

TOWARD BETTER PROJECT EVALUATION

BY IMPROVING THE

PAR SYSTEM

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FRY CONSULTANTS

This material is forwarded in advance to the attendees of the East Asia Program Evaluation Conference, held at Manila, Philippines, on March 26 through 28, 1970.

This material describes some of the Fry findings under Contract No. AID/csd-2510, and covers the following topics:

- I. The Intent of the PAR
- II. What Did Missions Do in Response to the PAR?
- III. What are the Characteristics of the PAR Process?
- IV. Some Management Issues Raised By the PAR
- V. The People and Their Attitudes
- VI. What has Been Done With the PARs Sent to AID/W?
- VII. Summary of 55 East Asia PARs

The Fry team hopes that you will find time to review this material in advance of the conference, where your comments and questions will be solicited.

I. THE INTENT OF THE PAR

1. To systematize project evaluation to aid Mission management.
2. To report on that project evaluation process as appropriate to AID/W information needs.

## II. WHAT DID MISSIC'S DO IN RESPONSE TO THE PAR?

1. The PAR created the first systematic project evaluation process.
2. Project Evaluation Officers learned a lot about TA and about evaluation -- through research and by doing.
3. It became clear that evaluation was a poorly understood concept -- and was often confused with or limited to evaluating management of inputs.
4. Project managers and technicians recognized that they were not always sure of what they were doing or why they were doing it.
5. It became clear that project planning can be improved.

II. WHAT DID MISSIONS DO  
IN RESPONSE TO THE PAR?

1. The Mission definition of project evaluation:

- o Was clarified if not generated in response to the PAR
- o Exists primarily in the mind of the Project Evaluation Officer;
- o Is consistent with the "PAR" definition of project evaluation;
- o Did not previously consider significance.

2. There is some confusion between effectiveness and significance; this confusion is heightened and possibly caused by:

- o Uncertainty as to the definitions of targets, outputs, goals, and objectives
- o Management's failure to explain, clarify, and insist upon a clear and explicit relation between that which technicians can achieve, project outputs, sectoral goals, and economic development objectives.

## II. WHAT DID MISSIONS DO IN RESPONSE TO THE PAR?

### VALUE OF THE PAR

- Structured useful dialogue between the program office and the "technical groups"
- Presented differing views to top Mission management
- Forced project monitors to recognize deficiencies in planning -- that is, ambiguities in targets and the related ambiguity in defining project impact on broader developmental objectives
- PARs before PROPs -- a valuable learning experience, improving quality of design and planning.

### SOME OF THE PROBLEMS WITH THE PAR

- Annoying to fill out
- The sequence of thought provoked by the PAR is not the most efficient sequence for evaluation
- Lengthy narrative sometimes added just to avoid A.I.D./W misinterpretation
- Often expensive in terms of man-hours spent in preparation
- Not a good report to Mission management:

### III. WHAT ARE THE CHARACTERISTICS OF THE PAR PROCESS?

1. The utility of the process depends on the Mission. Benefit exceeds cost if you take it seriously, is less than cost if you don't.
2. The Evaluation Officer plays a critical role. Being senior helps. Being helpful and energetic is more important.
3. When the Mission responds "constructively" to the PAR, the process defined usually has the following characteristics:
  - Highly regarded, relatively senior Program Evaluation Officer
  - Explicit commitment to covering all TA projects within two years.
  - A PAR preparation and review procedure that
    - leads to management action (replanning)
    - commits Mission management to involvement at whatever level is appropriate to the issues raised.
4. Major responsibility for PAR preparation is most often assigned to personnel having project or higher level responsibilities.
5. PARs that report highly controversial and unresolved issues are usually suppressed by top Mission management pending settlement within the Mission.

III. WHAT ARE THE CHARACTERISTICS  
OF THE PAR PROCESS?

6. Filling out the PAR The sections of the PAR document are usually completed in the following order and manner:

o Part A-1 General Narrative Statement on Project Effectiveness, Significance and Efficiency: Usually developed by the Project Manager in consultation with Sectoral Management and the Program Office and

- presents past events and future plans as the logical evolution of the project and seldom discusses project changes
- says little about "efficiency"
- asserts, in general terms, an acceptable level of effectiveness and continued project significance.

This is a high cost section and is frequently useful as a project history. The cost of this section should be less in subsequent years.

o Part I-C.1 Relation to Sector and Program Goals and Narrative.

