

AID 1020-25 (7-68)		SECURITY CLASSIFICATION		001 PROJECT NUMBER	
PROJECT APPRAISAL REPORT (PAR)		UNCLASSIFIED		511-11-190-364.3	
(U-446) See M.O. 1026.1					
002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:	11	03	69	FY 64 Thru FY 75	Community Development
005 COOPERATING COUNTRY - REGION - AID/W OFFICE					
Bolivia					

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1969)	477	101	124		101	17	-	112	-	123	-
PROPOSED OPERATIONAL YEAR (FY 1970)	101	15	67	5	15	12	-	-	-	2	-

CCC VALUE OF P.L. 400 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	0. PARTICIPATING AGENCY					
2. LOCAL CONTRACTOR	1. UNIVERSITY					
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION					
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING					
5. VOLUNTARY AGENCY	4. CONSTRUCTION					
6. OTHER:	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:					

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):

Before the revolution of 1952, the majority of Bolivia's peasants lived in serfdom. The revolution freed the peasant, gave him land and set the stage for his participation in the social and economic development of the country. Numerous efforts at improving the life of the peasants have been undertaken by various GOB and international agencies, but these efforts have met with limited success because of their paternalistic approach of solving the problems of the people for them.

MISSION DIRECTOR APPROVAL →	SIGNATURE	DATE
	<i>[Signature]</i>	11/28/69

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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.

In 1964, USAID began to support a program oriented toward developing the capacity of peasants to participate in the social, economic and political life of the nation through their own organizations. The present National Community Development Program is the result of that effort. Focusing on the role of human development, individual involvement and the positive effects of democratic practices on the overall development of the country, community development has definite Title IX implications.

Community Development organizes communities into groups for the purpose of discussing, identifying and seeking solutions to common problems. The basic objective of the program is the establishment of local representative government in the rural communities of Bolivia through the creation and/or strengthening of local institutions. This is done by assisting rural communities in carrying out self-help projects. The project is the catalyst for the creation of village institutions.

While it is too early to evaluate the effectiveness of this approach to development in Bolivia, the following has been accomplished.

- A. A sound organizational structure for community development has been established within the GOB with a pool of experienced village level workers which will provide future supervisory manpower.
- B. A large number of projects have been executed with a high proportion of community involvement and contribution (an average of 68% per project). In general, the projects are being used, well maintained, and are making meaningful contributions to improving the life of the campesino.
- C. Peasants who have participated in the program have been made aware of the availability of meaningful assistance from their government and the action necessary to obtain this assistance.
- D. As a result of joint GOB/USAID activity, the effectiveness of community development has been enhanced.
- E. Important insights into the development process in Bolivia have been attained.

#### Contributions to U.S. Goals

The introduction of new technology and the development of infrastructure has promoted overall agricultural development by contributing to the modernization of the rural sector and the improved productivity of a large segment of the agricultural work force. Further assistance in achieving U.S. goals has been provided by those elements of the program concerned with improving public health and the educational facilities available to each community.

The program has carried out projects in almost 2,000 of the more than 2,300 communities where it is presently functioning. An investigation is underway to determine the number of community organizations existing as a result of

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these projects and the importance of each organization.

The number of projects carried out by the program is closely related to the amount of funds available. Communities presently contribute approximately 70% of the total cost of each project. The rate of project completion has been reduced slightly due to the delays in signing the C.D. loan. There has been, however, a very favorable cost benefit ratio.

One of the main functions of the community development program is to organize rural groups so that they are in a better position to receive the services and benefits of government priority programs such as wheat, wool, land titling etc. The importance of the program will continue to increase as the government continues to develop programs directed toward the rural sector.

Through the program, a large number of physical projects are being implemented at a low cost. The program has proved itself to be an effective and efficient method of applying Foreign Aid to rural communities. The most important effect of this program on the U.S. will be its contribution toward the development of a stronger Bolivian economy and the socio-political benefits resulting from a stable, rural populace, profitably employed in self-help activities rather than donating free labor to a hacendado or creating disorders.

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009

## PART I-B - PROJECT EFFECTIVENESS

## 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 9/30/69	4. AS OF PRIOR JUNE 30 69		5. PLANNED BY NEXT JUNE 30	6. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	<u>Types of projects</u>					
	1. Education	271	904	904		
	2. Health	434	413	413		
	3. Agriculture	1,094	1,044	1,044		
	4. Engineering (Village level infrastructure)	724	532	532		
	5. Cooperatives	284	279	279		
	1. Education - schools, desks and literacy courses					
	2. Health - health centers, wells, potable water tanks, health campaign, latrines and home improvements					
	3. Agriculture - chicken coops, sheep dips, ag. demonstrations, reforestation, ag. training, artificial insemination					
	4. Engineering - dams, roads bridges, electrification, community centers					
	See continuation sheet for details.					

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009 - 5, 6

The only long term planning for C.D. projects is that which appears in the FROP for C.Y.s 1969, 1970, 1971. This is only an estimate as it is practically impossible to predict the kinds and number of projects that will be requested by the communities. Also, this estimate was based on the assumption that the C.D. loan would have been signed before the end of CY 1968. As the signing of the loan was delayed and the amount was reduced the estimate will probably be high.

