

업무자료 평가
2013-23-032

ISBN 978-89-6469-153-3 93320

발간등록번호
11-B260003-000039-01

업무자료 평가 2013-23-032

Ex-Post Evaluation Report for Public Service Capacity Building Projects

한국국제협력단

Ex-Post Evaluation Report for Public Service Capacity Building Projects

2012. 12



KOICA
한국국제협력단

WORLD FRIENDS
KOREA



KOICA 한국국제협력단

461-833 경기도 성남시 수정구 대왕판교로 825
Tel. 031-7400-114 Fax. 031-7400-655
<http://www.koica.go.kr>

Ex-Post Evaluation Report for Public Service Capacity Building Projects

2012.12

The Korea International Cooperation Agency (KOICA) performs various types of evaluation in order to secure accountability and achieve better development results by learning.

KOICA conducts evaluations within different phases of projects and programs, such as ex-ante evaluations, interim evaluations, end-of-project evaluations and ex-post evaluations. Moreover, sector evaluations, country program evaluations, thematic evaluations, and modality evaluations are also performed.

In order to ensure the independence of evaluation contents and results, a large amount of evaluation work is carried out by external evaluators. Also, the Evaluation Office directly reports evaluation results to the President of KOICA

KOICA has a feedback system under which planning and project operation departments take evaluation findings into account in programming and implementation. Evaluation reports are widely disseminated to staff and management within KOICA, as well as to stakeholders both in Korea and partner countries. All evaluation reports published by KOICA are posted on the KOICA website.

(www.koica.go.kr)

This evaluation study was entrusted to The Korea Institute of Public Administration(KIPA) by KOICA for the purpose of independent evaluation research. The views expressed in this report do not necessarily reflect KOICA's position.

Contents

Executive Summary	1
I . Overview of the Evaluation	7
1. Purpose of the Report	9
2. Purpose of the Evaluation	9
3. Objects and Scope of the Evaluation	10
4. Contents of the Evaluation	11
II . Evaluation Process & Methods	13
1. Evaluation Process	15
2. Evaluation Criteria	17
3. Evaluation Methods	19
III . Project Analysis: Bangladesh	21
1. Analysis of the Country and Its Development Environment	23
2. Analysis of Stakeholders	25
IV . Project Evaluation: Bangladesh	27
1. Relevance	29
2. Efficiency	32
3. Effectiveness	35
4. Impact	37
5. Sustainability	40
6. Gender Mainstreaming	42
V . Project Analysis: Indonesia	45
1. Analysis of the Country and Its Development Environment	47
2. Analysis of Stakeholders	49

VI. Project Evaluation: Indonesia	51
1. Relevance	53
2. Efficiency	57
3. Effectiveness	59
4. Impact	61
5. Sustainability	64
6. Gender Mainstreaming	66
VII. Conclusion	69
1. Main Results	71
2. Lessons Learned and Recommendations	74
References	79



Executive Summary



Executive Summary

Ex-post evaluations were conducted for three projects implemented in two countries: the project for Developing Training Capacity of Bangladesh Civil Service Administration Academy(BCSAA) and Strengthening Capacity of Public Sector through Training(2007-2009), the project for Capacity Building for Public Officials for Government Innovation in Indonesia (2007-2009), and the Second Phase of Capacity Building for Public Officials for Government Innovation in Indonesia (2009-2011). The research team was composed of doctors from the Korea Institute of Public Administration, a doctor of another institute, and several other volunteer researchers. Thorough documentation, surveys, and in-depth interviews with trainees and related officials, as well as two rounds of overseas on-site research were performed during the evaluation process.

As for the evaluation criteria, five standards in the OECD DAC were used in addition to gender mainstreaming. Specific evaluation points were considered based on the general flow of planning, execution, evaluation, and feedback. The content has some overlap due to the vague concepts of each indicator, but this was deemed an advantage as it can make the evaluation sufficient based on diverse concepts. In order to ensure objectivity and consistency of the evaluation process, five judges chose each indicator and assessed three projects and cases from two countries. (one judge evaluated the program in terms of sustainability and gender mainstreaming.)

The programs for the two countries are capacity building programs for public sector, but their goals are strictly different from each other. In the case of

Bangladesh, building capacity of Bangladeshi public officials was sought through improving in BCSAA's training capacity, strengthening mid-level managerial officials' problem-solving capacity, and boosting public services' initiative. In Indonesia, the goals were to implement the national development planning successfully, forge reform policies, and improve public sector service by enhancing the performance and capabilities of public servants. The curriculum development and improvement of public servants' competence were the main goals in Bangladesh whereas in Indonesia, strengthening the government's key capabilities through its ministries' key players and major ministries was in focus.

In Bangladesh, the program was from 2007 to 2009 and the invitational training was mostly done in 2008. In Indonesia, the first round of the program took place from 2007 to 2009 and the second round was from 2009 to 2011. Since the latter was more recent, differences in evaluation results were observed due to the time lapse between the programs.

In terms of relevance, the projects done in both countries were deemed to be relevant and appropriate. The programs' format, contents, and participants were also assessed to be relevant. However, the after-program maintenance, the lecture-oriented program rather than real-life practical method, and the discrepancies in culture and system were points to be thoroughly considered.

In terms of efficiency, the programs in both countries had delays in the starting points due to the recipient countries' administrative procedures, although there were no other particular problems in program operation. They were financially efficient and the efficiency was further boosted thanks to proper budget allocation. In the different parties' cooperative systems, each individual's expertise and role was respected and considered in work allocation as well. However, it is necessary to more thoroughly reflect the need for training in Bangladesh and the budget planning and execution needs in Indonesia, and for

these needs to be better documented.

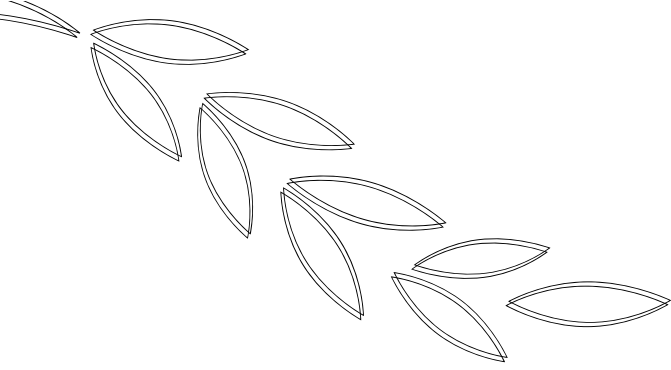
In terms of effectiveness, both countries' projects generated high-quality outputs in the end and the goal achievement in all cases were highly evaluated. In Bangladesh, however, practical implementation of the action plan was hampered due to the recipient country's structural problems and therefore, continuous monitoring and management are required. In Indonesia, monitoring and management are also required in addition to the centralization of information necessary to establish strategic planning and the introduction of an electronics administrative system.

In terms of impact, both countries' cases have limits in evaluating the long-term effects of the program. It can be assessed that bilateral cooperation was solidified due to the program in the planning and implementation stages and that the recipient countries' public officials' perception about Korea generally improved. However, sustainable observation and support measures were needed to expand the impact of the program in both countries. In Bangladesh, in particular, the recipient country's human resource management system needs to be adjusted in order to boost the influence of the training program. Moreover, in Indonesia, the strategy of selection and concentration needs to be considered in reference to the cases of other recipient countries.

Evaluating sustainability of the program in both countries has its limits, but it is suggested that follow-up programs need to be improved in order to prolong the effects and impact of the program. In Bangladesh, development consulting, the deep program expert dispatch program, internship, and use of social media are suggested. Meanwhile, in the case of Indonesia, there is a need to check whether the existing follow-up and after-service measures are properly operating.

Determining whether the program in any country was completed with the

consideration of gender mainstreaming is difficult. The generally lower rate of women civil officers in the recipient countries might have had a direct or indirect influence. The planning and execution of the program were not male-oriented, but there were survey opinions that gender mainstreaming was not considered sufficient. Efforts to reflect gender mainstreaming is necessary, considering the fact that it is an important issue, and is considered a cross-cutting issue in all stages of a program.



Overview of the Evaluation



I

Overview of the Evaluation



■ 1. Purpose of the Report

- The purpose of this report is to evaluate the Korea International Cooperation Agency's(KOICA) training program for capacity building in public sector. The implementation of ex-post evaluation for training program is necessary as good governance has become a major issue in recent discussions on aid, and there are expectations from other actors in this development field for Korean government to share their experience and transfer their technological knowhow about this issue. Therefore, this report is expected to provide an objective result-based project analysis in order to provide useful lessons for the future implementation as well as measuring the effectiveness of the implemented projects.



■ 2. Purpose of the Evaluation

- Ex-post evaluations were conducted on the program for Developing Training Capacity of Bangladesh Civil Service Administration Academy(BCSAA) and Strengthening Capacity of Public Sector through Training and the first and second rounds of the Indonesian Government Reform and Competence Enhancement Program.
- This paper measures the success of the competence training that was focused

on technological cooperation while analyzing the strengths and weaknesses of the program, to provide strategic suggestions for future programs and policy proposals for greater effectiveness.



■ 3. Objects and Scope of the Evaluation

(1) Object evaluated: BCSAA's Education Competence Training Program (2007-2009)

Table 1. Summary of Bangladesh Public Officer Education Enhancement Program

Objective	Boost the competence of Bangladeshi public officers through the Bangladesh Civil Service Administration Academy (BCSAA)
Participants	BCSAA instructors and Bangladeshi government officials and citizens
Expected effects	Enhanced education capability of BCSAA and effective reform of the public sector of Bangladesh
	Wider reform mindset and improved key capabilities
	Implemented proper administrative reform measures in consideration of the recipient country's status quo Reinforced advantages and strengths of Korea's public sector
Program details	Training invitations to Korea: 14 times and 155 participants
	Joint research: 5 subjects and 30 participants (Korean experts, local experts, and BCSAA instructors)
	Local training: 5 times and 125 participants
	Workshop: Once
	Equipment support: 1 power generator and 2 mini-buses
Target region	Dhaka, Bangladesh
Program scale	2.38 million US dollars (approximately 2.3 billion Korean won)
Program duration	2007-2009 (2 years)
Organized by	KOICA
Operated by	Korea: KMAC
	Recipient Country: Bangladesh

- (2) Objects evaluated: Indonesian Government Reform and Competence Enhancement Program, first round (2007-2009) and second round (2009-2011)

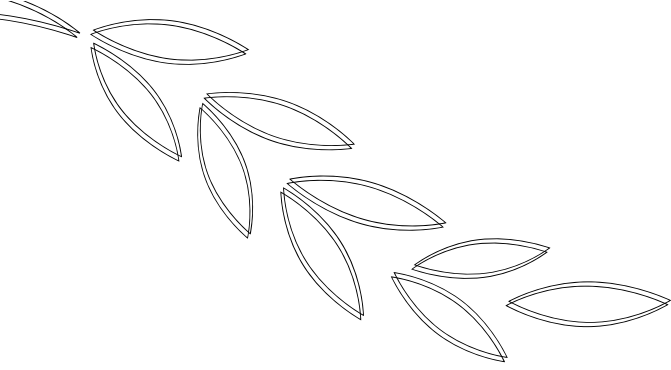
Table 2. Summary of Indonesia Government Reform Program

Objective	Introduce a successful case of government reform in Korea and strengthen the competence of Indonesia's public sector
Participants	Indonesian public officers and citizens
Anticipated effects	More competent civil servants and successfully implemented national development plans Reinforced merits and strengths of Korea's public sector
Program details	First round: Domestic invitational trainings: 6 times and 100 participants Dispatch of experts: 4 participants in 4 weeks / Workshop: once Second: Domestic invitational trainings: 11 times and 183 participants / Dispatch of experts: 8 times / Workshop: 5 times
Target region	Jakarta, Indonesia
Program scale	First round: 650,000 US dollars (approximately 750 million Korean won) Second round: 2 million dollars (2.3 billion Korean won)
Program duration	2007-2009 (First round: 2 years) 2009-2011 (Second round: 2 years)
Organized by	KOICA
Operated by	Korea: Korea Productivity Center (KPC) Recipient country: Indonesia



■ 4. Contents of the Evaluation

- This evaluation project looked at the contents, formats, procedures, and methods used and the follow-up of the programs that were carried out in the public sectors of Bangladesh and Indonesia.



Evaluation Process & Methods



II

Evaluation Process & Methods



1. Evaluation Process

1) Evaluation Period: July-December2012

2) Evaluation Schedule:

- The monthly projects are shown in Table 3.

Table 3. Specific Monthly Schedule

Duration	Assignments
June	<ul style="list-style-type: none"> • Formulation of evaluation methods (indicator choice) and plans • Preparation for and holding of a reporting session on the launch of the evaluation • Establishment of plans for the local on-site research
July	<ul style="list-style-type: none"> • Domestic research (preceding research and experts' interviews) • Local on-site research (second round)
August	<ul style="list-style-type: none"> • Organization and analysis of the research results • Drafting of the interim report • Conduct of the survey
September	<ul style="list-style-type: none"> • Arrangement and analysis of the research results • Establishment of plans for the local on-site research • Local on-site research (Second)
October	<ul style="list-style-type: none"> • Additional inspection - organization and analysis of the research results • Analysis of the survey results • Drafting of the final report
November	<ul style="list-style-type: none"> • Drafting of the final report • Preparation and holding of the final reporting session • Submission of the final report

3) Composition of the Evaluation Team

- The evaluation team members were broadly categorized into the research operation and research advisor team, and the evaluation was performed with the research operation at the center while based on the work distribution, in accordance with each researcher's area of expertise.

Table 4. Composition of Team, Role Division

Category	Name	Team/Title	Roles and Assignments
Chief researcher (PM)	Hong Jhae-whan	Research Fellow, Korea Institute of Public Administration	<ul style="list-style-type: none"> • Supervision of the evaluation work • Supervision of the external relations with KOICA and other related organizations
Co-researcher	Yoon Su-jae	Research Fellow & Director, Korea Institute of Public Administration	<ul style="list-style-type: none"> • Supervision of the evaluation schedule • Supervision of cooperative works between KIPA and other advisor groups • Supervision of the evaluation method development (both in terms of quantity and quality)
Co-researcher	Choi Soon-young	Research Fellow, Korea Institute of Public Administration	<ul style="list-style-type: none"> • Management of gender mainstreaming • Analysis of the evaluation-related data and research outcome • Supervision of public officers' training and management of results
Co-researcher	Kim Young-rok	Associate Research Fellow, Korea Institute of Public Administration	<ul style="list-style-type: none"> • Quality evaluation and analysis of results • Analysis of evaluation-related materials and research results • Advanced research and inspection of related data
Co-researcher	Lee Geun-joo	Professor of Public Administration, Ewha Women's University	<ul style="list-style-type: none"> • Management of the effectiveness of the programs • Analysis of evaluation-related materials and research results • Implementation of advanced research and study-related documents
Research assistant and support	Yoo Jong-seon	Associate Researcher, Korea Institute of Public Administration	<ul style="list-style-type: none"> • Administrative cooperation within KIPA • Scheduling of for fine-tuning and establishment of plans • Other administrative support



2. Evaluation Criteria

- The evaluation applied the five evaluation criteria of the OECD/DAC (relevance, efficiency, effectiveness, impact, and sustainability) to the contents of the three programs that were aimed at boosting public sector competence.
- The evaluation matrix in Table 5 was made for the evaluation, considering the aforementioned elements.
- In the matrix, the gender main streaming provision was added to the five evaluation criteria.
- Nation-specific evaluation standards and criteria were established and utilized.

Table 5. Evaluation Matrix

Evaluation Standard	Specific Evaluation Standard	Evaluation Items
Relevance	Relevance of the planning	<ul style="list-style-type: none"> • Consistency with the recipient country's development needs • Consistency with the donor country's aid policies
	Relevance of the goals	<ul style="list-style-type: none"> • Specification and practicality of the goals in relation to the inputs
	Relevance of the program formats	<ul style="list-style-type: none"> • Relevance of the program targets • Relevance of the program contents • Relevance of the selection of the program participants
Efficiency	Efficiency of the program execution and planning	<ul style="list-style-type: none"> • Whether or not the program was conducted efficiently within the scheduled time
	Budget Efficiency	<ul style="list-style-type: none"> • Whether or not the program was conducted efficiently in terms of budget allocation and implementation
	Efficiency of the cooperation among the relevant parties	<ul style="list-style-type: none"> • Whether or not the work was allocated efficiently among the relevant parties • Whether or not communication was efficient between the relevant parties

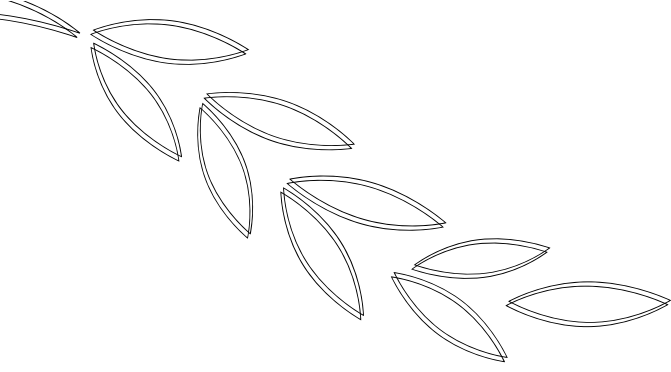
Table 5. continued

Evaluation Standard	Specific Evaluation Standard	Evaluation Items
Effectiveness (Short-term)	Whether or not the outputs were produced	<ul style="list-style-type: none"> • (Bangladesh) Whether the action plan was established through the invitational training and whether or not education materials and curriculum were developed through a joint research • (Indonesia) Whether or not the administrative reform teams of 12 ministries established action plans and whether or not they were implemented
	Whether or not the goal was reached	<ul style="list-style-type: none"> • (Bangladesh) Whether or not the competence of the recipient country's high-ranking education institutions and participants was enhanced • (Indonesia) Whether or not the recipient country's administrative capacity and service and the participating public officers' competence were enhanced
Impact (Long-term)	Level of contribution to the recipient country's administrative reform	<ul style="list-style-type: none"> • (Bangladesh) Impact of the participating individuals' improved competence on the recipient country's government, and impact of the education program in the high-level civil service education institution on the trainees • (Indonesia) Impact of the action plan and its implementation on the recipient country's administrative reform
	Level of contribution to the improvement of bilateral relations	<ul style="list-style-type: none"> • Impact on the bilateral relations • Impact on Korea's image promotion
Sustainability	Sustainability through the program's follow-up measures	<ul style="list-style-type: none"> • Effectiveness of the follow-up programs • (Bangladesh) Maintenance and management of the provided equipment
	Program effectiveness and sustainability of its effectiveness	<ul style="list-style-type: none"> • Institutional • Individual
Gender mainstreaming	Gender mainstreaming of the program planning and contents	<ul style="list-style-type: none"> • Whether or not the program was planned from the gender perspective • Whether or not the program was implemented from the gender perspective



3. Evaluation Methods

- The evaluation was an ex-post evaluation that assessed whether or not the project's goals continued to be carried out after the program ended. The focus of the evaluation was the program's short-term and long-term effects.
- The evaluation measured the program's effects and impact through balanced use of both qualitative methods such as literature reviews, focus group interviews, and in-depth interviews that extended to the focus group study, and quantitative methods such as surveys of the recipients and other relevant parties.
- The evaluation had limits, however, in that it had difficulty in quantitatively estimating how much of the goal of boosting the public sector's or civil servants' competence was achieved. First, it was difficult to measure the degree of goal accomplishment because no specific indicators were agreed upon at the start of the program. Second, there were limits in the estimation of how much of the goal was achieved because it was difficult to find tangible results especially in software programs rather than hardware ones.



