AIRGRAM **DEPARTMENT OF STATE**

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FROM - USAID/Panama
E.O. 12065: N/A
SUBJECT - Project Evaluation Summary-Training for Development (0164), PES No. 79-1

REFERENCE - —

DATE SENT 3/13/79

Attached is copy of subject PES. Other summaries will follow soon.

ROSS.

Enclosure: to be sent w/airgram
1. Subject PES

OTHER AGENCY

PAGE 1 OF 1 PAGES

DRAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY:
A/DOP:APadilla:ny	A/DOP	64-4011	03/12/79	Elias A. Padilla, A/DOP

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PROJECT EVALUATION SUMMARY (PES) — PART I

Report Symbol U-447

1. PROJECT TITLE

TRAINING FOR DEVELOPMENT

2. PROJECT NUMBER: 525-0164

3. MISSION/AID/W OFFICE: PANAMA

4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) 79-1

☒ REGULAR EVALUATION ☐ SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES

A. First PRO-AG or Equivalent FY 73

B. Final Obligation Expected FY 79

C. Final Input Delivery FY 79

6. ESTIMATED PROJECT FUNDING

A. Total $ 2,552.0

B. U.S. $ 1,544.0

7. PERIOD COVERED BY EVALUATION

From (month/yr.) July, 1972

To (month/yr.) September, 1977

Date of Evaluation Review March, 1978

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE. Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
No major issues for resolution in this terminating project.		

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS NA

- ☐ Project Paper
- ☐ Financial Plan
- ☐ Logical Framework
- ☐ Project Agreement
- ☐ Implementation Plan e.g., CPI Network
- ☐ PIO/T
- ☐ PIO/C
- ☐ PIO/P
- ☐ Other (Specify) _____
- ☐ Other (Specify) _____

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A. ☒ Continue Project Without Change

B. ☐ Change Project Design and/or ☐ Change Implementation Plan

C. ☐ Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Aura Othon, USAID Project Manager

Carmen Nuñez, GOP Program Coordinator

12. Mission/AID/W Office Director Approval

Signature

Typed Name WARREN E. LANE, A/DIR

Date

AID 1330-15 (3-78)

PROJECT EVALUATION SUMMARY (PES) - PART II

13. SUMMARY

Government of Panama (GOP) planning and implementing offices are in chronic short supply of adequately trained personnel at the administrative and managerial levels. This situation was identified as constraining GOP development programs. The Training for Development Grant was designed to reach those middle-level public sector employees with need for further training who could not be accommodated under existing training programs. The project design contemplated upgrading the professional capabilities and skills of these public sector employees and envisioned the establishment of a National Training Center in the Ministry of Planning and Economic Policy to assist other ministries, semi-autonomous and autonomous governmental agencies develop staff training programs.

The project has processed 154 officials for training in the exterior, 38 of which are still in training. To date, only seven have not successfully completed their planned courses of studies. Seventy of the 109 participants who have successfully completed their studies were enrolled in short-term training and 39 in long-term courses. This approximates the project targets mentioned in the PROP. The National Training Center has been established and is carrying out activities as called for in the project planning document. The project has sponsored 18 in-country training courses and seminars, with a total of 767 participants.

14. EVALUATION METHODOLOGY

This evaluation was conducted as a routine collaborative evaluation between USAID and the GOP. The evaluation covered the period FY-73 to FY-77 and involved the active participation of the Ministries of Planning and Economic Policy, Agriculture, Education, Health and the USAID. The key individuals contributing to the evaluation were Ms. Carmen Nuñez, GOP Coordinator of the program, and Ms. Aura Otnon, USAID Project Manager.

The evaluation methodology used by the evaluation team was to prepare the general outline, which was followed, and to identify and rank specific issues within each outline heading. Smaller teams were then assigned to research and redraft specific sections of the document. Each team report was discussed by the entire group and modified before including it in the final evaluation document.

In addition to the various studies carried out by the evaluation team, a national survey of training needs in the public sector was completed by a private contractor. A survey was also

carried out to determine the present employment and economic status of returned participants and to identify the contribution they are making to the "rural poor."

15. EXTERNAL FACTORS

A major policy change in AID occurred in June 1973. The "New Directions" legislation, which required AID to focus most of its activities on the rural poor, came into being after the project had already been developed, approved and initiated. Despite this, a survey carried out in February 1978, which covered 65% of the 101 returned participants up to that date, indicated that 60% of the participants are working in priority programs that have a direct impact on the rural poor. Thus, it is concluded that the project is adequately addressing the mandate even though the "rural poor" orientation was not a part of the original project design.

16. INPUTS

All inputs have been forthcoming in the quantity planned. In fact, some targets have been exceeded. For example, 70% of the in-country programs conducted by the National Training Center during FYs 1973-1977 were fully financed by GOP counterpart funds. USAID grant contribution for the period 1973-1977 adds up to $1,544,000 assigned to funding for 154 out-of-country participants and 767 in-country training participants. This amount represents 125% of what had been planned for the end of FY 1977 in the November 11,1974 revision. The GOP has provided inputs in a timely and satisfactory manner in the form of salaries for in-and out-of-country participants, international travel costs, operational expenses and administrative cost. The total of this contribution as of September 1977 was $1,008,000. This exceeded the planned requirements for this period in $114,000.

17. OUTPUTS

The output section of the PROP was revised in November 1974 and approved by AID/W in 1975. This revision changed the number of long-term participants from 25 to 60 and the short-term participants from 100 to 68. Progress against this target as of September 1977 was 70 short-term and 39 long-term courses completed.

As a result of the revision, a National Training System was established within the Panamanian government in order to institutionalize training activities, which has been occurring since the National Training Center Committee was established in 1973 in the Ministry of Planning and Economic Policy (MPPE).

The training project, which was established in 1973, has assisted the Ministry in effectively planning and coordinating national, regional and provincial activities.

The National Training System is functioning satisfactorily in selecting, coordinating and presenting annual training plans for both overseas and in-country training programs.

Institutional units (OIAs), which were established in each of the ministries and other government agencies to survey training needs and to help the National Training Center in planning training, are also functioning satisfactorily.

In 1975, OCA completed a comprehensive workforce training needs survey in education, agriculture and health. Information from this survey served as the basis for the 1976 and 1977 training programs.

Several problems were identified during the evaluation. Among them were the following:

1. Difficulty in identifying future training needs in public agencies because of inadequate planning, programming and defining of training policy;

2. Too few skilled staff in the training area limited MPPE's ability to fulfill its role in the process; and

3. Limited English language ability of the participants tended to limit their training possibilities.

Despite these problems--which are being resolved--the system in general is functioning well.

18. PURPOSE

"To contribute to the up-grading of professional and training skills in Panamanian public sector agencies involved with the planning, management, and implementation of development activities, particularly those activities related to AID areas of concentration of agriculture, education and health."

The EOPS, as outlined in the PROP for this project, stated that the participants trained under this grant should be utilized in key positions. This has been done. A detailed explanation of the professionals trained and their present situation is provided in the beneficiary section of this evaluation.

19. GOAL

"Improving Panama's planning, project development and administrative capability in order to increase the public sector's capacity to implement a broad gauged development effort, and to absorb an increasing amount of external assistance. The measurement of goal achievement will be the higher level of perfomance in planning, administering and implementing development activities, as evidenced by:

1. Greater development impact from AID and other development loan funds,
2. Increased effectiveness of loan funds,
3. Increased number of new innovative projects designed by the Panamanians to address specific development needs,
4. Gradual reduction in the number of programs to which AID and other donor technical assistance are directed, because of increased GOP capabilities to plan, administer, and implement these programs utilizing its own human resources."

The program, as planned, has provided training in public sector areas where AID loan funding was not available. The evaluation concluded that the project has increased GOP capability to develop and manage feasible capital assistance projects.

The evaluation concluded that the GOP has succeeded in its efforts towards institutionalization of the in-country training capability through the project assisted MPPE/National Training System. Only thirty percent of the 3,000 government officials trained between 1973-1977 by the National Training Center were financed by U. S. grant funds from this project.

Men and women trained under this project are employed by GOP either in their pre-training positions or positions of greater responsibilities and opportunities.

Therefore, the evaluation's overall conclusion is that the development of the Center (OCA) and the National Training System has moved forward sufficiently to attain the planned project target and goal expectations. However, the GOP has indicated that there is a continuing need for training beyond this project and is interested in submitting a loan request for a project to strengthen the administration of the public sector. This proposed loan will have a training component designed to alleviate the chronic shortage of trained personnel. To bridge the gap between loan development and

current project termination, a one-year extension of the on-going Training for Development Grant has been made.

20. BENEFICIARIES

One-hundred and sixteen public sector officials have directly benefitted from this project. Thirty-eight of these officials are currently studying, and 7 failed to complete their planned training programs. Seventy received short-term courses and thirty-nine received long-term training. This training was distributed as follows:

According to the February participant survey, 95% of those participants trained are now working for Panamanian public sector institutions, with 82% working in the same institution that they served prior to the training. Almost 70% received salary increases after training.

Approximately half of all training was in the U. S., the remaining half equally distributed among the following countries: Colombia, Nicaragua, Puerto Rico, Mexico, Costa Rica, Honduras and Venezuela. Over 95% of the participants were satisfied with their studies, and 95% indicated that their training has been beneficial in helping them fulfill better the requirements of their jobs. The survey indicated that almost 80% are working in priority programs, and 60% are working in programs which have a direct impact on the rural poor. Over 85% of the participants have, in one form or another, transferred some of their acquired knowledge to their co-workers. Only 3 participants have left the public sector to work in private industry, and these 3 individuals did so only after fulfilling their contract to provide government service equal to the amount of their overseas training.

The National Training Center provided in-country training to almost 3,000 government officials between 1973-1977. Between 1975 and 1977, 18 of these in-country courses reaching 767 officials (30% of total) were financed by AID through the Training for Development Grant.

21. UNPLANNED EFFECTS

Not pertinent at this time.

22. LESSONS LEARNED

The following issues should be examined by anyone wishing to

develop a similar training project:

1. A definition of host country training policies, priority manpower requirements and plans to implement training activities.

2. A definition as to how training will be coordinated institutionally within host country and the selection mechanism to be used to insure that training approved is in line with priorities.

3. An evaluation of how public officials trained in the past have been utilized and for what period of time have they been retained.

4. The career development concept within the public sector.

5. Training needs in the private sector as related to host country development.

6. Commitment from the public and private sector to pay salaries of participants while in training and to provide participants with suitable employment upon completion of training.

7. Commitment on the part of the participants to remain within the sponsoring agency after training for a specific period of time.

8. Host country commitment that training proposed under project will not duplicate or substitute for training that could be performed using local or other sources.

9. Budgetary, personnel and economic conditions or constraints of host country.

10. An examination of government salary levels as a constraint to the retention of personnel trained with the cooperation of external donors.

11. Language limitations of potential candidates to study in the U. S.

23. SPECIAL COMMENTS OR REMARKS

Not pertinent at this time.