Accomplishments of the C.D. training department1968Middle level personnel

Trained	80
Retrained 1st course	99
Retrained 2nd course	45

Community Development Workers (TDC)

Trained	89
Retrained	170

Community Leaders

Trained	870
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1969Middle Level Personnel

Trained	12
Retrained	36

Community Development Workers (TDC)

Trained	27
Retrained	200

Community Leaders

Trained 1st stage	668
Trained 2nd stage	451

Leaders in Specific Fields

Trained	411
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<u>Projects</u>	<u>Period: 1969-1971</u>
Rural electrification	40
Potable water	600
Schools	1,800
Agricultural Demonstrations	1,000
Courses	1,250
Irrigation	300
Roads and Bridges	125
Health posts	400
Sheep Dips	600
Miscellaneous	<u>1,400</u>
Total	<u>7,515</u>

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## 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 targets:



## 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. (*10 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)	Integration of the rural population into the social, economic and political life of the nation	3	2
(2)	Diversification and increased production for import substitution and export.	2	2
(3)			
(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 I):

- (1) Integration of <sup>the</sup> rural population into the social, economic, and political life of the nation is the goal of the community development program. As noted its impact is good.

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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?	N
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?	Y
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):	

017 The most important lesson learned from this project is that the self-help method is the most effective way to aid the rural population.

019 The project is of great human interest and would be most impressive in the news media in the U.S. It would be an excellent way of changing the attitude that AID does not reach the people.

An average of approximately 100 articles per month (many with pictures) about community development projects are carried in La Paz newspapers. USIS and the division keep records of relevant reports. Also the recently inaugurated television station reports daily on C.D. activities.

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## 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	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	<p>Training:</p> <p>Middle level personnel</p> <p>Community Development Workers</p> <p>Community Leaders</p> <p>Projects:</p> <p>Education</p> <p>Health</p> <p>Agriculture</p> <p>Engineering</p> <p>Cooperatives</p>		<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	

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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	
	(b) Ahead of schedule	
	(c) Behind schedule	X
	(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): Delay in signing of loan	X	

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:	X	032 Quality, comprehensiveness and candor of required reports	
025 Adequacy of technical knowledge		033 Promptness of required reports	
026 Understanding of project purposes		034 Adherence to work schedule	
027 Project planning and management		035 Working relations with Americans	
028 Ability to adapt technical knowledge to local situation		036 Working relations with cooperating country nationals	
029 Effective use of participant training element		037 Adaptation to local working and living environment	
030 Ability to train and utilize local staff		038 Home office backstopping and substantive interest	
031 Adherence to AID administrative and other requirements		039 Timely recruiting of qualified technicians	
		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

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

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## PART II-B - Continued

## 3. FACTORS-COMMODITIES

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

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 1020-25 if 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.

071 There is apparently no control by customs officials in Bolivia against theft. The only way to guard against this problem is by insuring all shipments.

072 There is a lot of shipping damage. All shipments must be insured.

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## 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.	N
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	P
082 Availability of reliable data for project planning, control and evaluation.	P
083 Competence and/or continuity in executive leadership of project.	N
084 Host country project funding.	P
085 Legislative changes relevant to project purposes.	P
086 Existence and adequacy of a project-related LDC organization.	P
087 Resolution of procedural and bureaucratic problems.	P
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	P
089 Maintenance of facilities and equipment.	P
090 Resolution of tribal, class or caste problems.	P
091 Receptivity to change and innovation.	P
092 Political conditions specific to project.	P
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	P
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	N
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	P
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	P
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	P
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	P
100 Planning and management skills.	N
101 Amount of technician man years available.	P
102 Continuity of staff.	P
103 Willingness to work in rural areas.	P
104 Pay and allowances.	N
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):

- 080 Coordination with ministries and other institutions is unsatisfactory. This is due mainly to reduction of activities as a result of cut-backs in the budget.
- 083 Changes in the executive leadership have occurred as a result of recent changes in the government. It is too soon to evaluate the competence of this leadership or to predict the possibility of future changes. However, below the executive level there are competent personnel who contribute toward continuity.
- 094 The GOB supports the program and intends to maintain it. It is probable however that the GOB will need to continue support through loans by international lending institutions.

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- 100 Management and administrative skills have been poor. This has been somewhat detrimental to the program. Action is presently being taken to correct this problem through the services of administrative consultants on contract from the Arthur Young Co.
104. Salaries are low and benefits are practically non existent. The Director of the National Community Development Program and USAID advisors have presented this problem to the Programmer for the Ministry of Finance. Consideration was given to the adoption of a Civil Service System but the financial situation of the GOB has not permitted its implementation.

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**PART IV - PROGRAMMING IMPLICATIONS**  
**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):

As pointed out throughout this PAR, progress towards achieving project targets is generally on schedule and satisfactory. Delays in signing the Community Development loan are beyond the control of the project and the Mission. No changes in the scope and execution of this project are recommended at this time.

**IV-B - PROPOSED ACTION**

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

1. Continued as presently scheduled in PIP.	<b>X</b>
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.	
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:

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Clearances:

CD, MHFord: (in draft)

PR, EJSzepey:

PR, PKolar:

ADP, HBirnbaum:

DD, LVPérez:

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