

PDCAF-200

**PARTICIPANT TRAINING II**

**PROJECT NO. 492-0308**

**EVALUATION**

**CONDUCTED BY**

**JAIME CORREA-MONTALVO  
PROGRAM OFFICE**

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## I. EXECUTIVE SUMMARY

### Overview

Participant Training II (Project No. 492-0308) represented an effort to assist the Philippine Government to meet the human resource requirements within its development administration, and in program concentrations jointly agreed by USAID and the Host Country. Participants came from GOP institutions for which funding was not otherwise available under the regular portfolio of projects.

The overall goal of the project was to strengthen the managerial and technical capabilities of manpower resources engaged in economic development.

The purpose of the project was to increase the amount of trained GOP manpower resources in selected disciplines.

The project provided 5.79 person-years of academic training, and 49.13 person-months of non-academic training to officials of the Government of the Philippines' (GOP) development administration. Special emphasis was given to training in the fields of: (a) Development Administration, (b) Economic Development and Planning, (c) Employment and Income Distribution, (d) Environmental Aspects of Development Assistance, (e) Integration of Women Into National Economies, (f) Intermediate Technology, and (g) Rural Development.

Participant Training II provided instructional opportunities for which funding had not been programmed under regular AID technical or capital assistance projects. Participants included, among others, national and regional officials at junior, mid-career and senior supervisory levels.

The project emphasized short-term, non-academic specialized training courses and observation tours. Academic training was confined to M.S. programs.

Thirty-eight (38) participants were trained for the three-year period that began in FY 1978 and ended in FY 1980.

### Purpose of Evaluation

The general purpose of this exercise is to conduct a programmatic evaluation of Participant Training II, specifically to determine whether project purpose and goal were accomplished or not, and why, and to offer recommendations for future analogous undertakings.

### Major Recommendations

1. To the extent possible, training programs should be accommodated (degree or non-degree) in an academic set-up. Academic training is most likely to have a longer lasting impact in human resource development, and its average cost per man-month is lower than that of non-academic.
2. The possibility of supporting in-country training should be explored given the institutional capacity of the Philippines to offer higher level manpower training in certain academic and technical disciplines.
3. The possibility of third country (Asian) non-academic training should be also explored. This would not only reduce costs, but would also enhance potential adaptability and replicability.
4. There should not be restrictions as to the GOP institutions that will be assisted, as long as they play a policy or program role in priority development sector and training needs are not satisfied through other project funded training resources or alternate sources.
5. More participation from regional and provincial governments should be encouraged as a means to both foster local development and the spread

effects of benefits throughout the country.

6. A more systematic and effective way for institutionalizing acquired knowledge should be sought. One alternative would be to require the participants themselves to recommend and initiate the institutionalization process of that part of training deemed appropriate and adaptable within the Philippine context. Consequently, returning participants' responsibility could be defined more in terms of quality, rather than time (i.e., required pay-back period).

7. Estimated training costs should be closely studied and scrutinized to avoid wide gaps between such and real cost.

8. USAID should continue to provide necessary training opportunities for staff of GOP agencies involved in development and policy formulation. Accordingly, USAID should pursue a thorough development program through a successor Participant Training project.

BASIC PROGRAM IDENTIFICATION DATA

1. Country: The Republic of the Philippines
2. Bilateral Project Title: Participant Training II
3. Bilateral Project Number: 492-0308
4. Program Implementation:
  - a. Project Agreement Date: February 21, 1978
  - b. Final Obligation: 1980
  - c. PACD: March 31, 1982
5. Program Funding:
  - a. AID Bilateral Funding: \$300,000
  - B. Host Country Counterpart Funds: ₱1,327,500 (U.S. \$177,000)
6. Mode of Implementation:

Project Agreement between USAID/Manila and NEDA
7. Previous Evaluation and Reviews:

None
8. Responsible Mission Officials:
  - a. Mission Directors:

Peter M. Cody, 1978-1979

Anthony M. Schwarzwald, 1979 to Present
  - b. Responsible Project Officers:

Sibley H. Kawi, 1978 to Present

Edward J. Ploch, 1978 to May, 1981
9. Host Country Exchange Rates:
  - a. Name of Currency: Peso (₱)
  - b. Exchange Rate at Time of Project: ₱7.5 = U.S. \$1.00

## II. PROJECT DESCRIPTION

### 2.00 Background

AID/Philippines initiated a General Participant Training Project (No. 492-11-995-237) in FY 68 to support participant training needs in areas not directly related to dollar-funded projects, but where training was regarded as necessary for support of GOP/AID program objectives.