The goals in column (b) are

- often requested from Program Office if not supplied in advance
- sometimes developed by the Project Manager for the PAR
- usually at least modified for presentation in the PAR

### III. WHAT ARE THE CHARACTERISTICS OF THE PAR PROCESS?

- o Part I-C.2 General Questions. Most receive a negative response except:
  - 014. factors beyond the control of the project manager have had a substantial effect on project accomplishments. (50.9% in EA)
  - 017. the project has produced value by providing insights or lessons having broad applicability (60% in EA)
  - 019. the project warrants publicity in the U.S. (64% in EA)
  
- o Part II-A.2 Overall Timeliness. Often completed after Part II-A.1 is begun. Reflects judgment rather than a systematic or "critical path" determination.
  - 11% of EA projects are "Behind Schedule"
  - "Behind Schedule" projects are less successful
  
- o Part II-B Resource Inputs. Paradoxically, the PM:
  - usually finds it necessary to extensively interact with others in collecting data
  - yet, seldom feels his knowledge of the project has been advanced by this section.
  
- o Part III Role of the Cooperating Country. This section generally involves the least discussion with others -- except when host performance is such that action is needed. In addition,
  - more negative responses are recorded in Part III than anywhere else.

### III. WHAT ARE THE CHARACTERISTICS OF THE PAR PROCESS?

-- yet, management action is seldom called for in the narrative.

In part this reflects confusion over shortcomings that impact on achievement of targets versus those shortcomings that are to be overcome by the project.

#### o Part IV Programming Implications.

-- tends to be redundant with earlier sections .

(particularly I-A General Narrative Statement and Narrative for Part I-C.2)

-- shows the same confusion about project purposes and superior objectives revealed in I-C. 1 Relation to Sector and Program Goals.

-- suggests the hoped-for association between unsuccessful projects and change actions.

#### o Part I-B.1 Output Report and Forecast; Part II-A. 1 Individual Actions.

If the PIP is not available, these are the most difficult and expensive sections to prepare (excluding review costs, which are substantially higher for other sections)

#### o Part I-B.2 Overall Achievement of Targets. This assessment of achievement

is intended to be entirely project-specific, yet is treated as a comment on the worth of the project -- a judgment requiring reference to superior objectives.

#### IV. SOME MANAGEMENT ISSUES RAISED BY THE PAR

1. Management feels that "downward" communications are effective -- that technicians understand project purposes, Project Managers understand sector goals, etc. This is not true.
2. The PAR-initiated process revealed deficiencies in understanding how sub-project tasks will achieve project purposes and how projects impact on economic development. (The former, time-urgent issue has often been resolved; dialogue has just begun on the latter issue, of project significance.)

#### IV. SOME MANAGEMENT ISSUES RAISED BY THE PAR

##### There is a Need for Greater Clarity and Honesty in Downward Communication

- Field operations personnel tend to overestimate the number of projects that are explicitly political -- lack of clear targets leads to some cynicism about why the project was attempted
- There is some feeling that the Mission is best served by defending rather than examining projects
- The typical technician feels that he is given insufficient direction and would welcome assistance in setting meaningful but achievable targets for his efforts\*
- Lacking clear ideas of what is to be accomplished, he too often diffuses his efforts and later questions his value to the LDC
- Good (intelligent, hard-working, and perceptive) technicians hesitate to remain in an environment where they do not feel that they are personally bringing value.

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\*3] of the 4] NESA/EA technicians interviewed felt they were given insufficient direction

IV. SOME MANAGEMENT ISSUES  
RAISED BY THE PAR

HOW TO LOSE A GOOD TECHNICIAN:

A CHRONOLOGY OF A NEW A.I.D. HIRE

1. Unbridled Enthusiasm -- there's so much to do, where do I start?
2. Energetic immersion in project details.
3. Good grief, I've tried to do so much, I've diffused my efforts and done very little.
4. "I would have saved a year if someone had told me in the beginning what I might hope to accomplish."
5. I've had no impact here and will transfer after this tour.

