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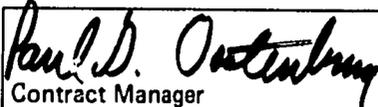
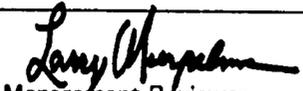
INDEFINITE QUANTITY CONTRACT
AID/SOD/PDC-C-0389
Work Order No. 10
Rural Development Planning Project

Status of Development of Five
Project Identification and
Selection Methodologies

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Five project identification and selection methodologies have been developed under the Rural Development Planning Project. The methodologies are intended to assist DDCs in devising regional development strategies and policies, in designing development programs, and in identifying development projects. Although these activities can be performed without the methodologies, the selection of appropriate strategies, policies, programs, and projects is more likely to occur when methodologies of this kind are applied.

Three of the five methodologies are sectoral in nature. Specifically, they are a set of tools that can be applied sequentially to identify and select appropriate interventions for agricultural sector development in a region. The fourth methodology is explicitly spatial in concept. It is broader than any of the sectoral methodologies but is designed to lead to the same outcome, that is, the identification and selection of programs and projects for regional development. The fifth methodology is a type of evaluation tool. It is designed to assess the impacts of development projects.

The five methodologies, together with the departments in which they have been tested, are:

Sectoral Tools: Statistical Profiles -- Oruro
 Constraints Analysis -- Tarija
 Lines of Intervention -- Chuquisaca

Spatial Tools: Urban Functions in Rural Development --
 Potosí

Evaluation Tools: Ex-Post Facto Evaluation -- La Paz

This document describes the status of the development of the five methodologies. It also assesses the thoroughness with which they have been tested and their usefulness to the DDCs in their current form.

In brief, three general conclusions emerge from a review of the DDCs' experience to date with the five project identification and selection methodologies:

- First, upon termination of the PCI contract, much of the continuity of the methodology development work was lost, and political support waned. Although PCI's original proposal had anticipated that the methodologies would be integrated, the documentation produced under the project has been marked largely by fragmentation.¹
- Second, existing documentation is unclear in describing the role that the methodologies are intended to play in the planning process. As a consequence, the DDCs have had only a vague idea of how to incorporate the methodologies in their regional planning activities.
- Third, although some of the methodologies are near the point of being completely developed for use in Bolivia, none have yet been thoroughly tested in all respects.

To assist the reader in understanding the status of the development of the methodologies, Exhibit A presents an assessment of the work performed on each. The ratings are by the authors of this document. They are based on a review of available project documentation and on consultation with individuals who have been involved with the project since its inception. The ratings are admittedly subjective. There are undoubtedly instances in which individuals who are more familiar with particular methodologies would have come to different conclusions. Nevertheless, the exhibit is a useful mechanism for highlighting differences in the overall progress that has been made with the different methodologies. The status of the methodology development work in each department is discussed briefly in what follows.

Oruro. The Statistical Profile of Oruro, produced in CORDEOR, contains more than 120 tables of secondary data. No statements are made about the department's level of development or its needs. The description of the methodology offers little detail on why a DDC would wish to produce a statistical profile and what techniques and procedures it would use to do so. Nor is the relationship of the methodology to the planning process adequately explained. The profile of Oruro does not furnish any analysis of the data that it presents

¹The integrative framework anticipated at the outset was one of "negotiated planning." For an example of negotiated planning, see Enrique García Ayaviri, Planificación Negociada y Desarrollo Regional (La Paz: Editorial Los Amigos del Libro, 1981).

Exhibit A

ASSESSMENT OF THE FIVE PROJECT IDENTIFICATION AND SELECTION METHODOLOGIES

ASSESSMENT CRITERIA	PLANNING METHODOLOGIES					
	Guaro	Tarija	Chuquisaca	Potosí	La Paz	
	Statistical Profile	Statistical Profile	Constraints Analysis	Lines of Intervention	Urban Functions in Rural Development	Ex-Post Facto Evaluation
1. How effectively was the methodology described? What level of detail was provided?	4	3	2	4	1	2
2. How usable would the methodology be to a DDC in its present form?	5	4 ^a	2	4	1	3
3. How well was the methodology related to the planning process in the DDCs?	5	3	2	4	2	3
4. How thoroughly was the methodology tested?	4	2	4 ^b	3	1	2
5. How effectively were the results analyzed and presented?	4	4 ^a	8 ^b	4	1	2
6. How were the results of the test used?	8	8	8 ^b	3	3	3
7. How cost-effective is the methodology in its present form?	4	3	3	5	2	3
8. What was the office cost of the test?	8	8	8 ^b	8	8	8
9. What was the field cost of the test?	\$b10,600	\$b59,500	8 ^b	\$b99,241	8	8

Rating Scale: Extremely (good job) = 1
 Very (good job) = 2
 Adequate (job) = 3
 Not very (good job) = 4
 Not at all (good job) = 5
 Unknown/unclear = 8

^a Not very useful if considered alone, but very useful when the profile and the subsequent constraints analysis are considered together.