Project Analysis: Bangladesh



III

Project Analysis: Bangladesh



1. Analysis of the Country and Its Development Environment

1) Information on Bangladesh

- Official name: People's Republic of Bangladesh
- Independence day: March 26, 1971
- Total area: 140,000 km² (2/3 that of the Korean Peninsula)
- Population: Approximately 100,006,108 (as of 2011) / Population density: world's largest, with 860 people/km²
- GDP per capita: US\$690 (2012) and US\$428 (2007, the year of the training program)
- Form of government: Unitary parliamentary democracy
- Religions: Islam (83%), Hinduism (16%), Buddhism (0.7%), and Christianity (0.3%)

2) Bangladesh Development

- The GDP per capita in Bangladesh was 690 US dollars this year (2012). Bangladesh is one of the poorest countries in the world, with 40 percent of its total population (160 million) below the poverty level. Poverty reduction is pointed out as the country's top priority in its national development agenda, and the country has many tasks to tackle poverty such as expanding industrial energy and improving the quality of medical and education services.
- Poor governance can be identified as another important problem in Bangladesh.

Market principles in the country are not clear due to its complex legal system, and ministerial policy coordination is ineffective due to chronic corruption and the negative attitude of public officers.

3) National Development Blueprint of Bangladesh

- As noted previously, poverty reduction is at the top of the national agenda, being recognized as an urgent and important goal in the national development blueprint that was suggested by the Bangladeshi government.
- The Bangladeshi government is striving to improve its governance by, for example, including good governance in the national development strategy while recognizing the high correlation between poverty and poor governance.
- Good governance was also selected as a cross-cutting strategy that will be applied to the four prime strategies--those for economic growth, agricultural development, social security, and environment and natural resource management--in the National Sustainable Development Strategy (NSDS) that was established in 2008.

4) Status of Foreign Assistance Receipt in Bangladesh

- In Bangladesh, the ERD, an institution that supervises foreign assistance, studies and carries out cooperative work with donor institutions, while ministries related to each program are supposed to direct the projects.
- Other donor institutions' support now tends to focus more on good governance and to veer away from simple assistance, which was the case in the past.
- At the start of governance assistance programs, developed countries' administrative reforms took center stage, but they are now focused on administrative management to fundamentally improve the effectiveness and effects of the administration.

5) Administrative Reform Policies in Bangladesh

- Projects aimed at improving governance which is key in financial management, accounting, and auditing are underway; and over the past several years, a number of administrative reform programs have been implemented.
- Sustainability of such administrative reform policies is required today. There is a need to improve the investment environment by supporting the governance reform in each sector by, for instance, breaking down administrative barriers through the reduction of regulations and expanding various infrastructure.

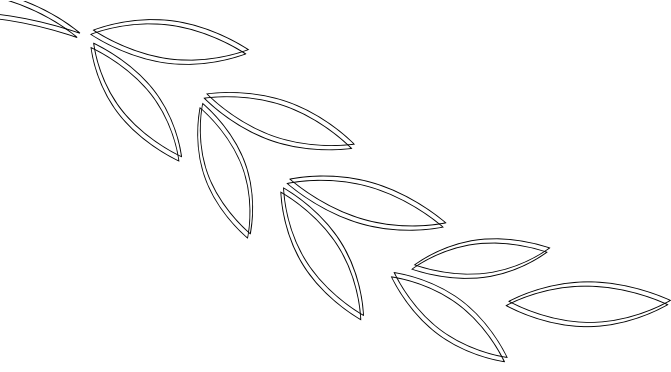


■ 2. Analysis of Stakeholders

- Table 6 explains relevant parties with interest in Bangladesh,

Table 6. List of Parties with Interest

Category	Parties with Direct Interest	Parties with Indirect Interest
Donor country	<ul style="list-style-type: none"> • KOICA • Appointed instructors and experts • KMAC, the institution in charge of the training programs • Working-level officials in charge of the programs 	<ul style="list-style-type: none"> • Assistance institutions of other donor countries • Foreign-assistance-related civic groups (citizens) • Future business providers • Embassy officials
Recipient country	<ul style="list-style-type: none"> • Trainees (invited and local) • Workshop participants • Joint researchers 	<ul style="list-style-type: none"> • Countries and citizens (related agencies and customers of each division) • Officials of related ministries (future trainees) • Civic groups of the recipient country (citizens) • Future program participants • Related embassies



Project Evaluation: Bangladesh

Project Evaluation: Bangladesh



1. Relevance

1) Evaluation Criteria

Table 7. Framework of Relevance Evaluation in Bangladesh Program

Evaluation Criterion	Specifics	Evaluation Points
Relevance	Relevance of the planning	<ul style="list-style-type: none"> • Consistency with the recipient country's development needs • Consistency with the donor country's foreign aid policies
	Relevance of the goals	<ul style="list-style-type: none"> • Specificity and practicality of the goals when compared with the inputs
	Relevance of the program formats	<ul style="list-style-type: none"> • Relevance of the program targets • Relevance of the program contents • Relevance of the selection of the program participants (trainees, instructors, local experts, etc.)

- This item evaluates the degree of relevance in the program's planning, goals, and formats. Table 7 summarizes the specific evaluation points.

2) Evaluation Contents

(1) Relevance of the Planning

- Consistency with the recipient country's development needs: The top priority of national development planning in Bangladesh is to tackle poverty, and

good governance is included in the national development strategy because it is considered highly correlated with poverty reduction. Therefore, the goal of boosting public servants' competence that was set by BCSAA is consistent with the mid- to long-term national development strategy of Bangladesh.

- Consistency with the donor country's foreign assistance policy: The program's expected effects of the reform of the Bangladeshi public sector through enhancement of BCSAA education capabilities and civil servants' competence have a high correlation with Korea's donor principles for Bangladesh, which focus mainly on economic stabilization and social development through good governance support for the Bangladeshi government.

(2) Relevance of the Goal Setting

- Specificity and practicality of goals set relative to inputs: The budget allocation of the program is deemed appropriate considering that the joint research (42%) and the domestic invitational training (40.3%) accounted for most of the total budget expenditures. Additionally, considering the budget breakdown, the attempt to realize the goals by channeling most of the budget to the joint research and the invitational training showed the program's concreteness and practicality.

(3) Relevance of the Program Format

- The evaluation assessed whether or not the program used the appropriate formats (invitational training, joint research, local training, and workshop) to accomplish its goal of boosting the competence of BCSAA and civil servants.

a. Relevance of the Program Targets

- Relevance of the selection of BCSAA: BCSAA is an institution that educates the country's major policymakers. Therefore, its selection is deemed appropriate. The fact that it has never received aid from other institutions and yearns for support from the program validates its selection, and the survey results also show the relevance of the choice (very positive: 19%, positive 50%).
- Relevance of the choice of the participating institution: The trainees were the Bangladeshi ministries' civil servants who play important roles in the country's public sector. Therefore, boosting their capabilities was expected to have a great impact.

b. Relevance of the Program Contents

- Efforts to boost the program's efficiency and delivery by differentiating the program's structure from its format and dividing the trainees into groups (high-ranking, managerial-level, BCSAA instructors, and local experts) received positive points, and the program's purpose and contents were deemed systematic enough to realize the goal of boosting the competence of BCSAA and the public servants.
- The format was evaluated as proper because the training program boosted the competence of civil servants and enabled them to play key roles in reforming the Bangladeshi public sector by directly instructing them with the materials and curriculum developed by the program.
- The program was relevant because it corrected its limitations due to its short duration (10 days for both the local training and workshop) and it shared and promoted its achievements.

c. Relevance of the Program Participant Selection

- Relevance of the trainee selection: It is believed that influential high-ranking officials play important roles in initiating administrative reforms, and therefore, it is deemed appropriate that vice-ministerial-level high-ranking public officials, director-level managerial-level officials, and BCSAA instructors were selected as the program's targets.
- Relevance of the instructor selection: All the instructors were administration experts, but since most of them were professors, it was decided that most of the lectures would be focused on principles and theories rather than real-life knowhow.
- Relevance of the local expert selection: Four Korean researchers visited the local site and selected 10 finalists (two for each segment) through documentation evaluations and interviews; however, according to a BCSAA official, some local experts were selected despite a mismatch between their majors and the program, and the pre-program fine-tuning was insufficient.



2. Efficiency

1) Evaluation Criteria

- These criteria were used to evaluate the program's efficiency and effectiveness against its budget, as well as the effectiveness of the relevant parties' cooperative system. Table 8 summarizes the specific evaluation points.

Table 8. Framework of Efficiency Evaluation in Bangladesh Program

Evaluation Criterion	Specific Evaluation Point	Evaluation Point
Efficiency	Efficiency of the program execution and planning	<ul style="list-style-type: none"> • Whether or not the program progressed efficiently within the scheduled timeline
	Budget Efficiency	<ul style="list-style-type: none"> • Whether or not the budget was allocated and implemented efficiently
	Efficiency of the cooperation among the relevant parties	<ul style="list-style-type: none"> • Whether or not the work distribution among the relevant parties was done efficiently • Whether or not the communication among the relevant parties was efficient

2) Evaluation Points

(1) Efficiency of the Program Execution and Planning

- Whether or not the program planning was effectively done on-schedule: The Bangladeshi Budget Committee's screening was completed in March 2008, which was behind the initial schedule and the succeeding process.

(2) Budget Efficiency

- Whether or not the budget planning and allocation were efficiently done: About 99.7% of the initial budget was used, so the budget allocation is deemed to have been proper. The slight difference between the budget and the actual expenditures came from the difference between the bidding prices and the foreign exchange rates.
- The per capita cost of the invitational training was 6,200 US dollars (approximately 7.7 million Korean won). The project efficiency in terms of the budget is deemed to have been very high.

Table 9. Actual Expenditure in Bangladesh Program Compared to Initial Budget
(Unit: 10,000 US\$)

Category	Budget(in US\$)	Actual Expenditure(in US\$)
Domestic invitational training	96.1	96.1
Joint research	99.9	100
Local on-site training	9.2	9.0
Workshop	6.5	6.0
Equipment support	10.6	10.2
Program management (PMC)	9.4	9.0
Program management (KOICA)	6.3	7.0
Total	238.0	237.3

Source: BCSAA final report on the Competence Enhancement Program

(3) Efficiency of the Cooperation among the Relevant Parties

- KOICA, Bangladeshi government ministries, BCSAA, and KMAC contributed to the achievement of each program's goals based on each entity's expertise and roles.
- For instance, the coordination among the Korean Embassy in Bangladesh, the program organizer, KOICA, and the ERD of Bangladesh (which is in charge of foreign assistance-related work) allowed the granting of foreign aid to the recipient organization, BCSAA, and strengthened cooperation between KMAC and BCSAA. This provided the groundwork for the KMAC programs' planning and implementation, and led to the local training sessions and the final reporting session at KMAC and BCSAA.
- The following cooperative system was established for efficient communication among the relevant parties and for two-way communication: ① establishment of a cooperative system with the recipient country by appointing local working-level officials, ② establishment of a cooperative regime with the KOICA office in Dhaka, Bangladesh, and ③ carrying out of official or private communication through official documents, fax messages, phone

- calls, and emails, as well as through meetings and workshops.
- In the case of invitational training, the efficiency was low because communication regarding preparatory activities and advance exchange of information were not effectively done.



■ 3. Effectiveness

1) Evaluation Criteria

- These criteria were used to evaluate the program based on its short-term effects and on its accomplishment of its goals. Table 10 summarizes the specific evaluation points.

Table 10. Framework of Effectiveness Evaluation in Bangladesh Program

Evaluation Point	Specific Evaluation Point	Evaluation Items
Effectiveness (short-term)	Outputs generated	<ul style="list-style-type: none"> • Whether or not the action plan was executed through the invitational training • Whether or not the public servant education curriculum was created through the joint research process
	Goal accomplishment	<ul style="list-style-type: none"> • Enhancement of the competence of the BCSAA civil servants • Enhancement of the competence of the participating officers

2) Evaluation Contents

(1) Outputs Generated

- Although the trainees were given time to gather ideas on how to approach the case of Bangladesh from local perspective, it was difficult to find documents or reports on an action plan because the program was not merely about handing over Korea's administrative reform. This is presumed to have occurred as the action plan establishment was not a major part of the program. Rather, the program sought more to create an educative curriculum through a joint research, unlike the Indonesian project that was set to reform the country's administrative system through an action plan and its implementation.
- The localized education materials and curriculum were developed by a team that was mostly composed of Korean researchers; and thanks to feedback from BCSAA, high-quality curriculum and education materials were developed on public sector management, performance management, human resources management, anti-corruption measures, and change management. It is questionable, however, if the parties involved in the publication process had effective communication, given the errors in the education material's title(although it had been pointed out before, according to a local expert who was involved in the joint research) and the printing of a name of a person who did not participate in the publication on the cover.

(2) Goal Accomplishment

- BCSAA capacity enhancement: It is deemed that the lack of communication by BCSAA and the political situation in Bangladesh capped the spread of the final products, although superb education materials and curriculum

were developed.

- Competence enhancement for the participating public officers: As for the invitational training in Korea, brief statements were made in the final report on the interviews or the satisfaction survey that was conducted shortly after the training, rather than on the need for studies to verify the changes after the training. Satisfaction surveys have realistic limits in that the trainees have a high tendency to give positive answers shortly after the training program.
- In the case of the local training, however, the post-10-day-training achievement test showed that the degree of achievement after the training has more than double since the pre-training survey, which indicates the level of changes in the local trainees after the program.
- The results of the survey on the civil servants' competence development, insight utilization, and at-task utilization showed that most of the participating officers in Bangladesh had positive takes on the program and its impact on each individual.
- The in-depth interviews and short-answer questions showed that the program was helpful either directly or indirectly in improving the Bangladeshi civil officers' attitude, performance, interest in public issues such as corruption, and confidence in their performance and planning and managerial capabilities.



4. Impact

1) Evaluation Criteria

- This item tested the long-term and indirect impact of the program and evaluated the program based on more specific evaluation points such as its level of contribution to administrative reform in Bangladesh and to strengthening

the country's bilateral ties. Table 11 summarizes the specific evaluation points.

Table 11. Framework of Impact Evaluation in Bangladesh Program

Evaluation Point	Specific Evaluation Point	Evaluation Items
Impact (long-term)	Level of contribution to administrative reform in Bangladesh	<ul style="list-style-type: none"> • Impact of individual competence enhancement on the Bangladeshi government organization • Impact of education at BCSAA on the trainees
	Level of contribution to strengthening bilateral relations	<ul style="list-style-type: none"> • Impact on bilateral ties • Impact on Korea's image promotion

2) Evaluation Contents

(1) Level of Contribution to Administrative Reform in Bangladesh

- Impact of individual competence enhancement on the Bangladeshi government: As a result of the invitational training, it is believed that the competence of about 150 public officers were improved, and the local on-site trainings and workshop are believed to have helped spread the knowhow throughout government agencies. It was difficult, however, to promote the capabilities of a certain institution because some of the trainees left their teams or institutions due to reasons such as promotion. Moreover, it has become harder to discuss the impact of short-term trainings for a small number of public officers on the advancement of national competence. A KOICA official pointed out that it is difficult to change the mindset of Bangladeshi public officers even though the program delivered relevant knowledge.
- The joint research, local on-site training, and workshop are also likely to have had limited impact. The joint research targeted the BCSAA instructors and professors, which is a very limited scope, and the local training and workshop also had limited influence because they involved a large on-site

- number of people over a short time to maximize the effects of the training.
- It is difficult to estimate the degree of direct influence of the newly opened education program at BCSAA on Bangladeshi public officers at this point. It was impossible to verify if the course was properly in place, although BCSAA says it has opened a new course on public management and the on-site inspections showed that the education materials that were jointly developed were not fully utilized at BCSAA. BCSAA had said the materials were not being fully utilized for training programs and its impact is yet to be seen.
 - Nonetheless, the opportunity cost in terms of the indirect influence seems to be high. The jointly developed education materials are evaluated to have indirect impact given that they are being partially used by some college professors in undergraduate, master's degree, and MBA programs and that the students in these courses may become civil servants in the future.

(2) Level of Contribution to Bilateral Relations

- Influence on bilateral relations: The program is believed to have established a business partnership and support system among the Korean Embassy in Bangladesh, the KOICA program supervisor, and the ERD that is in charge of supervising foreign assistance.
- A total of 179 officials from the Korean government, the Bangladeshi central government, and government education agencies attended the final reporting session that was held over the course of three days to share the program's achievements. The session gave the participants an opportunity to strengthen their bilateral relations and to exchange diverse opinions.
- Impact on Korea's image promotion: The evaluation showed that the program has improved Korea's image among Bangladeshi public officers
- The trainees who were given the domestic invitational training gave a

positive response to the question on whether or not their image of Korea had improved after their participation in the program (very much: 65%, yes: 27%).



■ 5. Sustainability

1) Evaluation Criteria

- These criteria were used to evaluate the program according to its sustainability, effects, and influence. Table 12 summarizes the specific evaluation points.

Table 12. Framework of Sustainability Evaluation in Bangladesh Program

Evaluation Standard	Specific Evaluation Standard	Evaluation Items
Sustainability	Sustainability of the program through follow-up measures	<ul style="list-style-type: none"> • Effectiveness of the follow-up measures • Maintenance and management of the provided equipment
	Sustainability of the program's effects and impact	<ul style="list-style-type: none"> • From the perspective of the BCSSA education offices • Individual perspectives

2) Evaluation Contents

(1) Sustainability through the Program's Follow-up Measures

- Effects of follow-up service: According to the survey results, most of the participants positively evaluated the implementation of the after-program follow-up measures (such as news bulletins, alumni gatherings, and the website). Some respondents said they were keeping in contact with their

mentors and KOICA continues to update them on its current activities. Such after-service measures are believed to contribute to the program's sustainability.

- There was a discrepancy, however, between the levels of the respondents' satisfaction regarding the follow-up measures, and there is a need to further activate such measures if the program cannot maintain the effects and impact.
- Maintenance and management of the provided equipment: The final report on the program states, "There were difficulties due to the indecent electricity and voltage infrastructure, but the training sessions were held and actions were taken so that after-service care can be done through other maintenance companies."
- Most of the provided power generators and vehicles, however, were made in Korea, and it must be checked if realistic solutions are being made available in case some components need to be repaired and related workforce need to be sent.

(2) Effects of the Program and Sustainability of Its Impact

- From the perspective of the BCSAA education office: The first round of the local on-site interviews showed that the trainees had a very positive take on the final product of the created education material. Some people thought, however, that continuous and regular exchanges and cooperation with Korean experts are necessary.
- Despite the development of superb education materials and program, they have not been utilized to their full capacity due to the incompetence of BCSAA.
- Individual perspective: There is a need to operate after-program follow-up sessions such as seminars or workshops to enhance the sustainability of the program.

- There were many trainees who said in the surveys and interviews that they wanted KOICA to hold seminars and workshops. The surveys showed that many felt that follow-up measures such as seminars were insufficient (very poor: 42%, insufficient: 6%). An expert who participated in the program said that had the follow-up program been systematically organized, the program would have achieved more.



■ 6. Gender Mainstreaming

1) Evaluation Criteria

- These criteria were used to evaluate the program in terms of gender mainstreaming. Table 13 summarizes the specific evaluation points.

Table 13. Framework of Gender Mainstreaming Evaluation in Bangladesh Program

Evaluation Standard	Specific Evaluation Standard	Evaluation Points
Gender mainstreaming	Gender mainstreaming of the program planning and contents	<ul style="list-style-type: none"> • Whether or not the planning was done from a gender-sensitive perspective • Whether or not the program's contents were developed from a gender-sensitive perspective

2) Evaluation Contents

(1) Gender Mainstreaming of the Program Planning and Contents

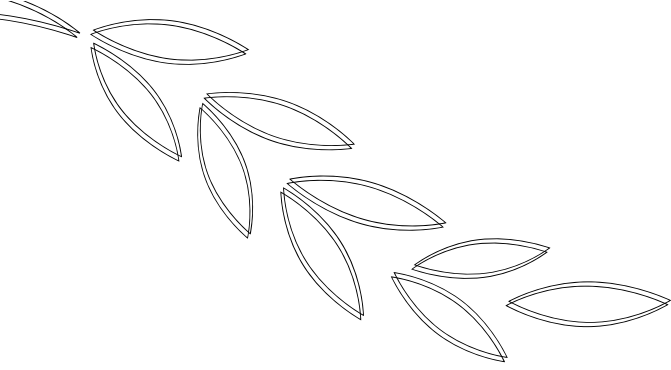
- Whether or not the planning was done from a gender-sensitive perspective: A look at gender ratio of instructors, local experts and trainees does not verify whether the planning was done in a balanced gender-sensitive perspective.