V. THE PEOPLE AND THEIR ATTITUDES

1. Perception of AID/W Use of PAR.

- o PAR tends to be treated as most documents -- a justification -- but through "learning by doing" becomes less so
- o Biggest threat to USAID is that of meddling, nonconstructive queries
- o Limited concern with Congressional "threat" -- PAR should "help AID/W talk to Congress"
- o Concern about "political" clout of PASAs and contractors
- o Skepticism about value of machine processing

2. Where Evaluation Works Well, Management Attitudes are Supportive Rather than Critical -- The Environment is Relaxed and the Project Personnel Are Their Own Critics.
  - o Project personnel must perceive that Mission management really wants development goals achieved. Alternately, political objectives, where important, should be stated.
  - o Top management must set the example for critical evaluation of programs and assumptions, and must demand that PARs mirror this example.
  - o There must be honesty as to what is and is not known -- phrases like "most of the participants" must disappear or be substantiated by means of measurement.
  - o Management must reward candor by helping project managers think through their problems and by avoiding criticism of past errors.

3. The Participants in the PAR Process:

The following are based on analysis of Fry's 133 interviews with personnel at NESA/EA Missions. It is dangerous to extrapolate from these findings, which must be leavened with common sense.

(1) Individuals, as well as Missions, must make a certain threshold investment to realize benefit from the PAR. (This cost is now high -- the PAR is annoying to fill out and difficult to read.)

o Project and higher level personnel were most often assigned major responsibility for PAR preparation and:

-- have the best understanding of project purposes

-- are more likely to have explicitly established personal goals

-- are more likely to perceive PAR benefits as outweighing costs

o Relatively few sub-project personnel participated in the evaluation process. These, the project technicians:

-- least understood the project purposes

-- are less likely to have an explicit personal work plan, or a clear idea of the relationship between the project purposes and what they are doing

-- are least likely to perceive PAR benefits as exceeding costs

- (2) PASAs generally have less understanding of project purposes than do USAID or contractor personnel; are less likely to have personal work plans that enable them to see clearly the relation between what they do and the project purpose; and are less likely to participate in the PAR process.
- (3) Skepticism about the value of the PAR process to the Mission is highest among education specialists.
- (4) While there is some feeling that the Mission is best served by defending rather than examining projects, USAID personnel appear ready to adopt a new norm of candor in filling out the PAR.
- (5) Program Office staffs tell us that the PAR has depersonalized and focused their dialogue with project managers.
- (6) The typical technician feels that he is given insufficient direction and would welcome assistance in setting meaningful but achievable targets for his efforts.

VI. WHAT HAS BEEN DONE WITH THE PARs SENT TO AID/W?

- o Fry has entered data from 321 PARs into its computer
- o AID/W is still defining appropriate uses of PAR
- o Some outputs of PAR analysis follow, including:
  - Some speculations based on PAR responses
  - Comparative analysis of how you and the world responded

A Clarification:

Key to this early analysis of PARs are your responses to the "overall performance rating" (item I-B.2 of the PAR). Coding these responses on a scale of one through seven, averages have been calculated for the overall population and compared to averages for smaller populations of potential interest. (For example, the population of PARs rated by project technicians had an average rating of 4.0\*, as compared to the average rating of 4.75 for those rated by the Program Office.)

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\*For a perfectly random distribution, the expected average on a 7-point scale is, of course, 4.0. The NESA average rating was 4.02; EA was 4.67. (The worldwide average was 4.42.)

Analysis of PARs reveal some patterns of potential interest.

1. Higher levels of Mission management tend to give projects higher performance ratings (that is, consider projects more successful). Technicians and Project Managers tend to give projects lower ratings -- that is, consider them less successful.

(Average ratings were: 4.00 for Technicians and Project Managers; 4.50 for sectoral management; and 4.75 for program officers. Project and sub-project personnel appear to be the harshest critics of technical assistance projects.)

2. Lower rated projects tend to be more controversial than higher rated projects.

(The association is clear, although the causality is not.)

3. The higher the level of management review of the PAR the higher the probability that the critical issues are reported accurately. (The correlation between level of review and accuracy\* of the report is 0.28; the correlation between accuracy and extensive discussion with program office and non-technical management is 0.438.)

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\* Accuracy was measured by Fry observers on a five-point scale:

- 5 = accurately described -- no real change based on field observation;
- 4 = subtle but significant difference between issues raised in the PAR and those perceived at the field;
- 3 = key issues not raised in PAR but not consciously suppressed by USAID;
- 2 = key issue(s) consciously suppressed by Mission;
- 1 = PAR seriously misrepresented project.

What Do The PAR Responses Suggest About TA Projects?