^b A test was conducted but it has not been documented.

and, thus, is less useful than if implications had been drawn from the statistics. The profile is described as similar to the traditional "diagnóstico," but as more precise and less expensive. The Oruro profile is undoubtedly less costly than a diagnóstico, but because of its lack of data interpretation, its utility to a DDC is low.

Tarija. A Statistical Profile was also prepared in CODETAR as a prelude to a Constraints Analysis of rural areas of Tarija. The profile offers a number of hypotheses and lists the procedures that were used to test them analytically. The role of the profile in the planning process is not documented, however.

The principal objective of the work in Tarija was to develop and test a methodology for analyzing agricultural development constraints. A manual was prepared that describes issues to be addressed and procedures to be followed in conducting such a constraints analysis. While it was initially anticipated that statistical profile data would be used in testing the methodology, this was not actually done. The "Constraints Analysis Manual" contains no Bolivian data -- only data from other Latin American countries. Its description of the procedures to be followed is sufficiently detailed so that the methodology could be replicated, although not without difficulties. The fact that a statistical profile was prepared before the constraints analysis demonstrates the close connection between the two methodologies. To a certain extent, both depend on the same information. Data analysis procedures and formats of presentation are somewhat different, however.

Chquisaca. The Lines of Intervention methodology was developed and tested at CORDECH. The role of the methodology in the planning process is not clearly documented. Its potential for use by a DDC is less clear than the potential of other methodologies, and the steps needed to implement the methodology are not spelled out in detail.

Two documents were produced. The first, a "Survey of the Potential of Lines of Intervention," presents a statistical profile based on campesino interviews. Attempts to identify lines of intervention are limited to survey responses on campesino preferences and willingness to pay for different types of projects. The second document, a "Survey of the Impact of Agricultural Credit on Small Farmers," is in reality an

ex-post facto evaluation rather than an investigation of lines of intervention. The criteria that were proposed for assessing lines of intervention are not used in assessing the impact of agricultural credit. The opinions of experts, called for in the methodological description, are not presented.

Potosí. The most successful of the five methodologies has been the Urban Functions in Rural Development (FUDR) methodology, which was tested at CORDEPO. This spatial planning methodology had already been applied in other developing countries and was more thoroughly blue-printed at the outset than the other four methodologies. CORDEPO made a commitment to testing FUDR thoroughly and assigned a number of its personnel to apply the methodology in the department. As a result, FUDR is more fully articulated than any of the other methodologies. These factors contributed to its positive reception at the September, 1981, training seminar in La Paz.

FUDR is divided into discrete tasks. While the relationship of the tasks to the overall planning process is not fully explained in the CORDEPO documentation, FUDR is a comprehensive methodology that can lead to the identification and selection of packages of development projects. The methodology involves components that are similar conceptually to the statistical profile, constraints analysis, and lines of intervention methodologies. This permits FUDR to appear less fragmented than the sectoral planning methodologies. The steps that were taken in testing FUDR are well documented. The objectives of each step are clearly spelled out, the procedures that were followed are described in detail, and the information that was collected in Potosí is carefully presented. The bulk of the methodology could be applied by other DDCs, following the procedures outlined in the CORDEPO reports. The one step that is not completely described in the CORDEPO documentation is the final step of identifying packages of projects. This part of the methodology has recently been documented by PCI's former advisor to the department.

La Paz. A methodology for conducting Ex-Post Facto Evaluations was developed and tested in CORDEPAZ. The methodology and its relationship to the planning process are outlined in a lengthy report. Although

more detailed guidance would be required for someone who had not already conducted an evaluation or had not already worked with survey data, an analyst with some prior evaluation experience would be able to infer missing steps. The methodology was tested in two CORDEPAZ-sponsored projects: a credit-in-kind project and a potable water project. The tests reveal that the methodology can be used to assess the impacts of development projects. As part of the test of the ex-post facto evaluation methodology, an attempt was made to test the statistical profile and lines of intervention methodologies as well. Unfortunately, the evaluation sample was not representative of the population of the region at large. Had the sample of respondents been selected differently, it would have been possible to apply the evaluation survey data to the other two methodologies.