- All but one of the Korean instructors were male. No material clearly verified the genders of the instructors or indicated efforts to hire female instructors.
- There was lack of information on the number of female trainees, including whether or not a gender quota was set, and if there had been efforts to raise the female participation rate. Table 5.9 shows that 16.7% of all the trainees were female. A female executive at the ERD said there was no gender quota when she participated in the training while she was working at MoPA, but she added that government ministries tried to give more opportunities to women.
- The reason why there is not enough information on the gender mainstreaming factor is the generally low ratio of female public officers in Bangladesh (less than 20% of the total) and the small number of female professionals in high-ranking positions.

Table 14. No. of Female Trainees

Type	Round	No. of Participants	No. of Female Participants
High-ranking officials' program	First round	15	1
	Second round	11	0
	Third round	15	3
Mid-level managerial program	First round	15	3
	Second round	14	0
	Third round	15	2
	Fourth round	15	2
	Fifth round	19	4
	Sixth round	16	6
BCSAA instructors' program	Public management	5	1
	Performance management	6	0
	Human resource management	6	1
	Anti-corruption, transparency	6	1
	Change management	5	3
Total		163	27

- Whether or not the program contents were created from a gender-sensitive perspective: As with the program planning, it was also difficult to determine whether or not the program contents were developed from a gender-sensitive point of view.
- First, there was no mention of the importance of managing a female workforce in any human resource-related part of the program in the interviews on the trainings.
- In the open-ended surveys, there was a response that, “There was no male-oriented tendency in the program and it was a fair, balanced program.” On the other hand, there was also a response that, “The gender mainstreaming point of view was not dealt with a great deal in the program.”
- The jointly developed education material “Organization and Human Resource Management” deals with corporate culture, effective composition of an organization, public service reform, and strategic human resource management, but it offers no gender-sensitive perspectives.
- This is believed to be because the program was mostly composed of training, joint research, and a workshop on administrative reform and is not closely correlated with the recipient country’s gender equality policies.



Project Analysis: Indonesia



Project Analysis: Indonesia



1. Analysis of the Country and Its Development Environment

1) Information on Indonesia

- Official name: Republic of Indonesia
- Independence day: August 17, 1945
- Land area: 1.9 million km²(nine times that of the Korean Peninsula)
- Population: 200,004,821 people (as of 2011, the world's fourth largest)
- Per capita GDP: US\$3,797 (2012), US\$1,702 (as of 2007, the year of the program)
- Form of government: Unitary presidential constitutional republic
- Religions: Islam (87%), Christianity (6%), Catholicism (3%), Hinduism (2%), Buddhism (1%), and Others (1%)

2) Development Infrastructure of Indonesia

- Indonesia had not been able to achieve smooth economic development and democratization due to its prolonged dictatorship as well as its religious and political rifts that went on for about 50 years. Recently, however, it has maintained one of the highest economic growth rates in the world and is on the path from being a low-income country to a low- to mid-income nation.
- It is true that Indonesia still receives substantial foreign aid; but with its recent economic rise, it is highlighting its controlling role in aid reception and is

expanding its role in the international community through South-South cooperation.

3) Indonesia's National Development Policy

- Since the Susilo Bambang Yudhoyono administration began in 2004, Indonesia has established its National Long-Term Development Plan 2005-2025: RPJPN which aims to make the country independent, advanced, just, and prosperous. Based on the plan, the five-year National Medium-Term Development Plan: RPJMN is being crafted.

4) Foreign Aid Status in Indonesia

- Indonesia's national development planning board, BAPPENAS, conducts feasibility tests and cooperates with related agencies, and the finance ministry complements, signs deals, and manages the fiscal part of foreign aid.
- In the case of bilateral aid, Indonesia is expanding the distribution of its aid to new areas such as the improvement of its democratic governance, environmental improvement, and improvement of its natural resource management, along with economic growth, poverty reduction, infrastructure development, and better education and medical services.

5) Indonesia's Administrative Reform Policies

- President Yudhoyono, who took office in 2004 and succeeded in winning a second term with a 60% voter support, is very interested in administrative reforms to establish good governance, and is implementing aggressive reform measures such as the establishment of the Ministry of Administrative Reform (MENPAN) to fight corruption and solidify the country's legal system.
- Despite these reform measures, however, Indonesia is still one of the most

corrupt countries in the world, and the military’s political influence is common in Indonesian society. In Transparency International’s 2011 Corruption Perceptions Index, Indonesia ranks 100th out of 182 countries in the world.

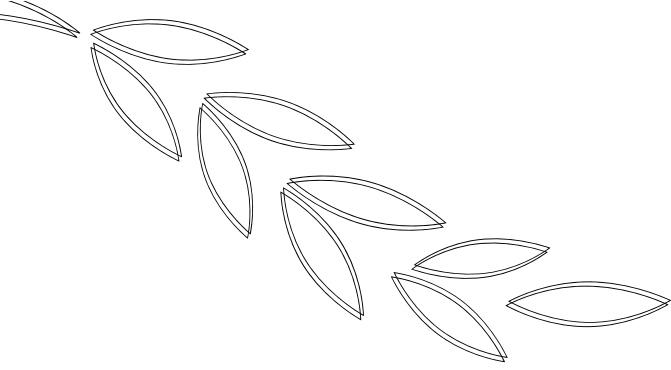


■ 2. Analysis of Stakeholders

- Table 15 shows the relevant parties in the Indonesia program.

Table 15. List of Stakeholders

Division	Direct Stakeholders	Indirect Stakeholders
Donor country	<ul style="list-style-type: none"> • KOICA • Instructor and dispatched experts • KPC • Working-level officials of the program 	<ul style="list-style-type: none"> • Other countries’ donor institutions • Foreign-aid-related civic groups (citizens) • Future business providers • Embassy officials in charge
Recipient country	<ul style="list-style-type: none"> • Trainees (invited and local) • Workshop participants • Joint researchers 	<ul style="list-style-type: none"> • Country and citizens (related ministries and their clients) • Ministry officials (future trainees) • Civic groups of the recipient country (citizens) • Future business participants • Related countries’ embassies



Project Evaluation: Indonesia



1. Relevance

1) Evaluation Criteria

- This criterion puts more focus on the second round of the program that expanded both the quantity and quality of the outputs of the first round, which had a relatively smaller budget and smaller-scale inputs. Moreover, it evaluates the program in terms of the relevance of its planning, goals, and format. Table 16 summarizes the specific evaluation points.

Table 16. Framework of Relevance Evaluation in Indonesia Program

Evaluation Standard	Specific Evaluation Standard	Evaluation Points
Relevance	Relevance of the planning	<ul style="list-style-type: none"> • Consistency with the recipient country's development needs • Consistency with the donor country's foreign aid policies
	Relevance of the goal	<ul style="list-style-type: none"> • Specificity and practicality of the goals compared with the inputs
	Relevance of the program formats	<ul style="list-style-type: none"> • Relevance of the program targets • Relevance of the program contents • Relevance of the selection of the participants (instructors and experts)

2) Evaluation Contents

(1) Relevance of the Planning

- Consistency with the recipient country's development needs: The program's link to the nation's major tasks (government reform, performance management, anti-corruption system, and human resources development), based on Indonesia's national development plan, makes the program consistent with the recipient country's development needs.
- The program appropriately selected its coverage areas because it strengthened the government's reform capabilities by cultivating the basic competence necessary to reform major institutions' public officers who are working to realize good governance.

(2) Consistency with the Donor Country's Foreign Aid Policy

- Korea has designated the purpose of aid for Indonesia as "poverty reduction in Indonesia through sustainable support for economic growth" and selected support for economic and social infrastructure, human resources development, and environment protection and sustainable development as strategic goals.
- Therefore, the goal of the program to realize Indonesia's administrative reform is highly correlated with Korea's policies and strategies in providing aid to Indonesia, which can be summarized as public sector enhancement by sharing Korea's administrative reform experience.

(3) Relevance of the Goal Setting

- Specificity and practicality of the goal setting compared to the inputs: Given that the inputs (the number of experts involved, the number of exchanges, the number of support staff members, etc.) in the first round

of the training were too small, more exchanges and cooperative activities took place between the two countries' experts in the second round.

(4) Relevance of the Program Format

a. Relevance of the Program Targets

- Relevance of the selection of the recipient country's agency in charge: In the process of pursuing the second round of the training program, the agency in charge was changed from the initial national secretariat office to the Ministry of Administrative Reform (MENPAN); when MENPAN supervised the overall programming, the ministries that were relevant to the government reform project participated in the program more actively.
- Relevance of the selection of the participating organization: The selection was deemed relevant because the recipient country's participating agency is the entity that plays a key role in the public sector's capacity enhancement, government reform, and anti-corruption efforts.

b. Relevance of the Program Contents


- Relevance of the content selection of the training program: It was deemed relevant that the program focused on practice and achievement of results (establishment of an action plan for administrative reform) rather than on lectures to realize good governance. The survey showed, however, that the education courses did not have differentiating points, and some respondents pointed out that the program mostly dwelt on principles.
- Relevance of the expert dispatch program contents: The contents were relevant because experts were dispatched to provide advice, and related agencies cooperated to realize the practical goal of administrative reform. Moreover, the fact that the professors who participated in the domestic

trainings were later dispatched to Indonesia as experts was positively received because it maximized the program's accomplishments by organically linking the program and experts.

- Relevance of the workshop program content organization: The format was deemed appropriate because it continued to share the accomplished goals with other countries that did not participate in the program by announcing the achievements of the program while checking on the program's progress and achievements.

c. Relevance of the Program Participant Selection

- Relevance of the trainee selection: This was deemed relevant because the selection criteria were based on the work relevance, office ranking, regional balance, and individual capacity of the trainee rather than on the language factor (English). Some officials in charge stated that the selection process differed depending on the ministry's situation or the participant's willingness.
- Relevance of the expert selection: The selection of experts with advanced practical knowledge and their involvement in both the first and second rounds of the program were evaluated as relevant because they enhanced the program's sustainability.



2. Efficiency

1) Evaluation Criteria

- These criteria were used to evaluate the program's execution efficiency, budget efficiency, and cooperation efficiency. Table 17 summarizes the specific evaluation points.

Table 17. Framework of Efficiency Evaluation in Indonesia Program

Evaluation Standard	Specific Evaluation Standard	Evaluation Points
Efficiency	Efficiency of the program execution and planning	<ul style="list-style-type: none"> • Whether or not the program progressed efficiently within the scheduled timeline
	Budget Efficiency	<ul style="list-style-type: none"> • Whether or not the budget was allocated and implemented efficiently
	Efficiency of the cooperation among the relevant parties	<ul style="list-style-type: none"> • Whether or not the work distribution among the relevant parties was done efficiently • Whether or not the communication among the relevant parties was efficient

2) Evaluation Points

(1) Efficiency of the Program Execution and Planning

- Whether or not the program progressed efficiently within the scheduled timeline: The program was executed according to the schedule in the first round; but in the second round, there were changes in the schedule while coordinating with the Indonesians which caused the delay of the training sessions and the dispatch of the experts.

(2) Budget Efficiency

- Whether or not the budget was allocated and used efficiently: In the first round of the program, 37,041 US dollars of the initial plan budget was not used because of the reduction in the PMC service fees and the erroneous balance calculation, but the overall execution was appropriate because 94.3% of the budget was used. In the second round of the program, the lack of necessary data made it impossible to evaluate the program's budget efficiency. Moreover, the overall budget for the second round of the program was three times greater than that of the first round, although the program management costs in the first and second rounds were almost the same.
- The per capita cost for the first round of the by-invitation trainings was 4,300 US dollars (5.4 million Korean won), and for the second round, 5,000 US dollars (6.25 million Korean won).

Table 18. Budget Execution in Indonesia Program (Unit: US\$)

Category	First Round Budget Allocation (in US\$)	First Round Budget Execution (in US\$)	Second Round Budget Allocation (in US\$)	Second Round Budget Execution
Domestic invitational training	432,149	441,913	920,000	Not available
Experts dispatch	120,168	111,688	950,000	
Workshop	44,087	21,135	80,000	
Program management	53,596	38,223	50,000	
Total	650,000	612,959	2,000,000	

※ Source: Post-evaluation of the Competence Enhancement Program for Indonesian Government Reform (First Round) and Post-evaluation of the Competence Enhancement Program for Indonesian Government Reform (Second Round)

(3) Efficiency of the Cooperation among the Relevant Parties

- KOICA (the program organizer), KPC (the donor country's supervisor), and

the recipient country's supervisors, the National Secretariat (SETNEG - first round) and the Ministry of Administrative Reform (MENPAN - second round) formed an organic cooperation system, divided the workload, and established communication lines.

- It was concluded that both sides exchanged opinions smoothly because the program organizers took advantage of the network forged in the first round with the Indonesian government ministries to establish the framework for the program in its second round.
- During the program execution, the Indonesian Ministry of Administrative Reform (MENPAN)'s National Bureaucratic Reform Working Team and each agency's reform units had Korean expert counterparts to promote effective communication.



■ 3. Effectiveness

1) Evaluation Criteria

- The standard evaluates the program based on its short-term and direct effectiveness and on whether or not the program achieved its initial goal and generated results. Table 19 summarizes the specific evaluation points.

Table 19. Framework of Effectiveness Evaluation in Indonesia Program

Evaluation Criterion	Specific Evaluation Standard	Evaluation Points
Effectiveness (short-term)	Outputs generated	<ul style="list-style-type: none"> • Whether or not the administrative reform teams of the 12 ministries established their action plans • Whether or not each action plan was executed
	Goal accomplishment	<ul style="list-style-type: none"> • Improvement of the Indonesian government's administrative capacity and services • Enhancement of the competence of the trainees

2) Evaluation Contents

(1) Outputs Generated

- Whether or not the administrative reform teams of the 12 ministries established their action plans: As a result of the program, the seven ministries that participated in the first round recognized the need for administrative reform and established a reform action plan; and in the second round, the 12 ministries did the same, which shows that the program is exerting some influence on each individual ministry.
- Such action plans were formulated by the trainees in the middle of the training, so their practicality is difficult to guarantee; many of them were reduced in scale or deleted during their revisions in light of the realities of the ministries.
- Whether or not the action plans were executed: It is difficult to determine whether or not they were executed properly because there was no concrete indicator, and the achievements could have differed among the ministries. A trainee pointed out that the action plans were only suggestions, and they could neither be implemented effectively nor exert influence because no institution was taking the initiative to do so.
- Therefore, there is a limit in the evaluation of the program results, although most agencies have established their action plans. The reasons behind the difficulty in determining whether or not the action plans were implemented properly are as follows: the limited establishment of action plans, the discrepancies in the environments of each agency, the applicability of the action plans, and budget problems.

(2) Goal Accomplishment

- Improvement of the Indonesian government's administrative capacity and

services: Knowledge related to performance management and reform that was acquired through the training program in Korea is being used and systematically institutionalized. The restructuring that was aimed at getting rid of unnecessary positions and boosting the efficiency of organizations was carried out, and the previously vague performance indicators were improved to better reflect more specific assignments.

- It is difficult to assess the Indonesian government's administrative capacity and how much of it was improved at this point, however, because the program was completed only a short time ago.
- Enhancement of the competence of the public officers: The Indonesian civil officers who participated in the program are generally positive about the impact of the program on individual officers, based on the survey results that focused on public competence enhancement and knowledge utilization at work.
- It is difficult, however, to measure the level of changes and the impact of the program, and to see how individual officers' capacity improved after the program from before the training.



■ 4. Impact

1) Evaluation Criteria

- This criterion evaluates the program's impact based on its long-term and indirect effects, its level of contribution to Indonesia's administrative reform, and its level of contribution to Indonesian-Korean bilateral relations. Table 20 summarizes the specific evaluation points.

Table 20. Framework of Impact Evaluation in Indonesia Program

Evaluation Standard	Specific Evaluation Point	Evaluation Items
Impact (long-term)	Contribution to Indonesia's administrative reform	<ul style="list-style-type: none"> Impact of the action plan establishment and execution on Indonesia's administrative reform
	Contribution to bilateral relations	<ul style="list-style-type: none"> Impact on bilateral relations Impact on Korea's image promotion

2) Evaluation Contents

(1) Level of Contribution to Indonesia's Administrative Reform

- The evaluation team tried to figure out the major accomplishments of the 12 government ministries that are in the process of building on their action plans, and the action plan's impact on Indonesia's administrative reform, through in-depth interviews. Since the program ended in August 2011, however, there are limits to the recognition of the program's impact.
- Ministry of Administrative Reform(MENPAN): It is believed that in the process of MENPAN's execution of the government reforms, the program changed the overall reform mindset and bureaucrats' behavior.
- State Secretariat (SETNEG): A total of 19 action plans are steadily being pushed, but revisions on some of them are mostly left out so they are not properly in use.
- National Development Planning Agency (BAPPENAS): The progress of the 10 action plans differs greatly depending on the assignment, as in the case of BAPPENAS. Projects such as e-planning, which the ministers pay attention to, are being executed normally, whereas the execution of the other projects seems delayed.
- National Administration Institute (LAN): In this case, the willingness to reform was high, but the scope of the action plans was reduced in the face of realistic limitations such as the lack of human and organizational

infrastructure and the culture in which individual competence evaluation is negatively perceived.

- Prosecutors' Office (KEJAGUNG): The Prosecutors' office has submitted 20 action plans, and their execution is deemed to be generally satisfactory. There is a lack of a systematic approach, however, in analyzing the action plan's accomplishment.
- Corruption Eradication Commission (KPK): The KPK was identified as the organization that most competently enables institutional reform through continued discussion with Korean experts. Such achievements, are seen mostly in the central government, and no benefit is being seen in the 33 regional governments.
- State Personnel Agency (BKN): In the case of the BKN, the new hiring process that is suggested in the action plan is expected to have a marked ripple effect.
- Ministry of Interior (KEMDAGRI): The reform morale has been dampened here because of the unsystematic hand-over of the program. According to interviews at the Ministry, the execution of the program was difficult because the ministry is too big and has too many subdivisions.
- Ministry of Justice and Human Rights (KEMKUMHAM): the ministry's accomplishments were deemed weak because it did not participate in the reporting and evaluation sessions on the action plans. Despite this limitation, the program's indirect impact on this ministry was seen in its changed attitude towards reform, thanks to the achievements of the other ministries that it witnessed.
- Ministry of Foreign Affairs (KEMLU): Its government reform team was established in 2011, composed of nine subcommittees that check on and are executing the action plans.
- Ministry of National Education (KEMDIKNAS): Its willingness to implement reform has weakened and its execution of its action plans has slowed down, but the program's impact on it is deemed positive because the

fundamental tasks have started to be recognized and highlighted.

- Development and Financial Supervisory Board (BPKP): The service's four action plans were aimed at the development of an electronic system that all its employees can use and that differentiates them for being part of the infrastructure that speeds up the board's reform.

(2) Level of Contribution to Improved Bilateral Relations

- Impact on the bilateral relations: The program was launched after the cross-visits of the leaders of the two countries in 2006 and their discussions on anti-corruption and administrative reform measures. After the program began on September 1, 2007, its second round was launched upon the request of the Indonesian government for a follow-up program, and the two countries' administrative reform-related knowledge sharing and cooperation were strengthened.
- Impact on Korea's image promotion: The program was shown to have improved Korea's image among Indonesian public officers. The local in-depth interviews also showed that they appreciated having learned more about the reasons behind Korea's rapid development, even though they had the impression that Korea was already a developed nation.



■ 5. Sustainability

1) Evaluation Criteria

- These criteria were used to evaluate the program based on the sustainability of its follow-up measures and its effects and impact. The specific evaluation points are summarized in Table 21.

Table 21. Framework of Sustainability Evaluation in Indonesia Program

Evaluation Criterion	Specific Evaluation Standard	Evaluation Points
Sustainability	Sustainability of the program through follow-up measures	<ul style="list-style-type: none"> Effectiveness of the follow-up measures
	Sustainability of the program's effects and impact	<ul style="list-style-type: none"> From the perspective of the participating ministries From the perspective of the participating individuals

2) Evaluation Contents

(1) Sustainability of the Program through Follow-up Measures

- Effectiveness of the follow-up measures: In the survey, there were more respondents (37%) who were satisfied with the follow-up measures (a news bulletin, alumni gatherings, and a website) than those who were not satisfied (22%).
- According to the interview results with six trainees at the State Secretariat (SETNEG), most of the trainees did not have contact with the program organizers, except for one or two trainees, and there was no systematic follow-up program. Some trainees said, however, that they were too busy to attend alumni gatherings.

(2) Sustainability of the Program's Effects and Impact

- From the perspective of the participating government ministries: Each ministry showed a different reaction to the donor country's program management and monitoring of their action plans.
- Corruption Eradication Commission (KPK): In the case of KPK, contact points with the program organizers have been kept in place and Korea's

evaluation team is currently monitoring its action plans. The team has been contacted for inquiries, and information has been exchanged through messengerial systems.

- The State Secretariat(SETNEG), the National Development Planning Agency (BAPPENAS), and the National Administrative Institute (LAN) responded that they had established contacts but there was no active follow-up activity. There is a need to check on the practical follow-up measures of the ministries in the process of their implementation of their action plans.
- From the perspective of the individual trainees: A majority of the survey respondents said there was a need for follow-up seminars. Such response is deemed to have been due to the continued monitoring of the action plan establishment and execution through the eight rounds of expert dispatch and the five workshops.
- Follow-up measures such as seminars and workshops need to be implemented, however, to enhance the sustainability of the program. A few survey respondents and in-depth interviewees said KOICA should hold seminars and workshops.



■ 6. Gender Mainstreaming

1) Evaluation Criteria

- These criteria evaluate the program based on gender mainstreaming in the process of the program planning and content creation. The specific evaluation points are summarized in Table 22.

Table 22. Framework of Gender Mainstreaming Evaluation in Bangladesh Program

Evaluation Standard	Specific Evaluation Standard	Evaluation Items
Gender mainstreaming	Gender mainstreaming in the program planning	<ul style="list-style-type: none"> • Whether or not the program planning was implemented from a gender-sensitive point of view • Whether or not the program’s content was created based on a gender-sensitive point of view

2) Evaluation Contents

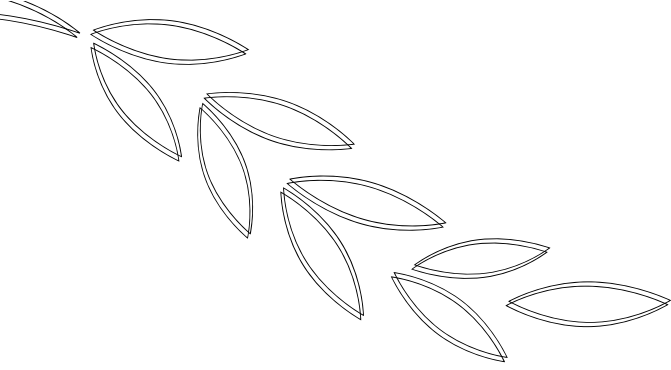
(1) Gender Mainstreaming in the Program Planning and Content Creation

- Whether or not the program planning was done from a gender-sensitive point of view: It is difficult to determine if the gender-sensitive perspective was applied when the program was being planned by looking at the gender ratio of the instructors, local experts, and trainees.
- Information is lacking on the number of female volunteers, whether or not a gender quota was applied, and whether or not there were any efforts to raise the female participation rate. Table 23 shows that only 27.6% of the trainees were female.
- The lack of information was seemingly due to the small number of female public officers in Indonesia and the small number of female professionals with specialties and high-ranking positions in Indonesia.

Table 23. No. of Female Trainees in Indonesia Program

Type	Round	No. of Participants	No. of Female Trainees
High-level training invitees	First round	10	2
	Second round	10	3
Mid-level managerial trainees	First round	20	6
	Second round	20	6
	Third round	22	4
	Fourth round	13	6
Total		98	27

- Whether or not a gender-sensitive point of view was applied to the program’s content creation: It was also difficult to verify whether or not gender-sensitive perspectives were used in the creation of the program’s contents.
- According to the surveys, 62% of the respondents said there was no male-oriented tendency in the program’s contents.
- The action plan establishment process also did not apply gender-sensitive perspectives. This is believed to have been occurred due to the low correlation between the recipient country’s gender equality policies and the program’s focus on administrative reform.



Conclusion



1. Main Results

- Table 24 shows the main results of the ex-post evaluation on the Public Officers' Competence Enhancement Programs in Bangladesh and Indonesia.

Table 24. Post-evaluation Results of Public Sector Competence Enhancement Program

Evaluation Standard	Specific Evaluation Standard	Summary of Assessments	
		Bangladesh	Indonesia
Relevance	Relevance of the planning	The projects were highly relevant to the recipient country's development needs and the donor country's aid policies.	
	Relevance of the goal-setting	The goals tended to be vague and too general, but the real goals of the program were assessed to have been more specific and realistic.	
	Relevance of the program format	<ul style="list-style-type: none"> - Highly overall relevant of the program targets, contents, and participants. - More public officers from a specific agency seemingly participated. - There was a demand for on-site practice sessions and joint seminars. - There was a demand for instructors who could give practical knowhow. 	<ul style="list-style-type: none"> - Overall highly relevant and appropriate selection of the program targets, contents, and participants. - The evaluation showed that civil officers who play key roles in the recipient country's development program were properly selected to participate in the program. - The program had limits because of its focus on theory-based education, but the lecture delivery and the expertise of the instructors were positively assessed. - The dispatch of experts and the workshops were positively assessed.

Table 24. continued

Evaluation Standard	Specific Evaluation Standard	Summary of Assessments	
		Bangladesh	Indonesia
Efficiency	Efficiency of the planning	Due to the recipient country's administrative procedures, the initiation point was put off.	
	Budget efficiency	The budget was efficiently used, and its appropriate allocation further boosted the program's efficiency.	<ul style="list-style-type: none"> - For the most part, the budget was used efficiently, and its appropriate allocation further boosted the program's efficiency. - In the second round of the program, the service fees of the joint research group members were overestimated.
	Efficiency of the cooperation among the relevant parties	<ul style="list-style-type: none"> - Tasks were allocated efficiently based on each party's expertise and role. - The communication in the preparatory stage seemed insufficient in the case of the by-invitation training sessions. 	<ul style="list-style-type: none"> - Tasks were allocated efficiently based on each party's expertise and role. - The inclusion of Indonesia's reform-related committee members in the second round was positively evaluated.
Impact (short-term)	Whether or not outputs were generated	<ul style="list-style-type: none"> - The joint research process generated more tangible outcomes than the invitational training. - The related contents of the by-invitation training action-plans are difficult to verify. - In the case of the joint research, high-quality education materials and curricula were developed. 	<ul style="list-style-type: none"> - Seven ministries in the first round and 12 ministries in the second round of the program established and implemented their action plans. - There seemed to have been difficulties in executing the action plans due to the recipient country's structural problems.
	Goal delivery	<ul style="list-style-type: none"> - There were limits in the verification of the real impact of the joint research and training invitations at this point. - The curriculum that was developed through the joint research was not effectively delivered to the recipient country. - The introduction of the independent course out of the five joint researches focused on only one area. - Most of the participants positively evaluated their education experience. 	<ul style="list-style-type: none"> - There were limits in the verification of the real effects of the efforts to enhance administrative capabilities and services at this point. - It was believed that structural improvement was being done to boost the efficiency of government organizations. - There were limits in the verification of the individual public officers' capacity enhancement level. The survey showed, however, that most of the participants were satisfied with the program.

Table 24. continued

Evaluation Standard	Specific Evaluation Standard	Summary of Assessments	
		Bangladesh	Indonesia
Impact (long-term)	Contribution to the recipient country's administrative reform	<ul style="list-style-type: none"> - There were limits in the evaluation of the long-term impact of the program at this point. - Many of the participants of the by-invitation trainings left their team or institution. - There were limits in the verification of the impact of the program as a short-term education experience for a few participants. - In the case of the joint research, there were limits in the evaluation of the impact of the BCSAA education program on the trainees at this point. 	<ul style="list-style-type: none"> - There were limits in the evaluation of the long-term impact of the program at this point. - The results of the meetings with the 11 ministries that participated in the second round of the program, which included MENPAN, showed that most of them were starting to see the positive effects of the program, although there were discrepancies among different ministries. - Continued efforts to check on the long-term effects are required.
	Contribution to bilateral relations	The bilateral cooperation between the recipient and donor countries was evaluated to have been solidified in the planning and execution stages. Moreover, through the program, the image of Korea by the recipient countries' public officers improved.	
Sustainability	Sustainability of the program through follow-up measures	<p>The follow-up measures of the program must be improved to sustain the program's effects and impact.</p> <ul style="list-style-type: none"> - The participants showed discrepancies, according to the survey results. - There is a need to come up with a realistic way to better maintain and manage the provided equipment. 	<p>The follow-up measures of the program must be improved to sustain the program's effects and influence.</p> <ul style="list-style-type: none"> - The participants showed discrepancies, according to the survey results. - The survey showed that there were more satisfied than unsatisfied respondents.
	Sustainability of the program's effects and impact	<ul style="list-style-type: none"> - There were limits in the evaluation of the sustainability of the program at this point. - It was confirmed that regular cooperation and exchanges are necessary. - It was confirmed that follow-up measures are insufficient at this point. 	

Table 24. continued

Evaluation Standard	Specific Evaluation Standard	Summary of Assessments	
		Bangladesh	Indonesia
Gender mainstreaming	Gender mainstreaming in the program planning and content creation	<ul style="list-style-type: none"> - It was difficult to verify whether or not the program’s planning and content creation were done from a gender-sensitive perspective. - The recipient country’s small number of female public officers might have had a direct or indirect impact on this criterion. - There were no male-oriented tendencies in the program, but some respondents thought the gender mainstreaming perspective was not dealt with sufficiently. 	



2. Lessons Learned and Recommendations

1) Relevance

- Bangladesh: However, It was difficult to accomplish the program’s goal of enhancing public officers’ capacity over the course of two years, and follow-up measures are needed. However, insufficient funds and activities were noted.
- Indonesia: There were difficulties in establishing the action plan as several ministries were participating at the same time.
- Common advice:
 - ① Secure a specific budget and activities for follow-up measures.
 - ② Boost the effectiveness of the program by balancing theory and practical learning such as field trips and real-life practice sessions.
 - ③ Provide translation services so that former and incumbent public officers with rich work experience in the public sector can also participate and share their real-life experiences and stories.
 - ④ Consider the recipient country’s cultural and systemic traits, and tailor the

program accordingly apart from offering information on the recipient country to the Korean experts or instructors (KOICA and the program organizer).

2) Efficiency

- Bangladesh: It was difficult to reflect the education needs in the planning and execution stages after the selection of the trainees.
- Indonesia: It was impossible to evaluate the second round of the program, unlike the first round, because there was lack of information and data on the execution processes.
- Common advice
 - ① Strive to reflect the education needs of the trainees in the planning and execution stages.
 - ② Supplement the data on the budget planning and execution to be able to evaluate the efficiency of the program (KOICA and the program organizer).

3) Effectiveness

- Bangladesh: It was difficult to predict the effects of the action plans on the work performance, and there were occasions when the jointly-developed materials were not delivered to the local institutions. Moreover, the education materials and curriculum on the five subjects were developed by five different joint research institutions, but only one of them opened a class on the materials.
- More specifically, continued monitoring and management are necessary because the recipient country's structural problems may hamper the implementation of the action plans (KOICA and the donor country's stakeholders).
- Indonesia: It was difficult to verify whether the action plans were being implemented properly because there was no clear indicator, and different

ministries had different action plans. Moreover, the action plans of the ministries or agencies were actively carried out when the heads of the organizations were highly motivated, but in other cases, the impact was very weak.

- More specifically,
 - ① Implement follow-up measures and check-ups on results so that action plans can be finalized and executed, and
 - ② Develop action plan indicators at the institutional level, from the current individual level (KOICA, the program implementer, and the donor country's stakeholders).

4) Impact

- Bangladesh: Local on-site trainings and a workshop were conducted among several trainees over a relatively short period of time, whereas invitational trainings and a joint research were conducted among professors and experts over a relatively long period of time. The former was bound to have limits in that it was done in a short time span, and the latter was expected to have limits due to the small number of participants.
- More specifically, continued observation and support are required to expand the program's impact on the Bangladeshi government agencies and public officers. In addition, there is a need to consider ways to execute a human resource system that could limit transfers to other teams to boost the program's impact.
- Indonesia: There were limits in the verification of the impact or long-term outcomes of the program that ended in August 2011. In the interviews with the officials, the absence of a specific indicator of the impact of the action plans was pointed out as a problem.
- More specifically,
 - ① There is a need to develop an indicator of the impact of the program

on the recipient country's government and public officers of all ranks, and based on the indicator, continuous monitoring and management are required.

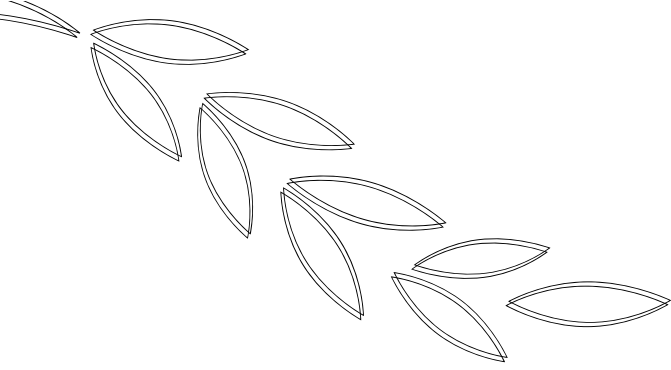
- ② Also, selection and concentration strategy is required so that the program can have a greater influence in reference to other advanced donor countries (KOICA and the program's stakeholders).

5) Sustainability

- Bangladesh and Indonesia: After-program management and follow-up measures are needed to sustain the effects and impact of the program. Software programs such as the Public Sector Competence Enhancement Program need after-program management because their effects are expected to surface over a long period of time.
- Common advice
 - ① There is a need for support through operating development consulting or deep programs so that the program can continue to be effective for a long time and the trainees' experience can spread throughout the recipient country's public sector.
 - ② Experts must be continually dispatched to monitor the recipient country's follow-up activities
 - ③ It is believed that an internship program at a counterpart administrative institution can help apply knowledge to practical learning through experience.
 - ④ There is a need to establish a venue for exchanges even after the program has completed, and social media outlets such as Facebook or Twitter can help expand real-time exchanges (for KOICA, program stakeholders, and the donor country's stakeholders).

6) Gender Mainstreaming

- Bangladesh and Indonesia: It is impossible to verify if the program's planning and content creation were done from a gender-sensitive point of view by merely looking at the gender ratio of the instructors, local experts, and trainees. The major reasons for this are believed to be the realities in Bangladesh such as the generally small numbers of its female public officers and high-ranking female executives or professionals.
- Common advice: Gender mainstreaming, being a cross-cutting issue, is an important issue that needs to be considered in all stages of a project. The gender mainstreaming issue must be reflected in joint research projects or action plans, and efforts must reflect the gender ratio of the recipient country (by KOICA, program stakeholders, and the donor country's stakeholders).



References



References

- Kim Jae-hoon. 2012. Evaluation of the regional education and fiscal relationship for good education service: Efficiency, responsibility, and sufficiency in focus. *Studies of government* 18(2):99-129.
- Kim Jong-soon. 2009. Studies of public officers' competence evaluation and ways to promote effectiveness. *Administrative collection of treatises* 47(3):139-163.
- Kim Tae-ryong, Ahn Hee-jung. 2006. Impact of the team system on an organization's performance: Centered on the team system that is being introduced in government administrations." *The Korean Association for Public Administration Paper* 40(4):303-326.
- Park Young-mee, Lee Young-min. 2011. Studies on female public directors in regional administrations. *Studies of regional administrations* 25(3):213-237.
- Yoo Geum-rok. 2004. *Verifying and evaluating the public sector' sefficiency- Theory and application of Frontier analysis*. Seoul:Dae-youngCo.
- Ministry of Foreign Affairs and Trade. 2007. *Strategies for key countries for Korea's grand aid by nation: 2008-2010*.
- Korea International Cooperation Agency. 2009. *Reporting for budget -specific and final achievement sharing*.
- Korea International Cooperation Agency. 2010. *Bangladesh High-ranking Public Officers Education Agency's Competence Enhancement Program(Additional)*.
- Korea International Cooperation Agency. 2012. *Indonesia Public Sector Competence Enhancement Program for Government Reform Plans: Second Round*.
- Korea International Cooperation Agency. 2012. *Indonesia Public Sector Competence*

- Enhancement Program for Government Reform Plans: First Round (Report on the completed program)(binding).*
- Korea International Cooperation Agency. 2012. *Indonesia Public Sector Competence Enhancement Program for Government Reform Plans: First Final report(1)(binding).*
- Korea International Cooperation Agency. 2012. *Indonesia Public Sector Competence Enhancement Program for Government Reform Plans: First Final report(2)(binding).*
- Korea International Cooperation Agency. 2012. *Indonesia Public Sector Competence Enhancement Program for Government Reform Plans(1)(binding).*
- Korea International Cooperation Agency. 2012. *Indonesia Public Sector Competence Enhancement Program for Government Reform Plans(2)(binding).*
- Korea Management Association Consulting. 2007. *Bangladesh Public Sector Competence Enhancement Program(Second Round of Advanced Research Results).*
- Korea Management Association Consulting. 2007. *Bangladesh Public Sector Competence Enhancement Program(Advanced Research Results).*
- Korea Management Association Consulting. 2007. *Report on program initiation and results.*
- Korea Management Association Consulting. 2008. *Report on planning and results (public management, performance management, human resource management, change management, anti-corruption and transparency enhancement).*
- Korea Management Association Consulting. 2008. *Invited training (First to Third round of high-level training planning and execution).*
- Korea Management Association Consulting. 2008. *Invited training (First to 6th rounds of mid-level training planning and execution).*
- Korea Management Association Consulting. 2009. *Report on the work shop preparatory team.*
- Korea Management Association Consulting. 2009. *Report on the on-site program.*

- Korea Management Association Consulting. 2009. *Report on on-site program (Public Management, Performance Management, Human Resource Management, Change Management, Anti-corruption & Transparency Enhancement)*.
- Korea Management Association Consulting. 2009. *Final On-site Status Report (Public Management, Performance Management, Human Resource Management, Change Management, Anti-corruption & Transparency Enhancement)*.
- Korea Management Association Consulting. 2010. *BCSAA Education Capacity Enhancement Program summary and report on results*.
- Korea Management Association Consulting. 2010. *Final report for achievement sharing session*.

Ex-Post Evaluation Report for Public Service Capacity Building Projects

Copyright © 2012 by KOICA

Published by the Korea International Cooperation Agency(KOICA)

825 Daewangpangyo-ro, Sujeong-gu, Seongnam-si,

Gyeonggi-do, Korea 461-833

C.P.O Box 2545

Tel: 82-31-740-0114, Fax: 82-31-740-0655

Website: <http://www.koica.go.kr>

ISBN: 978-89-6469-153-3 93320