4. The ability of implementing agents to adapt to local working conditions and living environment is not a common problem for technical assistance projects.

(Only 6 of the 321 projects in the worldwide data file entered this as being a significant negative factor.)

5. Pay and allowance for counterparts is not as serious a problem for technical assistance projects as USAID personnel tend to assume.

(Although low pay and allowances for counterparts was considered an important problem for 135 of the 321 projects in file, the average achievement of these projects is almost as high as it is for those projects which do not consider low pay a problem.)

6. English language ability is not a critical problem in participant training.

(English language ability was cited as a problem in 41 projects. However, the average overall achievement for these 41 projects was 4.49 or marginally higher than average.)

7. Projects that have "facilities and equipment" problems with participant training (31 projects) have lower success than other projects.

(The average overall achievement rating for these projects as a group was 3.93, as compared to the 4.79 average for other projects.)

COMPARATIVE ANALYSIS OF WORLDWIDE AND EAST ASIA PARs

A WORKING PAPER

Section IB2 - Overall Achievement of Project Targets

More than 75% of all projects are rated satisfactory. In East Asia no projects were rated unsatisfactory.

<u>Overall Achievement Rating</u>	<u>Worldwide</u>	<u>East Asia</u>
Unsatisfactory	16 (5.3%)	0 (0%)
Satisfactory	238 (78.8%)	42 (77.8%)
Outstanding	48 (15.8%)	12 (22.2%)
Total PARs with Ratings	<u>302 (100.0%)</u>	<u>54 (100.0%)</u>
PARs without ratings	19	1
Total PARs in file	<u>321</u>	<u>55</u>
Average Rating	4.42	4.67

Section IIB Resource Inputs

There is an overwhelming preponderance of "P" responses in the Implementing Agency, Participant Training, and Commodities Sections of the PAR. For example 86.3% of all PARs in the file have "P" for "working relations with cooperating country nationals". The expected value (EV) for projects with "P" responses rarely differs much from the EV for projects without "P"s. "N" responses are sparse throughout the Resource Inputs Checklists. Items with "N" responses on 10% of the PARs are more worthy of comment. The EV for projects with "N" responses differs substantially from the EV of projects without "N" on that item in many cases.

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NOTE: The terms used in this working paper are defined in the following section on the terminology used in quantitative analysis of the PAR.

Section IIB.1 - Implementation Agency (242 projects)

Implementing Agents are indicated in 75% of the PARs in the worldwide file and 80% of the East Asia file. The Expected Value of overall achievement rating is identical for projects with or without an Implementing Agent.

The most common problem for implementing agents is recruitment (21% of the PARs); however, overall achievement appears to be little affected, since projects with "N" responses on Recruitment have an EV of 4.35 which differs little from projects which do not report a Recruitment problem. Other problems are reported less often but have lower EVs suggesting these problems have a more serious effect on overall project success.

<u>Item</u>	<u>Worldwide</u>	
	<u>#N's</u>	<u>EV</u>
Recruitment	50	4.35
Project Planning	29	3.76
Participant Training	12	3.36
Adapt Technical Knowledge	12	3.18
Local Staff	12	3.42
Understand Project Purposes	8	3.25

Section IIB.2 - Participant Training (261 projects)

Participant Training is reported in 81% of the PARs worldwide and in 84% of East Asia PARs. The EV for projects with and without participant training is identical worldwide; non-participant projects have a marginally higher EV in East Asia.

The most common problems are "Participant Availability" and "English Language Ability" but the low EV for problems with "Facilities and Equipment" suggests that is more associated with low overall success.

<u>Item</u>	<u>Worldwide</u>	
	<u>#N's</u>	<u>EV</u>
Participant Availability	48	4.20
English Language Ability	41	4.49
Facilities and Equipment after P.T.	31	3.93*

\* Correlation with overall achievement = .320

VI. WHAT HAS BEEN DONE WITH  
THE PARS SENT TO AID/W?

Section IIB.3 - Commodities (232 projects)

Commodities are an input in 72% of the PARS.

<u>Item</u>	<u>Worldwide</u>	
	<u>#PARs</u>	<u>EV</u>
FFF Commodities	21	4.39
Non-FFF Commodities	117	4.29
No Commodities	89	4.46

The "P" responses yield little insight in the worldwide file. In East Asia there are several items with EV above 5 and correlations above .300.

