection of participants		X	
	Follow-up on graduates	X		
	Students sent to U.S.:			
	Selection of trainees		X	
	Follow-up		X	
	Campesino training courses:			
	Determination of specific local need and interest		X	
	Selection of course material		X	
	Selection of instructor		X	
	Follow-up	X		
	Social Projects:			
	Determination of need or priority		X	
	Determination of feasibility		X	
	Assurance of local participation	X		
	Arrangement for funding		X	
	Execution of project		X	
	Follow-up	X		
	Special purpose seminars:			
	Determination of specific need		X	
	Course content		X	
	Follow-up		X	
	Labor Information Centers:			
	Determination of Location		X	
	Selection of Directors or coordinators		X	
	Although the follow-up function is an important one, it poses a heavy burden in staff time and the contractor is not staffed to perform it on a major scale. The contractor is using various devices to maintain follow-up, e.g. through the Labor Information Centers and encouragement of the formation of local clubs of ex-students. However, this does not yield optimum results and has been, therefore designated as "behind schedule".			

## PART II - Continued

## 023 II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an 'X' in one block):

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.	(a) On schedule	X
	(b) Ahead of schedule	
	(c) Behind schedule	
	(1) AID/W Program Approval	
	(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
	(3) Technicians	
	(4) Participants	
	(5) Commodities (non-FFF)	
(6) Cooperating Country		
(7) Commodities (FFF)		
(8) Other (specify):		

## II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

## 1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024	IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:		032 Quality, comprehensiveness and candor of required reports	P
			033 Promptness of required reports	P
025	Adequacy of technical knowledge	P	034 Adherence to work schedule	P
026	Understanding of project purposes	P	035 Working relations with Americans	N
027	Project planning and management	N	036 Working relations with cooperating country nationals	P
028	Ability to adapt technical knowledge to local situation	P	037 Adaptation to local working and living environment	P
029	Effective use of participant training element		038 Home office backstopping and substantive interest	P
030	Ability to train and utilize local staff	P	039 Timely recruiting of qualified technicians	
031	Adherence to AID administrative and other requirements	N	040 Other (describe):	

## 2. FACTORS-PARTICIPANT TRAINING Not applicable

041	IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:	X	TRAINING UTILIZATION AND FOLLOW UP	
			052 Appropriateness of original selection	
	FREDEPARTURE		053 Relevance of training for present project purposes	
042	English language ability		054 Appropriateness of post-training placement	
043	Availability of host country funding		055 Utility of training regardless of changes in project	
044	Host country operational considerations (e.g., selection procedures)		056 Ability to get meritorious ideas accepted by supervisors	
045	Technical/professional qualifications		057 Adequacy of performance	
046	Quality of technical orientation		058 Continuance on project	
047	Quality of general orientation		059 Availability of necessary facilities and equipment	
048	Participants' collaboration in planning content of program		060 Mission or contractor follow-up activity	
049	Collaboration by participants' supervisors in planning training		061 Other (describe):	
050	Participants' availability for training			
051	Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES Not applicable

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	064 NO COMMODITY ELEMENT	X	
					072 Control measures against damage and deterioration in shipment.
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).					073 Control measures against deterioration in storage.
066 Quality of commodities, adherence to specifications, marking.					074 Readiness and availability of facilities.
067 Timeliness in procurement or reconditioning.					075 Appropriateness of use of commodities.
068 Timeliness of shipment to port of entry.					076 Maintenance and spares support.
069 Adequacy of port and inland storage facilities.					077 Adequacy of property records, accounting and controls.
070 Timeliness of shipment from port to site.					078 Other (Describe):
071 Control measures against loss and theft.					

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-251 as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

## PART III - ROLE OF THE COOPERATING COUNTRY \*

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

## SPECIFIC OPERATIONAL FACTORS:

- |     |  |  |
|-----|--|--|
| 080 | Coordination and cooperation within and between ministries.  |  |
| 081 | Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.  |  |
| 082 | Availability of reliable data for project planning, control and evaluation.                              |  |
| 083 | Competence and/or continuity in executive leadership of project.   |  |
| 084 | Host country project funding.  |  |
| 085 | Legislative changes relevant to project purposes.  |  |
| 086 | Existence and adequacy of a project-related LDC organization.  |  |
| 087 | Resolution of procedural and bureaucratic problems.  |  |
| 088 | Availability of LDC physical resource inputs and/or supporting services and facilities.                  |  |
| 089 | Maintenance of facilities and equipment.   |  |
| 090 | Resolution of tribal, class or caste problems.   |  |
| 091 | Receptivity to change and innovation.  |  |
| 092 | Political conditions specific to project.  |  |
| 093 | Capacity to transform ideas into actions, i.e., ability to implement project plans.                      |  |
| 094 | Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated. |  |
| 095 | Extent of LDC efforts to widen the dissemination of project benefits and services.                       |  |
| 096 | Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.     |  |
| 097 | Enforcement of relevant procedures (e.g., newly established tax collection and audit system).            |  |
| 098 | Other:   |  |

## HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:

- |     |   |  |
|-----|---|--|
| 099 | Level of technical education and/or technical experience. |  |
| 100 | Planning and management skills.                           |  |
| 101 | Amount of technician man years available.                 |  |
| 102 | Continuity of staff.                                      |  |
| 103 | Willingness to work in rural areas.                       |  |
| 104 | Pay and allowances.                                       |  |
| 105 | Other:  |  |

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

- \* The Government of Bolivia has maintained a neutral position towards this project, neither withholding its support when sought, nor introducing obstructions to the progress of the project.

PART IV - PROGRAMMING IMPLIC  
IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

No changes (of the magnitude envisaged here) are contemplated for this project.

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

- |  |  |
|--|--|
| 1. Continued as presently scheduled in PIP.  |  |
| 2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).             |  |
| 3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow. |  |
| 4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.                  |  |
| <input checked="" type="checkbox"/> 5. Substantively revised. PROP will follow.  |  |
| 6. Evaluated in depth to determine its effectiveness, future scope, and duration.  |  |
| 7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___                          |  |
| 8. Other. Explain in narrative.  |  |

109 NARRATIVE FOR PART IV-B:

PAR CONTINUATION SHEET

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Clearances:

PR, PKolar: PK  
PR, GIMcCloskey: GM  
ADP, HBirnbaum: HB  
AADO, WBrister: WB

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