PD- ABE-419

A.I.D. EVALUATION SUMMARY - PART 1

IDENTIFICATION DATA

A. Reporting A.I.D. Unit Office of Program Mission or AID/W Office USAID/Sri Lanka (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)
383-0085	Development Studies & Training	1987	October 31, 1993	$7,550,000	$7,550,000

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. Institute Mission-wide Policy Committee	Paul Crowe/Aneela De Soysa	August 30, 1992
2. Develop a program of activities for the DS&T project which will program the remaining funds on priority activities and focus on building sustainability into selected activities supported by the project.	Aneela De Soysa	April 30, 1992
3. Develop a system of evaluating training requests and follow up to ensure direct link with implementation of project actions.	Aneela De Soysa	March 31, 1992

APPROVALS

F. Date of Mission or AID/W Office Review of Evaluation (Month) (Day) (Year) 1992

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)	P. Crowe	Mrs. S. L. Kuruppu	Randall Casey	Richard M. Brown
Signature	Paul G. Crowe	[illegible]	Randall Casey	[illegible]
Date	25/6/92	21/7/92	25/6/92	6/29/92

ABSTRACT

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

The Development Studies & Training (DS&T) Project was authorized by USAID/Sri Lanka in August 1987 with a completion date of May 31, 1991, to provide short term and long term training to key Government of Sri Lanka (GSL) officials and funding for policy studies/technical assistance (TA).

This evaluation was performed in November 1991 by the International Science & Technology Institute, Inc. to provide GSL and USAID/Sri Lanka with an assessment of project implementation and progress to date and to recommend a comprehensive approach to policy analysis training and reform for the follow up project. The three person evaluation team reviewed project documents and interviewed GSL officials, USAID officers, and other project related personnel.

The major findings and conclusions were:

- Implementation and follow-on benefits were difficult to monitor because of the flexibility incorporated into the project to respond to GSL needs.

- The Project Paper (PP) guidelines were not closely followed in designing policy studies.

- The quality of studies were mixed and the quantity too large, leaving inadequate funding for the balance of the project. Also due to poorly structured process and selection of studies and follow-up dialogue with GSL, implementation was not successful in some cases.

The evaluation noted the following "lessons" which were incorporated in principal recommendations:

- The studies should be selected and designed after close consultation with GSL to enhance the implementation and to reduce the number of studies to manageable size.

- The new DS&T project should be structured to coordinate all related Mission projects so as to achieve an impact in the multilateral bargaining process that characterizes policy dialogue.

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
Gordon C. Rausser) W.M. Tilakaratne) Peter Pelham)	ISTI	PDC-0095-I-00-9097-00 Delivery Order No. 31	$58,645	DA

2. Mission/Office Professional Staff Person-Days (Estimate)	30 man-days	3. Borrower/Grantee Professional Staff Person-Days (Estimate)	3 man days

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A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

Mission or Office: Office of Program	Date This Summary Prepared: 04/20/92	Title And Date of Full Evaluation Report: Evaluation of the Development Studies & Training Project, 2/27/92

1. Purpose of the Activity or Activities Evaluated

In August 1987, USAID authorized $6.0 million for the Development Studies and Training (DS&T) Project with a completion date of October 31, 1993. The project agreement was amended on May 31, 1991 to provide a total of $7.0 million. The DS&T design was constructed in part based on the experience with a predecessor project (Development Services & Training - Project No. 383-0044) which registered solid achievements in training, but had been judged generally disappointing with respect to technical assistance and related interventions.

A major constraint facing the Government of Sri Lanka (GSL) is the insufficient number of skilled human resources needed to evaluate, analyze, and implement policy reforms. To respond to this need, the DS&T project was designed to provide short and long term training to key GSL officials and funding for policy studies/technical assistance (TA). The training components of DS&T were structured to train GSL analysts in selected institutions. Of the 104 individuals trained, three received long-term academic training, seven were sent on invitational travel and 94 participated in short term programs. The policy studies/TA components of DS&T were also aimed at enhancing the capacity of the GSL for policy evaluation and analysis along with implementation of development programs. Under this component funding was provided for 36 sub-projects: 26 major policy studies and 10 TAs.

2. Purpose of the Evaluation and Methodology Used

The purpose of this first mid-term evaluation was to provide the GSL and USAID/Sri Lanka with a detailed assessment of project implementation and progress to date. Also this evaluation was to recommend a comprehensive approach to policy analysis, training and reform that can be adopted in a follow-up project.

The evaluation term interviewed 38 training participants, GSL officials directly related to the project, USAID officers, technical assistance contractors, supervisors of trainees and officials from international donor organizations. In addition, project documents and other sources were reviewed and assessed.

3. Findings and Conclusions

The degree of flexibility incorporated into the project to permit the USAID Mission to be responsive to GSL's needs has created an environment in which the implementation and follow-on benefits are too loosely structured and therefore more difficult to monitor and evaluate.