<u>Item</u>	<u>East Asia</u>	
	<u>#P's</u>	<u>EV</u>
Timely AID/W Approval	25	5.08*
Records and Controls	21	5.20*
Facilities	22	5.14

\* Correlation with overall achievement = .432

\*\* Correlation with overall achievement = .338

The most common problems noted under Commodities are "Timely Procurement", "Maintenance and Spares," and "Shipment to Port of Entry" but the EVs are all above 4.00. "Storage" is not a common problem but is associated with low overall achievement. In East Asia, "Maintenance and Spares" is a problem in 9 projects with a low EV of 3.62 and a correlation to overall achievement of .492.

<u>Item</u>	<u>Worldwide</u>	
	<u>#N's</u>	<u>EV</u>
Timely Procurement	53	4.27
Maintenance and Spares	42	4.02
Shipment to Port of Entry	35	4.34
Storage	9	3.62

Section III - Role of the Cooperating Country

There are many more "N" responses in the Host Section than in the Input Resources Section. Nevertheless, there are many more "P" responses than "N" responses. In some projects Section III creates confusion between host problems which are the TARGET of the project (a dependent variable) and factors which influence the project's success in achieving a different objective (factors are independent variables). The analytical usefulness of this section might be increased by dealing only with the host characteristics which are not targets for the project being described.

"Receptiveness to Change and Innovation" and "Utilization of Trained Manpower" are most often rated "P" both worldwide and in East Asia.

<u>Item</u>	<u>Worldwide</u>	
	<u>#P's</u>	<u>EV</u>
Receptive to Change	201	4.64*
Manpower Utilization	198	4.69*

\* Correlation with overall achievement = .330

\*\* Correlation with overall achievement = .364

<u>Item</u>	<u>East Asia</u>	
	<u>#P's</u>	<u>EV</u>
Receptive to Change	37	4.67
Manpower Utilization	39	4.84

The problems which are most commonly cited in Section III are "Pay and Allowances for Counterparts", "Reliable Data", "Procedural and Bureaucratic Problems", and "Planning and Management Skills of Counterparts". The problems with the lowest EV are less common.

VI. WHAT HAS BEEN DONE WITH  
THE PARs SENT TO AID/W?

<u>Item</u>	<u>Worldwide</u>	
	<u>#N's</u>	<u>EY</u>
Pay for Counterparts	135	4.29
Reliable Data	120	4.25
Bureaucratic Problems	104	4.03*
Planning and Management Skills- Counterparts	103	3.97**
Ability to Implement	65	3.67***
LDC Organization	48	3.72+
Receptive to Change	41	3.61++

\* Correlation = .364; \*\* Correlation = .364; \*\*\* Correlation = .366;  
+ Correlation = .315; ++ Correlation = .330.

<u>Item</u>	<u>East Asia</u>	
	<u>#N's</u>	<u>EV</u>
Pay for Counterparts	33	4.61
Planning and Management Skills- Counterparts	24	4.42
Reliable Data	23	4.96

Section IV.B - Proposed Action

The text of IV.B should be coded to make sense of this section; there are many cases of inconsistency between checklist and text. Some PARs have more than one item checked and others have none.

<u>Proposed Change</u>	<u>Worldwide(%)</u>	<u>East Asia(%)</u>
No Change	32	42
Minor Change in PIP	14	11
Significant Change in PIP	4	0
Extend Project	5	7
New PROP Needed	7	7
In Depth Evaluation Needed	9	6
Discontinue Early	4	4
Other.	22	29

TERMINOLOGY USED IN QUANTITATIVE ANALYSIS OF THE PAR

Two kinds of questions have been answered using data from PARs in the computer file:

1. How common are the characteristics recorded in the PAR?
2. To what extent is a characteristic associated with overall achievement of the project targets?

The association of a project characteristic with overall achievement of the project may be measured in various ways including average ratings, expected values, and correlations. All of these measures of association require converting PAR data into numbers. The rating of overall achievement found in I-B. 2 of the PAR has been coded into numbers from one to seven. For check list entries "N" responses are coded one; "P" and "yes" responses are coded two.

The average rating of overall achievement can be calculated for projects with a characteristic such as an "N" response on a given item. When the average rating is very low for projects with a particular problem, it suggests the problem is a serious one.

