

Country Name	<b>Project for Construction of the Center for Conservation and Investigation of the Cultural Heritage in the Tikal National Park</b>
Republic of Guatemala	

**I. Project Outline**

Background	The Tikal National Park (PANAT) not only represents the cultural heritage of Mayan Culture but is also one of the major nature protected areas in Guatemala. The park was inscribed as a World Heritage site in 1979. Annually, more than 200,000 foreign and domestic tourists visit the park. The government of Guatemala included a program of conservation of the cultural heritage in the Master Plan (2004-2008) for protection and utilization of PANAT. However, since there was no storage facility for conserving and restoring the excavated movable cultural properties, many were left at a temporary space. There was no facility for exhibiting the restored cultural property and introducing it to the tourists.				
Objectives of the Project	To promote restoration and preservation of the movable cultural property of Mayan civilization at Tikal National Park in the department of Petén, investigation and educational activities for the tourists, by constructing the Center for Conservation and Investigation of Tikal (CCIT) and procuring equipment, thereby contributing to increase the tourists to PANAT and deepen the public understanding on the Mayan civilization.				
Contents of the Project	<ol style="list-style-type: none"> <li>1. Project Site: Tikal National Park in the department of Petén, Guatemala.</li> <li>2. Japanese side: Construction of the center for conservation and investigation of the cultural heritage, procurement of the equipment (vehicle, surveying equipment, equipment for conservation/restoration and investigation, PC, etc.</li> <li>3. Guatemalan Side: Exterior and planting work, procurement of the office equipment, water and sewage lead-in, installation of a parabola antenna, tax exemption, etc.</li> </ol>				
Ex-Ante Evaluation	2009	E/N Date	March 16, 2010	Completion Date	July 18, 2012
		G/A Date	March 16, 2010		
Project Cost	E/N Grant Limit: 548 million yen, Actual Grant Amount: 546 million yen				
Executing Agency	Ministry of Culture and Sports, (MICUDE) General Directorate of Culture and Natural Heritage (DGPCN))				
Contracted Agencies	Yamashita Sekkei Inc., Tokura Corporation				

**II. Result of the Evaluation**

1 Relevance
<p>&lt;Consistency with the Development Policy of Guatemala at the time of ex-ante and ex-post evaluation&gt;</p> <p>Economic development is one of the five pillars in the General Policies of the Government (2016-2020). In this policy, tourism is a priority theme and the importance of the protection of the cultural heritage is mentioned. The Master Plan for PANAT (2004-2008) included a program of conservation of the cultural heritage. Though it had been expected to be revised in order to clearly describe the significance and functions of CCIT for the infrastructure development of PANAT, the revision has not been realized. Thus, the project has been partially consistent with the development policy of Guatemala.</p> <p>&lt;Consistency with the Development Needs of Guatemala at the time of ex-ante and ex-post evaluation&gt;</p> <p>In PANAT, there was no storage facility for conserving and restoring the excavated movable cultural property. There was no facility, either, for exhibiting the restored cultural property and introducing it to the tourists. Also, the amount of the pieces of the property which need to be stored have been increasing. Therefore, there have been great needs for the storage facility.</p> <p>&lt;Consistency with Japan's ODA Policy at the time of ex-ante evaluation&gt;</p> <p>The project was consistent with Japan's ODA policy at the time of ex-ante evaluation, as one of the priority areas for the regional assistance was stated as "tourism" in the regional ODA Taskforce meeting in 2008.</p> <p>&lt;Appropriateness of the Project Approach&gt;</p> <p>For restoration activities, it had been expected that four archeologists would be assigned for CCIT. However, after the project completion, there were administrative changes which lead to the change of the top management of DGPCN. Since then, neither archeologist nor sufficient budget has been allocated for CCIT, due to DGPCN's lower priority given to CCIT, in spite of the government priority given to the tourism sector. As a result, restoration activities have not been conducted with the procured equipment. However, it was impossible to foresee the change of DGPCN's commitment before the project completion, and therefore the project approach itself for promoting CCIT's functions for restoration and preservation of the movable cultural property was appropriate. At the project planning stage, it was expected that PANAT Office's revenues from the collected entrance fees and CCIT's own income from its activities would be used for operation and maintenance (O&amp;M) and personnel expenses of CCIT. However, this was not realized since there were two administrative changes after the project completion. At the time of the ex-post evaluation, only minimum expenses for O&amp;M of CCIT are covered by the budget of PANAT Office which is allocated from MICUDE. It is judged that it was difficult to foresee the change of the revenue system before the project completion.</p> <p>&lt;Evaluation Result&gt;</p> <p>Regarding the development policy at the time of the ex-post evaluation, CCIT's positioning and priority is not clear, the tourism sector, however, is still the government's priority. The project has been relevant with the development needs and Japan's assistance policy. Moreover, it was difficult to foresee the change of the budgetary system before the project completion, so the project approach cannot be judged to be inappropriate. Therefore, the relevance of the project is high.</p>
2 Effectiveness/Impact
<p>&lt;Effectiveness&gt;</p> <p>The project has partially achieved its objectives. As quantitative effects, first, with regard to the storage function of CCIT, the number of the collections of the movable cultural heritages which were officially registered in the database increased much more than planned (Indicator 1). This increase was attributed to the necessity to accommodate the movable cultural heritages which had been at the other</p>