In FY 78 a successor project, Participant Training II (492-0308), was designed and approved primarily to address the human resources requirements in areas of joint concern to the GOP and AID, and limited to persons/requirements not covered by other AID projects.

Participant Training II (PT II) was designed to give special emphasis to program concentrations ("priority sectors") such as Agriculture and Fisheries, Credit and Cooperatives, Development Administration, Economic Development and Planning, Employment and Income Distribution, Environmental Aspects of Development Assistance, Health, Integration of Women into National Economics, Intermediate Technology, Land Reform and Land Tenure, Non-Formal Education, Nutrition, Population and Family Planning, Rural Development, and Urbanization and the Urban Poor. Candidates were to come primarily from GOP agencies playing major roles in priority development sectors as defined in the Philippines' development plan, and which related specifically to AID-mandated objectives. The National Economic and Development Authority (NEDA), charged with the responsibility for determining developmental priorities and economic planning, was to receive special emphasis in the selection of project participants. The Ministries of Agrarian Reform, Agriculture, Education and Culture,

Health, Local Governments and Community Development, and Social Services Development were also to receive special attention under the Project. The PP also provided flexibility to accommodate some modest training support to program concentrations not included among the targeted sectors, but not to exceed 10 percent of total AID dollar funds.

The amount of \$300,000 in grant funds was obligated to fund the three-year project from FY 78 through FY 80. GOP counterpart support guaranteed payment of international travel from Manila to the training site and return, and miscellaneous costs for clothing, and expenses for travel.

PT-II called for up to 15 person-years of academic training<sup>1/</sup> (non Ph.D) and up to 90 person-months of non-academic training<sup>2/</sup>, including observation tours to officials of the GOP occupying key positions in the government's development administration. These officials were to possess the necessary leadership and authority to translate economic theory and social perspective into the resolution of developmental problems.

The selection of participants from regional and provincial governments were to be encouraged as an instrument to both foster local development and the spread-out of benefits.

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1/ Participants are considered in academic status if enrolled for one or more academic term in an accredited institution which grants an academic degree whether a degree is the objective or courses are taken for credit.

2/ All other programs not considered academic.

Selection of participants under PT-II was to be undertaken by the Director General of NEDA, with the advice and concurrence of the Director of the External Assistance Staff, and by the AID Mission Director, through the Program Officer, on a case-by-case basis. Basic criteria for nomination and selection of GOP participants were established. AID was responsible for arranging training in the U.S. or a third country. An AID Participant Training Review Panel was responsible for reviewing nominations for training and providing guidance to the Mission Director before final approval of each individual training program. In the selection of the training courses, preference was to be given to programs where there was likely to be a substantial spread effect by virtue of the participant's position within the GOP.

#### 2.10 Purpose

The project purpose was to increase the amount of trained GOP manpower resources in selected disciplines devoted to mutually shared GOP/AID development priorities. Upon completion of training, participants were expected to be working in fields directly related to the training received. The impact of the analytical and technical skills acquired during training was expected to be also reflected in the programming and operations of the concerned agencies.

#### 2.20 Goals

The overall project goal was to strengthen the managerial and technical capabilities of the GOP manpower resources engaged in economic development. As a direct result of this project, a significant multiplier effect was expected to take place, as returned participants disseminated the acquired knowledge and skills.

### III. FINDINGS

#### 3.00 Participants/Selection Criteria

##### 3.01 Training Sectors

Most of the participants underwent training in program concentrations considered by the project as "priority" sectors (Table 2)

Thirteen (13) percent of project funds or \$35,192, were used to support training in "non-priority" sectors. This is still in accordance with project plans, which provided flexibility to give some modest training support in certain sectors not defined as "priority," but not to exceed ten (10) percent of total AID funds, or \$30,000. Given the rapidly increasing training cost in the U.S., this deviation seems to be understandable and acceptable.