The expected value (EV) is the average rating anticipated for a large number of TA projects having a certain characteristic. The EV for a population is computed by determining the average rating of a representative sample of that population. In our analysis, we have assumed the PARs in the computer file are representative of all PARs. Both average ratings and expected values measure association between a specific response and achievement; they do NOT prove causation.

VI. WHAT HAS BEEN DONE WITH  
THE PARs SENT TO AID/W?

A correlation measures the association between two variables considering all levels of response for each variable. When variables are completely independent of one another, the only observed association between them will be due to randomness (chance) and the correlation will be near zero. The highest possible correlation is +1.00. A high positive correlation means that high achievement is associated with "P"s and low achievement associated with "N"s.

A correlation is "statistically significant" when it is sufficiently different from zero that the observed correlation is unlikely to have occurred by chance. In our analysis we have decided do not report correlations below .300. A high correlation measures "association"; it does not prove one characteristic is the cause of the other. However, the larger the sample of PARs, the less probability there is that a high correlation has occurred by chance.

AID 1020-25 (7-68)	SECURITY CLASSIFICATION	001 PROJECT NUMBER
<b>PROJECT APPRAISAL REPORT (PAR)</b> (U-446)		

002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:				FY [ ] [ ] Thru FY [ ] [ ]	<i>SUMMARY OF 55 EAST ASIA PARs</i>
005 COOPERATING COUNTRY - REGION - AID/W OFFICE					

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 19 )											
PROPOSED OPERATIONAL YEAR (FY 19 )											

CCC VALUE OF P.L. 480 COMMODITIES (\$000)	→	Thru Actual Year	Operational Year Program
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**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	1.				
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION	2.				
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING	3.				
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 | as necessary):

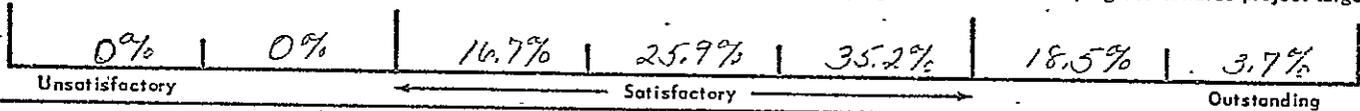
MISSION DIRECTOR APPROVAL	SIGNATURE	DATE
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PART I-B - Continued

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. (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)		3 = 76.4% 2 = 21.8% 1 = 0% OR = 1.8%	12.7% 81.8% 3.6% 1.8%
(2)		3 = 58.2% 2 = 27.8% 1 = 5.5% OR = 0.0%	5.5% 76.4% 7.3% 10.9%
(3)		3 = 40.0% 2 = 29.1% 1 = 7.8% OR = 23.6%	3.6% 58.2% 10.9% 27.2%
(4)		3 = 20.0% 2 = 9.1% 1 = 3.6% OR = 17.2%	3.6% 16.4% 7.3% 27.2%

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):

NOTE: ONE EAST ASIA PAR CONTAINED NO I-B.2

ENTRY; %'S SHOWN ARE BASED ON REMAINING 54

SECURITY CLASSIFICATION

PROJECT NUMBER

## 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 COLUMN
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	CP. N 18.2 282
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	50.9 45.5
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	14.5 78.2
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?	12.7 60.1
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	60.0 32.7
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	12.7 50.0
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	62.6 30.9
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	
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):	

SECURITY CLASSIFICATION

PROJECT NUMBER

PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

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

(a) On schedule	76.4%
(b) Ahead of schedule	9.1%
(c) Behind schedule	10.9%
(1) AID W Program Approval	0.0%
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	0.0%
(3) Technicians	1.8%
(4) Participants	1.8%
(5) Commodities (non-FFF)	0.0%
(6) Cooperating Country	7.3%
(7) Commodities (FFF)	0.0%
(8) Other (specify):	5.5%

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.