The original project paper (PP), the policy studies/technical assistance component was structured as separable from the participant training activities. Nevertheless it focused on many of the same departments and organizations of the GSL as the training component.

The PP guidelines, which emphasized that the policy studies must have a clear objective of policy articulation and implementation, were violated on numerous occasions, and the DS&T sub-project portfolio became a mix of

activities developed jointly by USAID and GSL in their response to perceived targets of opportunity.

The quality of studies has been mixed and the quantity too large, leaving a small amount of funding for the balance of the project. Not all of the present studies are likely to lead to implementation because the process and selection of studies and, more importantly, the follow-up dialogue with GSL has been poorly structured. Implementation has advanced in cases where the selection of a study has been in response to a felt need articulated by a group within GSL and where the study has been done in close collaboration with that group.

Due to the wide diversity and vast number of studies and training undertaken by the DS&T, the project managers have had to rely heavily on several other Mission project managers. This has entailed positive benefits from linkages with other Mission projects, but with the loss of some effectiveness in monitoring and oversight of the studies and training.

4. Principal Recommendations and Lessons Learned

a. A complete diagnostic and analytical study should be conducted on the underlying constitution, legal and regulatory infrastructure, and political economy of Sri Lanka with the express purpose of determining a credible and sustainable sequencing of policy reforms.

b. The new DS&T project should invest in the establishment of a credible institution outside of the government that will assume collaborative ownership of analytical studies and continuously pursue, along with AID and other donors, the implementation of recommended policy reforms.

c. The policy dialogue process should set the agenda for major analytical studies; training and technical assistance to implement reforms should be conditioned on the results of the studies.

d. The number of studies undertaken under the project should be small -- about five or so per year. There should be careful selection of studies and thorough preparation of study designs, in close consultation between the Mission staff and GSL core groups.

e. The new DS&T project must explicitly recognize that the policy dialogue is a multilateral bargaining process. In this process, clarity, timing, packaging of comprehensive policy reforms, political leadership, and influential interest groups play critical roles.

f. The new DS&T project should be structured to coordinate all related Mission projects so as to achieve the greatest impact in the multilateral bargaining process that characterizes policy dialogue.

g. Other Mission projects involved in policy reform analysis and implementation should begin to assume more of the exploratory, experimental role previously assigned to DS&T.

h. The newly designed DS&T project should attempt to establish closer working relationships with Japan International Co-operation Agency (JICA) in order to analyze and implement educational reforms, transportation networks, telecommunication infrastructures and environmental infrastructures.

i. A healthy policy dialogue process must bridge the gap between the current level of assistance and the points where policy decisions are actually made.

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, etc., from "on-going" evaluation, if relevant to the evaluation report.)

Evaluation of the Development Studies & Training Project (No. 383-0085)
International Science & Technology Institute - February 27, 1992

COMMENTS

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

At the time the scope of work for the evaluation was written out, the mission intended to close out DS&T at the current close out date and design a new policy project as a follow on activity. Therefore, the evaluation team was asked to evaluate the DS&T project and make recommendations for a follow on policy project and the manner in which the policy dialogue process should be conducted. After the evaluation had been completed, the mission has made a decision not to have a follow on policy project and has developed a mechanism by which the conduct of policy dialogue process in the mission could be managed - The Policy Committee. While some of the recommendations of the evaluation could be adopted in conducting the policy dialogue process, others are no longer relevant as a new project would not be designed.

Some issues of potential interest to the mission which were highlighted by the report are as follows:

Significant policy reforms including government's willingness to self finance improved capacities for policy analysis , generally occur as a result of:

- a major economic or political crisis

- a mix of policies that offer effective incentives for those with political power and influence ; and/or

- an important shift in the interest group landscape motivated in many cases by effective political leadership.

It has been demonstrated again and again that the underlying constitution, the legal and regulatory infrastructure, and the political economy of a country determine the degree of policy credibility and sustainability. It is the country's mix of policies in all of its ministries that is crucial in establishing policy credibility which, in turn motivates and sustains an effective and dynamic market economy.

The fact that policy dialogue is a multilateral bargaining process must be explicitly recognized. In this process, clarity, timing, packaging of comprehensive policy reforms, political leadership and influential interest groups play critical roles.

Other mission projects involved in policy reform analysis and implementation should begin to assume more of the exploratory experimental role previously assigned to DS&T.

The evaluators met with GSL counterpart staff who were interested in the results of the studies, requested the studies or were involved in implementing the recommendations of the studies and a selection of participant trainees and their supervisors. Interviews were held with high level officials in the government and policy oriented research organizations. These interviews together with critical evaluation of the studies and a knowledge of the political and socio economic background within which the activities were conducted gave the evaluators an insight into the activities, their impact and the problems encountered in managing the activity.

The findings and lessons learned that are cited in the report generally concur with the conclusions reached by AID staff and well informed host country officials.