##### 3.02 Compliance with Selection Criteria

Sixty-eight (68) percent of the participants met the pre-established selection criteria. Those who didn't meet them did it mostly because of the following reasons:

a. Nature of government appointment. Some of the participants held contractual appointments with the GOP prior to their departure for training.

b. Previous participation in GOP-sponsored scholarships. Some of the participants had enjoyed previous government-sponsored scholarships for observation tours or advanced degrees. The majority of those came from senior positions in the government.

c. Required number of years of government service. Some of the

participants had less than the minimum required under the project. The training records didn't show evidence of any GOP official correspondence waiving this selection criteria requirement for those not complying with it.

### 3.03 Types of Training

Thirty-nine (39) and fifty-six (56) percent of the academic and non-academic training called for in the project was accomplished (Table 3). Given the project funding levels, and the dramatic increase in U.S. training costs, such levels of accomplishment were to be expected.

The project provided 5.79 person-years of academic training and 49.13 person-months of non-academic training. This was fifty-three (53) percent of what the original plans had called for (Table 3).

### 3.04 Participatory Agencies

Most of the participants came from GOP agencies not called for in the project. It is very possible that the institutions referred to in the PP as "target" have been receiving assistance from international donors, including AID. (Table 1).

Program concentrations or priority sectors seemed to have been adequate. More participation from "target" agencies at the regional and provincial levels should have been required as a means to both foster local development and the spread effect of benefits.

Training was related to the responsibilities the participants held prior to their departure. Only one (1) of the returned participants

reported that her position's scope of work was so narrow that it limited her from applying the acquired knowledge on her return<sup>3/</sup>. All the returned participants were assigned to the same agencies they came from, and to the same positions they occupied prior to training. The rate of retention is estimated to be one hundred (100) percent.

PT-II was intended to be focused on government officials possessing leadership and authority to translate economic theory and social perspective into the resolution of basic developmental problems. Seventy-one (71) percent of the participants came from junior, mid-career, and senior supervisory levels of the GOP. Twenty-four (24) percent of these came from senior government levels.

### 3.05 Role of Women

Of thirty-eight (38) participants, forty-seven (47) percent were women. This is accordance with the project's intention of increasing and enhancing the role of women in the process of economic development in the Philippines.

### 3.10 Project Purpose

The project purpose called for an increase in the amount of trained GOP manpower resources in selected disciplines devoted to mutually shared GOP/AID development priorities. The Logical Framework provided two indicators to measure the levels of purpose achievement:

- a. "Project-trained GOP personnel working within respective agencies in fields related directly to training received,"

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3/ Information gathered after reviewing (18) questionnaires from returned participants. (Sample of 18 from 38 training participants.)

b. "Impact of analytical and technical skills acquired during training as reflected in the programming and operations of the relevant agencies."

PT-II supported training for thirty-eight (38) participants in priority development sectors such as Development Administration, Economic Development and Planning, Employment and Income Distribution, Environmental Aspects of Development Assistance, Integration of Women into National Economies, Intermediate Technology, and others. Seventy-one (71) percent came from supervisory levels, the rest from non-supervisory. The participants returned to the positions they held prior to training in one hundred (100) percent of the cases. In this respect, project purpose was attained. However, an increase of managerial and technical expertise cannot be exclusively used as an indicator for measuring purpose achievement under the project (including the Logical Framework).

A measure of the impact that training has had in the programs and operations of the relevant agencies is difficult to determine, given the project's modest intervention and the short time span elapsed since project termination.

None of the acquired knowledge seems to have been institutionalized through formal and informal training courses. Few of the participants reported having given special lectures or written articles on their areas of training. Most of the knowledge is reported to have been passed through staff meetings, on-the-job instructions, and as recommendations to superiors.

The limited regional participation in the project prevented

potential impact in the programs and operations of targeted regional agencies. This likewise limits the expected spread-effects throughout the country.