museum and severely damaged by rain and remained unmaintained due to the fund shortage. However, no movable cultural heritages have been preserved or restored because no expert specialized in restoration of archaeological properties has been assigned due to no budget allocation (Indicator 2). Second, as for the research and educational activities, a total of 27 national and foreign researchers utilized CCIT to conduct studies in archeology and biology since 2013 (Indicator 3). On the other hand, less educational activities have been undertaken since CCIT has had much less visitors than planned (Indicator 4). The number of the visitors to CCIT has been slightly increasing but is far below the target, although CCIT has no explanation for these reasons.

As qualitative effects, first, the quality of the exhibited cultural properties has been improved. As CCIT was built with thermal insulation materials and equipped with solar lightening, the illumination and ventilation have been improved, which provides a good condition for keeping the property quality. Second, the quality of the research activities has been improved, through the total station with 3D scanner, GPS receiver, etc. for topographic measurement and drawing of excavated structures. The university students' study on the forest species have been facilitated by the procured equipment such as the microscope and digital cameras. Third, the constructed facility has contributed to the educational activities. The activity contents have not changed much compared to the ones before the project, but in 2015 a total of 864 persons participated in 41 training, workshops, meetings, exhibitions, etc. held at the constructed lecture hall. However, these include activities which did not necessarily have relation with archeology or Mayan civilization.

<Impact>  
As an impact of the project, the increase of the tourists to PANAT had been expected, but no data was available from CCIT. Another expected impact was a deepened understanding of the public on the Mayan civilization. CCIT has projected documentary programs on the cultural and natural themes of Tikal and other archaeological sites and also presented the information in the leaflets, but concrete examples of the brought changes could not be confirmed.

The facility was constructed with a solar lightening system which helps to mitigate electricity consumption. No negative impact on the natural environment has been observed except an odor caused by the septic tank. This problem was solved immediately with the redesigned drainage facility. There was no land acquisition and no resettlement.

<Evaluation Result>  
In light of the above, the project effects have been limited; CCIT has improved functions of research and educational activities but functions of preservation and restoration have not been fulfilled. Expected impacts have not been confirmed. Therefore, the effectiveness/impact of the project is low.

#### Quantitative Effects

Indicator	Baseline 2010	Target 2015	Actual 2013	Actual 2014	Actual 2015
1. Number of the collections of movable cultural heritages officially registered in the database	N.A.	1,000	1,182	2,816	3,776
2. Number of the preserved and restored movable cultural heritages	0	20	0	0	0
3. Number of the national and international researchers who utilized the Center	0	2-3	8	11	8
4. Number of the visitors to the Center	N.A.	20,000	3,319	3,242	3,629

Source: CCIT.

#### 3 Efficiency

The project cost was within the plan (ratio against the plan: 100%), but the project period exceeded the plan, because the procurement of some equipment from Japan was delayed due to the Great East Japan Earthquake in March 2011, which was an inevitable force for the project and also because some import arrangement was delayed. Excluding the inevitable delay, the exceeded period was calculated 2.5 month (ratio against the plan: 109 %). Therefore, the efficiency of the project is fair.

#### 4 Sustainability

##### <Institutional Aspect>

The PANAT Office under DGPCN is responsible for O&M of CCIT. As mentioned in the Relevance section, the significance and functions of CCIT for the infrastructure development of PANAT has not been clear, which hinders allocation of sufficient number of the personnel and budget, as mentioned later on. CCIT has a total of 12 staff against the planned 18, lacking the staff for the Planning Section, specialists for archeology, pottery restoration and biology, and security guards due to the budget deficit. There is no staff with knowledge in the Wi-Fi connection for diffusion of the Mayan civilization through the internet.