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)

		P	N		
024	IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:			032	Quality, comprehensiveness and candor of required reports
				033	Promptness of required reports
025	Adequacy of technical knowledge	81.9	6.1	034	Adherence to work schedule
026	Understanding of project purposes	78.8	2.6	035	Working relations with Americans
027	Project planning and management	72.7	3.0	036	Working relations with cooperating country nationals
028	Ability to adapt technical knowledge to local situation	87.9	0.0	037	Adaptation to local working and living environment
029	Effective use of participant training element	60.6	0.0	038	Home office backstopping and substantive interest
030	Ability to train and utilize local staff	69.7	6.1	039	Timely recruiting of qualified technicians
031	Adherence to AID administrative and other requirements	7.4	3.0	040	Other (describe):

2. FACTORS-PARTICIPANT TRAINING

		P	N		
041	IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:			TRAINING UTILIZATION AND FOLLOW UP	
				052	Appropriateness of original selection
PREDEPARTURE				053	Relevance of training for present project purposes
042	English language ability	58.7	23.9	054	Appropriateness of post-training placement
043	Availability of host country funding	54.3	15.2	055	Utility of training regardless of changes in project
044	Host country operational considerations (e.g., selection procedures)	19.6	4.3	056	Ability to get meritorious ideas accepted by supervisors
045	Technical/professional qualifications	65.2	23.9	057	Adequacy of performance
046	Quality of technical orientation	57.5	0.0	058	Continuance on project
047	Quality of general orientation	58.7	2.2	059	Availability of necessary facilities and equipment
048	Participants' collaboration in planning content of program	45.7	8.7	060	Mission or contractor follow-up activity
049	Collaboration by participants' supervisors in planning training	69.6	6.5	061	Other (describe):
050	Participants' availability for training	57.5	26.1		
051	Other (describe):	2.2	4.3		

NOTE: 22 PARS SHOW NO IA; %'S FOR 025-040 ARE BASED ON OTHER 33 PARS  
 9 PARS SHOW NO PARTICIPANTS; %'S FOR 042-060 ARE BASED ON OTHER 46 PARS

SECURITY CLASSIFICATION

PROJECT NUMBER

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.	P	N
				P	N			
	5.8	36.4	14.5				40.4	4.3
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).				P	N			
				53.2	0.1	073 Control measures against deterioration in storage.	44.7	4.3
066 Quality of commodities, adherence to specifications, marking.				65.0	8.5	074 Readiness and availability of facilities.	46.8	14.9
067 Timeliness in procurement or reconditioning.				57.0	35.5	075 Appropriateness of use of commodities.	68.1	2.1
068 Timeliness of shipment to port of entry.				44.7	8.5	076 Maintenance and spares support.	36.2	19.1
069 Adequacy of port and inland storage facilities.				46.8	0.5	077 Adequacy of property records, accounting and controls	44.7	25.5
070 Timeliness of shipment from port to site.				48.9	10.6	078 Other (Describe):		
071 Control measures against loss and theft.				48.9	4.3		2.1	10.6

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 1 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.

NOTE: 8 PARS SHOW NO COMMODITIES; 96'S FOR 065-078 ARE BASED ON OTHER 47 PARS

## 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.

	P	N
SPECIFIC OPERATIONAL FACTORS:		
080 Coordination and cooperation within and between ministries.	47.3	21.8
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	40.0	0.0
082 Availability of reliable data for project planning, control and evaluation.	22.2	41.8
083 Competence and/or continuity in executive leadership of project.	58.2	18.2
084 Host country project funding.	25.5	12.7
085 Legislative changes relevant to project purposes.	25.5	12.7
086 Existence and adequacy of a project-related LDC organization.	49.1	20.0
087 Resolution of procedural and bureaucratic problems.	29.1	25.5
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	25.5	36.4
089 Maintenance of facilities and equipment.	29.1	30.9
090 Resolution of tribal, class or caste problems.	0.3	3.6
091 Receptivity to change and innovation.	67.3	7.3
092 Political conditions specific to project.	21.8	16.4
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	52.8	21.8
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	52.8	22.2
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	47.3	3.6
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	70.9	1.8
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	18.2	10.9
098 Other:	0.0	0.0
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:		
099 Level of technical education and/or technical experience.	49.1	29.1
100 Planning and management skills.	38.2	43.6
101 Amount of technician man years available.	43.6	29.1
102 Continuity of staff.	60.0	5.5
103 Willingness to work in rural areas.	47.3	12.7
104 Pay and allowances.	14.5	61.0
105 Other:	0.0	1.8

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):

**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):

**IV-B – PROPOSED ACTION**

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

1. Continued as presently scheduled in PIP.	41.8
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	10.9
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	0.0
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	2.3
5. Substantively revised. PROP will follow.	2.3
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	5.5
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___. Explain in narrative.	3.6
8. Other. Explain in narrative.	29.1

109 NARRATIVE FOR PART IV-B: