PD-ABE-195
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A.I.D. EVALUATION SUMMARY - PART I

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.
2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE.

IDENTIFICATION DATA

A. Reporting A.I.D. Unit:

Mission or AID/W Office USAID/Indonesia
(ES# _____)

B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan?
Yes [X] Slipped [ ] Ad Hoc [ ]
Evaluation Plan Submission Date: FY ___ Q ___

C. Evaluation Timing
Interim [X] Final [ ]
Ex Post [ ] Other [ ]

D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)

Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
497-0328	General Participant Training II	1983	4/92 (4/93 - expected with Amendment 3)	29,000 (50,000 expected with Amendment 3)	24,617

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director

Action(s) Required	Name of Officer Responsible for Action	Date Action to be Completed
1. Institutionalize the OTO as a formal GOI unit, with an established office, its own budget and staff.	BAPPENAS	09/88
2. Ensure that private sector "set-aside" goals are attained.	J.Soebroto/ OTO Office	07/88
3. Prepare GPT II Project Paper Amendment which: - continues to support the institutionalization of OTO by funding new long and short term participants through 1993, and - sets aside funding for USAID special concerns.	C.Bonner	07/88
4. Contract with a U.S. firm to provide training support services for OTO, in the U.S., through project completion.	GPT II Project Officer/OTO	11/88
5. Develop a participant monitoring system to ensure that both cost overruns and program extensions are kept in check.	OTO	06/89

(Attach extra sheet if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: (Month) (Day) (Year)

G. Approvals of Evaluation Summary And Action Decisions:

	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Name (Typed)	Cameron S. Bonner	Saadillah Mursjid	Margaret Bonner	David N. Merrill
Signature				
Date	7/13/88.	7/19/88		7/20/88

ABSTRACT

H. Evaluation Abstract (Do not exceed the space provided)

The Overseas Training Office (OTO) was established in 1984 to assist Indonesia's National Steering Committee on Overseas Training in its policymaking functions through research and development activities, and the implementation of overseas training programs. USAID provided the impetus for OTO through its General Participant Training II Project (GPT II). The purpose of this evaluation was to assess the OTO's current level of institutionalization and determine the level of commitments of outside support from other GOI agencies, donors, and non-government organizations.

The primary findings and conclusions are: 1) Overall project training targets have been exceeded, but set aside targets have not been met. 2) In its 3-year existence, significant progress has been made in institutionalizing the OTO; it is now organized to cover all major components of the training cycle. The programs it has established include departmental training plans, academic testing in Indonesian language, an English language training program, and cross-cultural orientation. 3) While OTO has not attracted the originally anticipated level of donor support, it did not seek such support until its capabilities had been developed. 4) The institutionalization of OTO could be strengthened by formalizing its status as a permanent GOI entity. 5) OTO is a viable, functioning organization which is growing in stature, size and range of responsibilities.

The team offers a series of options for OTO to consider regarding its future location (e.g. integrated into an existing ministry, establishment as a foundation), and discusses the need to decide how to handle participants in the U.S. once the MUCIA/HIID contract is phased out and the needs for adequate budget and staff. It also offers long- and short-term options for USAID to consider regarding future funding of the OTO.

The major recommendations for the GOI include: institutionalizing the OTO as a formal GOI unit, using local contractors for implementation, upgrading staffing, maintaining OTO credibility, strengthening training plans, reviewing selection procedures, improving pre-departure orientation and monitoring, providing better follow-up on returned trainees, improving outreach to clients, empowering OTO to accept fees, and serving as an information clearing house on overseas training.

It is recommended that USAID address future general training and OTO from both a short- and long-term perspective because of the oversubscription of remaining GPT II funds. If not ameliorated, this situation will bring about a premature halt to programing new participants. In the short run, USAID should continue funding GPT II until the end of the project, engage a U.S. institutional contractor to provide training support services in the U.S. for the next several years, and consider set asides in the GPT II amendment. In the long run, it should develop a new general training project and place greater emphasis on improved training, closer alignment to the CDSS, and more effective set asides.

COSTS

I. Evaluation Costs

1. Evaluation Team

Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. $)	Source of Funds
Thomas Moser Laurel Elmer	Pragma Corporation	ANE 0328-C-00 8018-00	37,000	GPT II - Grant
James T. Ward	Career Development Officer, AID/W	TA-W-8400176	5,140	OE Budget

2. Mission/Office Professional Staff Person-Days (Estimate) 20

3. Borrower/Grantee Professional Staff Person-Days (Estimate) 30

A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)
Address the following items:

- Purpose of evaluation and methodology used
- Purpose of activity(ies) evaluated
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office:	Date This Summary Prepared:	Title And Date Of Full Evaluation Report:

PURPOSE OF EVALUATION AND METHODOLOGY USED

The purpose of this evaluation was to assess the Overseas Training Office's (OTO) current level of institutionalization and determine the level of commitment of outside support from its "clients" (e.g., other ministries, donors, and non-government organizations). The specific objectives included: 1) to review OTO development as measured by the benchmarks established in the May 1986 Project Paper Amendment in order to track OTO's development and institutionalization, 2) to assess the effectiveness of each of the OTO Working Groups in providing systematic examination, recommendations and program suggestions which address constraints to successful participant training, and 3) to assess the extent to which OTO is developing into an effective and self-sustaining indigenous office for overseas training-related services as viewed by its various government and non-government clients, as well as by other donors involved in overseas training. The methodology used was the examination of project documents and interviews with OTO, Government of Indonesia (GOI), and USAID officials.

PURPOSE OF ACTIVITIES EVALUATED

The OTO was established in 1984 to assist the National Steering Committee on Overseas Training (NSCOT) in its policy making functions through research and development activities, as well as the implementation of overseas training programs. USAID provided the impetus for the OTO through its General Participant Training II Project (GPT II) which had the purpose of 1) providing overseas training in critical areas of manpower needs not otherwise being met and 2) assisting the GOI in establishing a new institution capable of planning, administering and monitoring overseas training.

FINDINGS AND CONCLUSIONS

How Well Has the OTO Performed?

With 365 long-term and 250 short-term participants in training or returned from training, and 158 others ready to be placed in long-term programs, the amended targets for academic training have already been exceeded. However, the 30% set-aside for the not-for-profit private sector as well as training targets for women and historically black U.S. colleges and universities have not been met. Only 3.8% of project funds have been used for the not-for-profit private sector and only 9% for women.

In the three years since it was established, significant progress has been made to institutionalize the OTO, especially with the services it has developed through its unique Working Group structure. OTO is now organized to cover all major

(Con't)

components of the training cycle. Major achievements include: 1) departmental training plans have been established to serve as the point of departure in the planning and selection process, 2) OTO's academic aptitude testing in the Indonesian language (TPA) has gained wide recognition in Indonesian higher education circles, 3) for the English language training (ELT) program, guidelines for more efficient and effective English language training have been developed and implemented, and 4) OTO's cross-cultural orientation (COPE) provides a unique pre-departure orientation program.

OTO has focused almost exclusively on GPT II, although it is administering a World Bank project, a scholarship program for the Dutch, and intends to house a Canadian training project. Participants in other USAID projects have not been handled by OTO, largely because OTO has not been ready to expand its workload. Further, training in most projects is already being managed by other contractors. While OTO has not attracted the level of other donor support anticipated at the outset, as a fledgling institution, it did not seek out other donor projects until its own institutional capabilites had been established.

Is the OTO Becoming Institutionalized?

In one sense, OTO is becoming institutionalized through its services (e.g., training plans, TPA, ELT and COPE), which are gaining wider acceptance by agencies involved in overseas training. It also has proved its capabilities by exceeding its participant targets. However, OTO's institutionalization could be strengthened by formalizing its status as a permanent GOI entity. OTO does not yet have formal organizational characteristics: its personnel are borrowed from BAPPENAS (the National Development Planning Board) and other agencies, its mandate derives from MENPAN (the Ministry for Administrative Reform) through NSCOT, and its operating funds come from USAID and the World Bank. Still, OTO is a viable, functioning organization which is gradually growing in stature, size, and range of responsibilities. Indications are that it will be "formalized" sometime after March 1988.

It has been difficult to ascertain the precise role and functions of NSCOT beyond approving training plans and individual participants. It appears to be a loosely structured group of senior officials who meet informally and communicate with OTO through its Director, who is also a member of NSCOT.

What Are the Future Options for NSCOT/OTO?

Four options regarding the future location of OTO were considered: 1) it could be integrated into an existing ministry such as BAPPENAS or MENPAN, but this would run the risk of OTO being perceived as an additional layer of government control, 2) OTO might contract with local private companies for all its implementation functions, including the placement, monitoring and support of participants in training, but this would not contribute to strengthening OTO's training capabilities, 3) it could become a lembaga responsible to the government through MEPAN or BAPPENAS, which would provide more flexibility but distance OTO from its power base, or 4) it could be established as a foundation, which would allow it to attract better personnel through higher salaries, but would reduce its influence with the public service. NSCOT/OTO must also decide how to handle participants in the U.S. after the phase out of the MUCIA/HIID contract in June 1989. It will need to negotiate a new institutional contract or open up its own placement office. OTO favors an arrangement in which it could assign its own staff members to work with a U.S. contractor in order to develop the expertise necessary for eventually assuming direct responsibility.

In addition, the question of adequate budget and staff to carry out its responsibilities must be addressed. At present, ~~it needs a Deputy~~ Director and at least four additional full-time, mid-level professional staff, one for each of its four operating divisions.

What Are the Future Options for USAID?

In the short term (1988-1990), USAID could: 1) discontinue its assistance, which would be devastating to OTO's development; 2) continue assistance to OTO with additional GPT II funds, which would require AID/W approval but assist in OTO's growth, 3) continue assistance to OTO with certain changes in project focus and strategy (e.g., specifying fields of training and set asides), which offers advantages in terms of USAID's CDSS and training coverage goals, or 4) fully integrate USAID training operations into the OTO, which is an attractive option but carries the constraints of establishing mechanisms for transferring project funds to OTO, possibly transferring USAID staff to meet the increased flow of participants, etc.

In the long term (post-1990), USAID might: 1) decide not to provide further funds for general participant training or to OTO or 2) develop a new general participant training project developed on experiences and lessons learned in GPT II, including addressing issues of greater program focus and the possible extension of OTO training services to other USAID projects. There appears to be ample time to develop an appropriate strategy.

RECOMMENDATIONS

For GOI consideration, twelve recommendations are made: 1) The OTO should be institutionalized as a formal GOI unit, with an established office in Jakarta and its own budget and staff. 2) OTO might utilize local contractors for implementation, including placement, monitoring and support of participants in training. 3) Staffing at OTO must continue to be upgraded. 4) OTO needs continued credibility: it should probably remain in organizational association with BAPPENAS. 5) Training plans need to be strengthened by holding workshops on the preparation of departmental training plans and conducting research on the purpose of and benefits gained from these plans. 6) Selection procedures need review and NSCOT/OTO should ensure that no future participants are selected outside the established selection process. 7) OTO's overall pre-departure orientation program needs further development with a more practical focus. 8) OTO must carefully monitor the status of participants in training to ensure that neither cost overruns nor excessive program extensions develop. 9) Using a pilot questionnaire, OTO should follow-up the post-training status of returned trainees to identify problem areas relating to implementation procedures, training quality, and utilization of training. 10) OTO should improve its outreach to GOI agencies, lembagas, private sector organizations and other donors. 11) The OTO should be empowered to accept user fees for such services as TPA, ELT and COPE. 12) OTO should serve as an information clearing house on overseas training.

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USAID needs to address its future general training and OTO strategy from both a long- and short-term perspective. This dual need is the result of the oversubscription of remaining GPT II funds which, if not ameliorated, will bring about a premature halt to programming new participants. In the short term, 1) USAID should continue funding GPT II until the end of the project. Additional funds that are sufficient to cover at least 100 new academic and 50 or more short-term participants per year are necessary to provide support for OTO to continue operations at even a minimal level. 2) A U.S. institutional contractor should be engaged to provide continuing training support services in the U.S. over the next several years. 3) USAID should consider modest set asides in the GPT II amendment to ensure that it has access to training funds in pursuit of its own interests. In the long term, USAID shoul continue to initiate action to develop a new general training project and place greater emphasis on such issues as improved training focus, closer alignment to the CDSS, and more effective set asides.

ATTACHMENTS

K. Attachments (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier; attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

Moser, Tom (The Pragma Corporation), Laurel Elmer (The Pragma Corporation), and Tom Ward (AID/W). Evaluation of the Overseas Training Office and GPT-II. Final Draft Report. Falls Church, Virginia: The Pragma Corporation, March 10, 1988.

COMMENTS

L. Comments By Mission, AID/W Office and Borrower/Grantee On Full Report