##### <Technical Aspect>

The staff of CCIT has sufficient knowledge and skills for researches, as they have much experience in the research works in the major structures such as Temple I and Temple V and ceramics in the cellars. For conducting educational activities, CCIT staff has sufficient knowledge and skills, as they function as guides on the history, culture and nature of the Tikal ruins. However, CCIT has no staff specialized in restoration, as no staff has been transferred from DGPCN or newly hired as expected at the ex-ante evaluation. CCIT is requesting MICUDE to give the staff courses on restoration, storage and package of the goods, which have not been accepted as of August 2016. With regard to O&M of the procured equipment, the manuals in Spanish are available, but the current staff face difficulty in maintenance of some laboratory equipment, since the current staff did not receive O&M training from the supplier.

##### <Financial Aspect>

No Financial data were available from DGPCN, but DGPCN answered that the budget has been on a decreasing trend for the last three years due to the lower priority on the tourism sector than other sectors such as education and health. Minimum expenses for the fuel for the generator, internet connection, and maintenance of the facility and equipment have been covered by the PANAT Office, but they have not been sufficient to fully perform CCIT's principal functions of restoration and to assign necessary personnel. Another reason for the insufficient budget allocation to CCIT is that the facility and vehicle have not been registered as its own property; no budget can be allocated to unregistered facility or equipment. The collected entrance fees go to the national treasury to be allocated to MICUDE, but they are not used by CCIT on its own for O&M, unlike the assumption at the time of the ex-ante evaluation.

##### <Current Status of Operation and Maintenance>

All rooms in the constructed building facility have been in good condition and being used. They are maintained under the supervision of the Director of CCIT twice a year. As for the procured equipment, most of them have been in good condition. Equipment for restoration has not been used since there is no staff that can operate it. Some special equipment such as the total station and generator was checked up by the contractor in 2013, and since then no maintenance plan has been made due to unsecured budget allocation. When some equipment is broken or spare parts are needed, CCIT makes a management effort and asks private companies for donation, as it does not have a sufficient budget for O&M.

<Evaluation Result>

In light of the above, problems have been observed in terms of the institutional, technical and financial aspects of the executing agency and also in the current status of O&M. In particular, institutional and financial problems have hindered CCIT's performance. Therefore, the sustainability of the project effect is low.

5 Summary of the Evaluation

Achievement of the project objectives has been partial. The project aimed at promoting CCIT's functions of preservation and restoration of the movable cultural heritages and research and educational activities. While educational and research functions have been performed, functions of preservation and restoration have not been fulfilled, since no staff specialized in archaeology has not been appointed to CCIT. As for verification of the impact, no data or concrete examples have been confirmed. Regarding the sustainability, the significance and responsibilities of CCIT have not been clearly defined, which affects insufficient allocation of the budget and personnel. The budget shortage has caused various difficulties such as the personnel assignment, especially archaeologists, and equipment maintenance. With regard to the efficiency, the project period exceeded the plan.

Considering all of the above points, this project is evaluated to be unsatisfactory.

### III. Recommendations & Lessons Learned

Recommendations to executing agency:

- It is recommended for DGPCN to explain the significance and importance of CCIT's functions to the higher-ups of MICUDE so that a necessary number of the staff would be assigned: (i) who is specialized in restoration so that CCIT could fulfill its primary responsibility, and (ii) who has knowledge on the internet connection to widely disseminate the information on the Mayan civilization, not only through material exhibitions at CCIT.
- It is recommended for CCIT to develop the plan for maintenance of the procured equipment and appointment of the staff in charge, and make a budget request based on the plan. As a premise for securing the budget, it is necessary for MICUDE to immediately finish the registry process of the constructed facility and procured equipment.

Lessons learned for JICA:

- During the project formulation and implementation stages, it is necessary to have several meetings with the authorities, to make sure they will use the facilities and equipment, and assign the employees accorded to the plan. In this project, since the project completion, necessary budget and personnel have not been assigned for CCIT for O&M of the constructed facility and procured equipment and therefore restoration of the cultural heritages has not been conducted as expected. This has been caused by DGPCN's low priority given to CCIT since the top management of DGPCN was changed after the administrative changes. In cases when it is very probably expected the administrative change would cause a drastic change of the related personnel including the top management of the executing agency after the project completion, it is necessary (i) to prepare takeover matters including necessary personnel and budget measures for O&M of the procured equipment, (ii) to discuss with the authorities of the executing agency to obtain the written agreement on the continuous use of the facility and equipment and takeover of them in case of the personnel change from them before the project completion.



(Lecture hall of the constructed CCIT)



(Procured forklift to convey the heavy cultural properties)