### 3.20 Project Goal

Project goal called for strengthening the managerial and technical capabilities of the GOP manpower resources engaged in economic development.

A certain degree of capabilities strengthening is expected in the short-run, particularly, at the GOP central levels, but a measure of the extent of such impact in the long-run is unknown at this time.

The Log Frame's objectively verifiable indicators for "goals" should have reflected an impact, long-range indicator.

### 3.30 Project Cost

The average monthly cost of academic and non-academic training is estimated to be \$1,445 and \$3,322, respectively, excluding international travel. Actual average cost is above what the Economic Feasibility Analysis of the project had estimated (\$850 and \$1,600 for academic and non-academic, respectively). Underestimation and inflation might have been the causes for this drastic increase in training cost.

IV RECOMMENDATIONS

4.00 Participants/Selection Criteria

4.01 Compliance with Selection Criteria

Future training projects should provide for a more forceful GOP/AID selection screening committee capable of weeding-out nominations not in compliance with the selection criteria established. This would prevent AID from having to turn down nominations because of non-compliance with project requirements at a later state in the selection process.

4.02 Types of Training

To the extent possible, training programs should be accomplished (degree or non-degree) in an academic set up. Academic training is most likely to have a longer impact in human resource development, and its average cost per man-month is estimated to be lower than non-academic training.

Given the institutional capacity of the Philippines to provide higher level manpower training in certain technical areas, the possibility of in-country training should be explored.

The possibility of third country (Asian) non-academic training should be also explored. This would not only reduce costs, but could also enhance potential adaptability and replicability.

4.03 Participatory Agencies

1. Future projects should bear no restrictions as to the GOP institutions that will be assisted, provided that they play

a policy role in priority development sectors. Examples are the Ministries of Labor, Budget, Finance, Natural Resources, Bureau of Mines, Board of Investments, National Environmental Protection Council, National Pollution Commission, Philippine Ports Authority and the Presidential Management Staff, among others.

2. Future project undertakings should seek more active participation of regional levels as a means to both foster local development and the spread-effect of benefits.

#### 4.10 Project Purpose

1. Future training opportunities should focus on participants from GOP junior and mid-career supervisory positions, rather than from senior level positions. It is assumed that participants at such levels will spend most of their productive life in key positions, thus capable of influencing the national and regional development and policy processes of the Philippines.

2. A more systematic and effective way for institutionalizing acquired knowledge should be sought. One alternative would be to require the participants themselves to recommend and initiate the institutionalization process of that part of training deemed appropriate and adaptable within the Philippine context. Consequently, returning participants' responsibility can be defined more in terms of quality, rather than time (i.e., required pay-back period).

#### 4.20 Project Goal

A long-range indicator should be included within the Log Frame's OVI, if feasible and desired.

#### 4.30 Project Cost

Future projects should contain higher levels of funding, with emphasis on academic training. Estimated training cost should be closely studied and scrutinized to avoid wide gaps between such and real cost.

If goals are to increase and strengthen the technical capabilities of GOP's manpower resources and its impact in the development process, then future training opportunities should be increased accordingly.

### V METHODOLOGY

An information questionnaire and checklist was designed with the purpose of gathering data necessary for (a) making a case-by-case determination of whether selection criteria had been met or not, (b) identifying participants' agencies and positions at time of training, and (c) determining accomplishment levels, types and cost of training. Said information served also for identifying participants' program concentrations or sectors through the project's life (Annex I).

Eighteen (18) Returned Participant Info Sheets (RPIS) were reviewed for determining possible project short and long-term impact, as related to project purpose and goal (Annex II).

An overriding concern was that of "institutionalization" of the acquired knowledge. Our assessment on that was exclusively based on the submitted RPIS.

Data for Tables 1, 2 and 3 was derived from the above mentioned questionnaires. An analysis of all the material led us to the findings and discussions referred to throughout this evaluation.

Personal interviews with project implementors were conducted to clarify concepts, questions and issues raised during the evaluation process.

VI. TABLES

TABLE 1  
Participant Agencies

<u>Agency</u>	<u>Percentage</u>
NEDA	45
Ministry of Labor	16
Bureau of Mines	4
Board of Investments	4
Ministry of the Budget	4
Ministry of Finance	3
Ministry of Natural Resources	3
Presidential Management Staff	3
Ministry of Social Services	3
National Pollution Commission	3
National Irrigation Administration	3
Local Water Utility Authority	3
Philippines Port Authority	3
National Environmental Protection Council	3

TABLE 2

Participants Per Priority and Non-Priority Sectors

	Priority Sector		Non-Priority Sector	
	Participants	(Dollars) Fund Support	Participants	(Dollars) Fund Support
Selection Criteria Met	22	179,809	4	25,907
Selection Criteria Not Met	9	48,633	3	9,285
TOTALS	31	228,442	7	35,192
Percentage	82%	87%	18%	13%

TOTAL GRANT OUTLAY:

\$263,634.00

TABLE 3

Participant Training II

Accomplished/Planned

FY	Participants		Non Acad/Short-Term				Acad/Long-Term				Academic	
	Trained	Planning Levels	Trained		Planning Levels		Trained		Planning Levels		Short Term	
			U.S.	Non	U.S.	Non	U.S.	Non	U.S.	Non		
78	14	24	10	-	15	4	3	-	4	1	1	-
79	14	24	14	-	15	4	-	-	4	1	-	-
80	10	24	7	1	15	4	2	-	4	1	-	-
Total	38	72	31	1	45	12	5	0	12	3	1	0

PARTICIPANT TRAINING II

PIO/P \_\_\_\_\_

Kind of Training \_\_\_\_\_

Name of Participant \_\_\_\_\_

Position at time of training \_\_\_\_\_ Total years \_\_\_\_\_

Agency \_\_\_\_\_ Region \_\_\_\_\_

Cost of PIO/P \_\_\_\_\_

Plans for dissemination and use of knowledge gained:

SELECTION CRITERIA CHECKLIST

GOP

AID

a.

a.

b.

b.

c.

c.

d.

d.

e.

e.

f.

f.

g.

g.

h.

h.

i.

Remarks

Remarks

**USAID/PHILIPPINES  
RETURNED PARTICIPANTS INFO SHEET**

Full Name \_\_\_\_\_ Date \_\_\_\_\_

Date of Birth \_\_\_\_\_ Agency \_\_\_\_\_

Institution Where Training Was Received \_\_\_\_\_

Course or Field of Training \_\_\_\_\_

Duration of Training: (Philippines) \_\_\_\_ (3rd Country) \_\_\_\_ (U.S.) \_\_\_\_

As a Result of your Training, Have You Obtained Membership in:

a) An American Professional Society? Specify \_\_\_\_\_

b) A Philippine Professional Society? Specify \_\_\_\_\_

In your view, to what Extent has the NEDA/USAID Sponsored Training Assisted you in the Performance of your Job?

\_\_\_\_\_ to a great extent                      \_\_\_\_\_ very little

\_\_\_\_\_ to a moderate extent                      \_\_\_\_\_ not at all

In your view, how has the NEDA/USAID Sponsored Training changed your Perception of your Job?

\_\_\_\_\_ view job as much more important than before

\_\_\_\_\_ view job as slightly more important than before

\_\_\_\_\_ view job as slightly less important than before

\_\_\_\_\_ view job as much less important than before

\_\_\_\_\_ view of job has not changed

Has your Training had an Influence on the Degree of Job Responsibility?

\_\_\_\_\_ job responsibilities have greatly increased

\_\_\_\_\_ job responsibilities have slightly increased

\_\_\_\_\_ job responsibilities have remained the same

Have both supervisors and co-workers shown an interest in some of the things you learned?

\_\_\_\_\_ Yes \_\_\_\_\_ No

If so, in what ways have you passed on what you know?

- |   |                               |
|---|-------------------------------|
| _____ Through staff meetings                | _____ Giving special lectures |
| _____ On-the-job instruction or suggestions | _____ Writing articles        |
| _____ Recommendations to superiors          | _____ Other (describe)        |
| _____ Formal training courses               | _____                         |

Remarks: