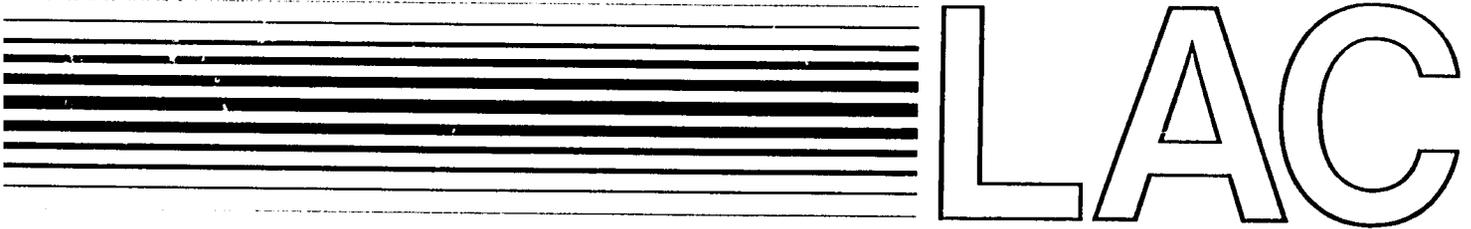


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LATIN AMERICA AND THE CARIBBEAN

EDUCATION AND HUMAN RESOURCES  
TECHNICAL SERVICES PROJECT

**CONSEJO DEL SECTOR PRIVADO PARA LA ASISTENCIA EDUCACIONAL  
TRAINING EVALUATION**

*A contract between the U.S. Agency for International Development (LAC DR EHR) and the Academy for Educational Development and subcontractors Juarez and Associates, Inc., Management Systems International, and Research Triangle Institute. Contract No. LAC 0032 C-00 9036-00*

**CONSEJO DEL SECTOR PRIVADO PARA LA ASISTENCIA EDUCACIONAL  
TRAINING EVALUATION**

**Produced for:  
USAID/Panama**

**Produced by:  
Allan Broehl**

**March, 1991**

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Attachment I Detailed Evaluation Results

Attachment II Memorandum outlining COSPAE's Training Evaluation

MEMORANDUM

DATE: March 4, 1991

TO: Patricia Rodriguez, COSPAE Project Officer

FROM: Allan Broehl, Consultant, Academy for Educational Development

SUBJECT: COSPAE's Training Evaluation, Final Report

A. INTRODUCTION

USAID/Panama signed a Grant Agreement with the "Consejo del Sector Privado para la Asistencia Educacional (COSPAE)" in September, 1987. The purpose of the Grant was to assist COSPAE in developing its organizational capacity to identify training needs, select trainees, arrange training programs, and successfully reincorporate participants into the Panamanian economy. The Grant was a follow-up activity to a Cooperative Agreement with the Institute of International Education (IIE) which was initially responsible for assisting COSPAE to implement the above activities and, at the same time, for developing COSPAE's capacity to carry them out. The follow-up Grant was to provide direct assistance to COSPAE to allow it to continue to upgrade its capacity to implement short-term training activities without the assistance of IIE.

Since the Grant was signed in 1987, radical changes have occurred in COSPAE's mission which have influenced the organization's development assistance requirements. At the time COSPAE was organized, the Panamanian private sector was very concerned about countering the propaganda efforts of the anti-democratic military regime whose objective was to discredit the basis of private enterprise in Panama by leading workers to believe they were being exploited by a system that was only beneficial to employers. These efforts were being reinforced by the large number of Soviet bloc scholarships being awarded to Panamanian students from the lower-middle and the lower classes. U.S. training and the concomitant opportunity to observe the role of the worker in a democratic, free enterprise society was a basic goal of COSPAE in implementing its training activities. Also, the Panamanian government's training organizations were oriented to fostering the political goals of the military regime and were not responsive to the requirements of the private sector.

With Panama's return to democracy and the decline in the influence of the bloc countries in Panama, COSPAE's mission has been greatly altered. No longer is the model of an outside democratic state so important since Panama is now in the process of defining its own democratic model. Instead, COSPAE's new mission is to mobilize the education and training required to meet the needs of the Panamanian private sector -- a far more technical and less political goal. In addition, the public sector training institutions such as IFARHU, INAFORP and the Ministry of Education are once more open to addressing the education and training needs of the private sector. COSPAE therefore is no longer the only agency which can mobilize private sector oriented training in Panama. COSPAE can, in fact, address many of these needs by influencing and orienting the actions of responsible government institutions. This change in mission has, therefore, influenced the development assistance that was the objective of the USAID/Panama Grant to COSPAE.

## B. SUMMARY OF EVALUATION RESULTS

The Grant was divided into two Phases. The purpose of Phase I is to strengthen the technical and administrative capabilities of COSPAE prior to its initiating additional short-term training activities. Once COSPAE has been sufficiently strengthened with Grant assistance to compensate for the technical and administrative support no longer provided by IIE, Phase II of the Grant provides funds for the continuation of short-term training in the U.S. and the introduction of a new program of short-term training in Panama. Phase I seeks to reinforce the following elements of the COSPAE organization:

1. The financial management system.
2. The internal capability for raising training funds.
3. The capability for the contracting and procurement of training related services including the development of a procurement manual and the training of a designated staff member to perform contracting/procurement services.
4. The capacity to organize U.S. and Panamanian training programs as well as to select, place and provide follow-up services to trainees.
5. The capacity to engage in strategic planning for defining future training activities and their implementation.

The Purpose of this evaluation is to determine whether COSPAE has, with the development assistance made available by Phase I of the Grant, attained the organizational strength to permit it to implement the short-term training activities programmed for Phase II.

In summary, the Training Evaluation indicates that:

1. An Improved Financial Management Capability

COSPAE's financial management system has improved greatly. A computer system was purchased and installed with Grant funds. A "General Ledger" software was designed to meet COSPAE's specific financial management needs by a local consulting firm and it is providing the financial and management related information required for COSPAE's purposes. The computer system is also being used for word processing; for developing training related information important for evaluating programs and preparing for follow-up activities; for maintaining lists of institutions for fund raising and for maintaining contacts with private and public sector enterprises requiring training services; and for developing promotional and publicity materials. A Systems Analyst has been contracted by COSPAE to make additional improvements in the system and to train the COSPAE staff in its use. In addition, a competent financial manager has been added to COSPAE's staff. COSPAE has fully complied with the Phase I expectations in this area.

2. An Improved Fund Raising Capability

COSPAE has consistently been an outstanding fund raiser when applying traditional Panamanian methods (e.g. dinners, expositions, direct contributions). The Grant allows for technical assistance and staff training in the area of project design and development so that COSPAE can obtain additional financial assistance from international organizations and foundations. COSPAE has used Grant funds for obtaining technical assistance to both improve its traditional fund raising efforts as well as to develop project development skills. Since COSPAE has not yet prepared or presented a project for international funding, it is too early to tell how effective the assistance has been. The assistance, however, was provided and it can be assumed, therefore, that COSPAE has complied with this Phase I objective.

3. A Capacity to Contract for Training Related Services

It was the intention of the Grant to make a learning experience out of the contracting and procurement of U.S. training related services. COSPAE's ability to master the sophisticated art of managing an education foundation will greatly depend on its ability to deal with and obtain the services of the highest quality and most cost effective sources of education and training assistance. The Grant therefore provides resources for the Executive Director, for board members and for other staff and volunteers to visit and observe a variety of education foundations and sources of education and training assistance in the U.S. These visits should allow them to broaden their knowledge of how these organizations operate and to develop useful linkages so as to "plug" COSPAE into the education foundation network. The need to

develop its first training contract with a U.S. organization was the ideal basis for making these visits. COSPAE, however, was unable to take advantage of this opportunity for two reasons:

a. The return to democracy in Panama left COSPAE, together with other institutions leading the fight for democracy, with the responsibility of immediately mobilizing the development resources to reinvigorate the private sector. COSPAE's challenge was to organize and implement training activities in the shortest time possible so as to get the economy moving and to demonstrate its support of the democratic process.

b. Project funds were not available until May, 1990 to allow for COSPAE to send staff members and volunteers abroad. At that time, the individuals who could have benefitted from such a trip -- especially the board members -- were engaged in the task of rebuilding their own businesses as well as participating in the rebuilding of the democratic political process for which they had fought so hard.

COSPAE, therefore, lost the opportunity to: (1) study the operations of a number of noteworthy education foundations; (2) observe their techniques for raising funds and obtaining grants; (3) learn how they manage endowments and grants dedicated to education, (4) understand the process by which they contract for high quality, cost effective services; (5) study how they assign priorities to the education and training fields they serve; (6) observe the recruitment and selection processes used to identify scholars and training participants; and (7) develop personal contacts with the education foundation network and with principal contractors in the field. It was hoped that the above experiences would have assisted COSPAE to develop from the successful training organization that it is to a world class education foundation which it has the potential of becoming. However, while failing to take advantage of these opportunities was a significant loss to the overall organizational development of COSPAE, its impact on the Grant was not so great since the Grant is focussed primarily on the short-term training aspects of COSPAE's program.

COSPAE did complete the contracting process to obtain the services of a U.S. firm although the observation trips were not taken. This contracting process, however, has not been documented nor has it been officially accepted by the COSPAE Board of Directors as a standard procedure for international contracting. Similarly, a contracting process for local procurement has been developed but it too has not been officially approved as a standard procedure. Before COSPAE is certified as having successfully completed the requirements of Phase I of the Grant, it should:

1. Document the procedures developed to make international and local procurements based on its recent experiences.

2. Obtain approval by its Board of Directors that these are the standard practices to be used by COSPAE for its contracting processes.

3. Submit these contracting procedures to USAID/Panama for its approval since the use of U.S. government funds will be committed through these contracting processes.

4. Designate a member of COSPAE's staff to be responsible for overseeing the contracting process so as to assure accountability for this important activity.

#### 4. Improved Capacity to Implement Training Programs

COSPAE's capacity to organize and implement U.S and Panamanian short-term training activities has been enhanced as a result of the Grant. Of greatest importance has been the addition of a Training Coordinator to COSPAE's staff. This has both given more time to the Executive Director to deal with the various administrative tasks for strengthening the organization as well as introduced the services of a highly trained person to manage the training functions. While the Training Coordinator has outstanding academic credentials for the job and was himself a scholarship recipient of training in the U.S., he lacks familiarity with the kinds of training institutions and training programs supported by COSPAE in the U.S. This weakness should be immediately corrected by having the Training Coordinator make a short visit to the U.S. to observe first hand the training facilities and the proposed programs to be offered by the recently contracted U.S. training institution (Texas International Educational Consortium - TIEC) which now supplies COSPAE with U.S. support services. In addition, he should visit at least two of the sites used by IIE in implementing COSPAE activities to discuss these former programs and to obtain feedback on how the delivery of these training services might be improved. This visit, which can be funded with resources from Phase I of the Grant, should take place prior to the determination that Phase I has been successfully completed.

COSPAE, during its participation in the IIE Cooperative Agreement, developed a number of successful procedures for implementing its training programs. These include: (1) determination of short-term training requirements with the participation of private and public sector institutions; (2) recruitment and selection of participants for training programs; (3) pre-departure orientation and other pre-departure support programs (e.g. preparation of documents); and (4) the evaluation of training programs. While COSPAE now successfully carries out these functions, the procedures for doing so have never been documented. They depend upon the memory of the COSPAE staff as to how to proceed in each endeavor. As part of the Phase I requirements, COSPAE should document these procedures into a kind of handbook which will permit: (1) staff changes to occur without losing this valuable information; (2) periodic reviews of these procedures to introduce improvements and new ideas into the process; and (3) a

professional exchange of information with other education foundations and training institutions. Phase I resources can be made available to COSPAE to contract for outside assistance to complete this documentation process.

A similar training related activity which has not been so clearly elaborated as the four above mentioned programs is that of a follow-up program for returned participants. A number of activities in this area have in fact been developed. Some of them (e.g. the Returned COSPAE Participants' Association, the Information Bulletin) were temporarily disrupted as a result of past political problems. In the evaluator's judgement, however, COSPAE has not clearly defined exactly what it wants to accomplish through the follow-up program. Given COSPAE's extraordinary success in providing relevant, high quality training and working in large part with already employed workers, obtaining employment for returnees has not been a major difficulty. However, COSPAE should be required, as part of its Phase I responsibilities, to develop a follow-up strategy for working with returned participants including the various activities which it wishes the follow-up program to include. Resources for contracting outside assistance for COSPAE to complete this task should be made available under the Grant.

#### 5. Capacity for Strategic Planning

COSPAE has benefitted greatly from this portion of Phase I assistance. It has contracted the services of a U.S. consulting firm (Alan Hurwitz Associates) and has seriously dedicated the staff and volunteer time necessary to initiate a valuable exercise in strategic planning. The participatory methodology used in the planning process has permitted COSPAE to integrate strategic planning into its long-term growth and development process. The timing has been excellent as it has coincided with the radical shift in COSPAE's mission as referred to in the Introduction. While the exercise has been excellent up to this point, it has dealt basically with defining the goals and purposes of the organization. What is as yet undetermined are the activities which are required to reach these goals and purposes. For COSPAE to successfully complete Phase I of the Grant, it should complete this process by defining the benchmarks and critical success factors related to such items as fund raising goals and activities, training program goals and activities, organizational improvement goals and activities (including training for staff members and volunteers), and mechanisms for evaluating the attainment of the goals. In addition, a revised Life of Project Work Plan/Financial Plan, which was an initial requirement of the Grant, should be prepared and presented to USAID/Panama.

As part of the strategic planning process outlined for Phase I, it was anticipated that a comprehensive training needs survey of the private sector would be undertaken. COSPAE, however, is now working closely with IFARHU, INAFORP and the Ministry of Education in coordinating the provision of education and training to meet private sector needs. It is the intention of these

organizations, together with COSPAE, to undertake this comprehensive training needs assessment. In the evaluator's opinion, it would be preferable that COSPAE in fact participate in this wider effort thereby acting in its role as a coordinating element rather than trying to be the sole organization responsible for meeting private sector training needs.

### C. RECOMMENDATIONS

COSPAE has clearly made significant improvements in its organizational capabilities since the signing of the Grant in September, 1987. Many of these improvements were made under the distracting political and economic conditions which have taken place since then. For the most part, COSPAE has successfully completed the activities that were outlined in Phase I including the implementation of the recommendations from the pre-award audit related to COSPAE's administrative capability.

There are, however, as pointed out in the above summary analysis, a number of activities which remain to be carried out before Phase I can be considered to have been successfully completed. These activities can be undertaken in a short period of time and should be financed by resources from the Grant. For COSPAE to initiate these activities, the problem of voucher reimbursement by USAID/Panama must be looked into. COSPAE's last voucher reimbursement request (No. 7) was submitted to USAID/Panama for payment on December 14, 1990 and it has not been paid. Therefore, COSPAE does not have the funds to implement new activities until it is able to obtain these resources. USAID/Panama and COSPAE representatives should meet to resolve this problem and to discuss the recommendations of this evaluation. Once agreement has been reached on what activities should be undertaken to complete Phase I, a budget revision should be prepared to provide the necessary resources. The recommendations of this evaluation are:

#### 1. An Improved Capability for Contracting Training Services

It is recommended that:

- Procedures for making international and local contracts and procurements be documented, approved by the COSPAE Board of Directors and sent to USAID/Panama for its approval.

- A COSPAE staff member be designated to be responsible for overseeing the contracting process.

#### 2. An Improved Capacity to Organize Training Programs

It is recommended that:

- The Training Coordinator visit the U.S. to meet with the newly selected contractor (TIEC) to observe facilities and plans for training programs as well as to visit at least two

previously contracted institutions to discuss how improvements might be introduced into the training process.

- The procedures that COSPAE utilizes to assess short-term training requirements, to recruit and select trainees, to provide pre-departure orientation and support (e.g. preparation of documentation), and to evaluate training programs be carefully documented and placed into handbook form.

- A Follow-up Strategy be developed indicating the goals to be achieved through the follow-up program as well as the kinds of activities and other efforts that will be used to attain these goals.

### 3. Capacity for Strategic Planning

It is recommended that:

- COSPAE continue its strategic planning exercise by defining benchmarks and critical success factors which incorporate both the strategic goals and purposes of the organization as well as guidance for carrying out such activities as increasing fund raising efforts, implementing training programs, continuing to strengthen the organization, and measuring success in meeting these benchmarks and critical success factors (performance evaluation).

- COSPAE should prepare and submit to USAID/Panam a revised Life of Project Work Plan/Financial Plan called for in the Grant.

Once the above actions have been successfully completed or agreement has been reached on when completed actions will be done, USAID/Panama and COSPAE should meet to review the implementation of Phase II of the Grant. Because of the changes in Panama, in USAID and in COSPAE, it is evident that the basic understanding of the purpose of the Grant and of the actions included therein may not be the same as in 1987. It is important that a clear understanding take place as to the intention of Phase II of the Grant, especially as it relates to allowing COSPAE to become financially self-sufficient so that it need not depend on future USAID financial assistance to continue its programs. Also, a more effective periodic reporting format is required so that COSPAE can communicate difficulties that it has in Grant implementation -- especially those which can be resolved by USAID/Panama. The format used by USAID for its Semi-annual Reports (SARs) may be useful.

## ATTACHMENT I

### Detailed Evaluation Results

The following information is in direct response to the Scope of Work included in the Memorandum outlining COSPAE's Training Evaluation dated February 22, 1991 (See Attachment II).

#### A. Identification of Contractor

##### A.1 Did COSPAE Identify the Most Appropriate and Cost Effective U.S. Contractor to Meet Its Needs?

As mentioned in the Summary Evaluation, COSPAE was under time pressure to obtain the services of a U.S. contractor as it wished to initiate training activities as soon as possible following the change in government. Therefore, the contracting process was initiated without the previous trips to the U.S. for observing both education foundations and training contractors. Instead, a short-term training needs assessment of private and public sector institutions was carried out using the procedures outlined in Section B.2. As a result, COSPAE was able to define: (1) the five areas of training to be undertaken, (2) the basic methodology to be used in the training process including three programs in Panama and two in the U.S., and (3) the training/experience characteristics of the trainees as well as their personal profile (age, sex, education, etc.). With this information, COSPAE contacted three U.S. training organizations known to them requesting proposals to carry out the required training assistance. Selection criteria for analyzing the proposals were developed and applied by COSPAE's Executive Director and the President of its Board of Directors following guidance that had been used while COSPAE was receiving assistance from IIE. They made the selection of TIEC on the basis of this process. The contracting process was approved by COSPAE's Board of Directors as was the selection of TIEC. In the evaluator's judgement, it is time for COSPAE: (1) to document this process so that it can be accepted as a standard for carrying out future contracting procedures, (2) to submit the procedure for approval by COSPAE's Board of Directors as a standard for future contracting, and (3) to submit the procedure for approval by USAID/Panama.

In response to the more specific question - "Did COSPAE identify the most appropriate and most cost effective contractor in the U.S.?" - it is difficult to respond. Using only three potential contractors certainly limited competition. Advertising in professional publications would have brought a lot more offers but COSPAE had limited time available to review these offers. The resulting costs of the new contractor are significantly lower than those charged by IIE but may be higher than other sources of services had there been a larger number of bidders. This is also true of the quality of services. It is suggested that COSPAE

review its own experience and, with the guidance of its Board of Directors, propose a standard contracting and procurement practice that will be followed in the future. Once this is decided, the procurement procedures will be submitted to USAID/Panama for its approval. USAID/Panama must also review the contracting process that was used to select TIEC to determine if it meets the standards to allow A.I.D. resources to be used to fund these activities.

A.2 Is COSPAE Prepared to Provide the Required Technical Services to Support the U.S. Contractor?

As indicated in the Evaluation Summary, COSPAE has developed procedures for financial management, determination of training needs, recruitment and selection of trainees, pre-departure orientation and processing, and evaluation of training programs. These procedures, however, are for the most part not documented and this should be done immediately so as to strengthen the institution. The recommendations of the pre-award audit have been followed. In the evaluator's judgement, COSPAE is in condition to effectively work with the U.S. contractor to deliver quality training programs.

A.3 Has COSPAE Utilized the Appropriate Technical Assistance to Appropriately Expand Its Technical and Administrative Capacity?

COSPAE has used far less technical assistance than was anticipated when the Grant was designed. The assistance related to the introduction of the computer was used and has resulted in an effective financial management system as well as many other important applications within the office. The assistance used for strategic planning has also initiated an important activity for strengthening COSPAE although this exercise is as yet incomplete. Some assistance was used to improve the fund raising capabilities although no finished product was produced as a result of this assistance (e.g. an education or training related project proposal to obtain funding from an international or national foundation). No technical assistance was used to develop contracting or procurement procedures or to strengthen some of the areas related to carrying out training programs and the follow-up programs for returned participants. In the evaluator's opinion, the technical services that were used allowed COSPAE to greatly enhance its organizational capabilities. COSPAE's weaknesses are in those areas where it did not take advantage of technical assistance that was available to it under Phase I of the Grant (e.g. procurement and contracting, follow-up activities). In the case of strategic planning, it is possible that Phase I did not allow for enough time to adequately implement this process and perhaps more time should be given for this activity to develop.

## B. Development of Training Plans?

### B.1 Has COSPAE Developed Training Plans for Its Staff and Volunteers?

COSPAE is still in the early stages of its strategic planning process. It has identified goals and purposes and is in the process of setting benchmarks and critical success factors. A logical progression of this process will be to identify the requirements to attain these benchmarks which will include the identification of staff development requirements among other organizational development related factors. The process is moving forward satisfactorily although slowly. It is suggested that USAID/Panama and COSPAE meet to set some realistic target for the development of a staff training plan that is a result of the current strategic planning efforts.

### B.2 Has COSPAE Developed Training Plans for Short-term Training in the U.S. and in Panama to Be Carried Out in Phase II?

COSPAE has developed a short-term training plan for guiding this year's training activities by applying a training needs assessment methodology which it has used for several years. Private and even some public sector establishments (approximately 400) are contacted by letter while one half or more of these firms are also visited by the Training Coordinator to request that they evaluate what are the most pressing training requirements that they are facing. This allows COSPAE to identify a number of occupational areas which it can address within the limitation of its resources, both technical and financial.

Phase I of the Grant provided resources for COSPAE to do a more extensive, longer-term training needs assessment for developing a more elaborate training plan. Due to recent political changes, however, COSPAE is now able to work closely with the government sponsored training agencies which also want to address the skills training requirements of the private sector. COSPAE rightly believes that it can have a far greater impact on meeting the training needs of the private sector by participating in a training needs assessment with these other institutions than it could ever have operating by itself. Therefore, it has opted to wait until a broader effort can be developed before initiating this activity. In the meantime, it will continue to rely on its short-term survey method which it has used successfully for a number of years.

## C. Participant Screening and Selection Procedures

### C.1 Has COSPAE Developed Appropriate Procedures for Screening Potential Candidates?

Again, COSPAE continues to use procedures that it has applied for a number of years in the initial screening of candidates. When employers are requested to evaluate their training needs, they are also requested to suggest which of their employees would be the best candidate(s) for participating in the training program. The employer therefore engages in a preliminary screening process. Since COSPAE also announces its training opportunities via the mass media, many workers go to their employers requesting that they be nominated by the employer as a training candidate. The application form requests information both about the candidate and about the job s/he performs within the firm.

### C.2 Has COSPAE Developed Appropriate Procedures for Selecting Participants?

COSPAE reviews the applications and determines which candidates, by nature of their own characteristics and their job related responsibilities, are the best candidates for training. All qualified candidates are interviewed by a selection panel consisting of a private sector representative familiar with the technical area, a COSPAE staff member and a former COSPAE participant also knowledgeable about the technical area. When there are many highly qualified candidates, it is sometimes necessary to have more than one interview to select the best qualified. This process, which has successfully been applied for sometime, should be carefully documented so that it becomes part of the institutional capacity of COSPAE. It is the Training Coordinator who is responsible for overseeing this activity.

## D. Pre-departure Activities

### D.1 Has COSPAE Developed and Implemented an Effective Promotion Campaign Throughout the Country?

COSPAE has effectively used the mass media for making the public aware of its activities. Recently, however, it has added a public relations person to its staff whose job it is to use a much wider array of communication devices to publicise COSPAE's activities. This is important for announcing events and training opportunities. It is also a fundamental part of COSPAE's fund raising efforts. Not only does the public relations person deal with the mass media but also designs and develops pamphlets, brochures and other publications to acquaint the public with COSPAE and to solicit its participation in supporting the organization financially.

D.2 Does COSPAE Have a Standardized Interviewing and Testing Program for Measuring Language and Other Proficiencies Necessary for Meeting Training Program Requirements?

COSPAE does not require English language proficiency of its short-term trainees. They are given some "survival" English proficiency as part of their pre-departure training but all of their courses and on-the-job training experiences are in Spanish. COSPAE does have an English Language Training Program as part of the services it offers which could test for proficiency in English were it necessary. The testing of proficiency in the technical skills is included as part of the interview process since a private sector representative and a former COSPAE participant are asking questions of the candidates about their job related skills.

D.3 Is COSPAE Able to Complete All of the Documentation That Is Required for Its Participants?

COSPAE in the past has completed the medical clearances, visa applications, international travel arrangements and the payment of maintenance advances that are required for the successful departure of its participants. Personnel changes will require that this activity be undertaken by a different person. This is a good example of the importance of handbooks within the organization which transmit these procedures to new people. COSPAE should document the process for preparing for the departure of its participants in handbook form so the task may be completed even in the absence of an experienced person.

D.4 Does COSPAE Provide Adequate Pre-departure Orientations to Participants Who Are Leaving for the U.S.?

Again, COSPAE has carried out successful pre-departure orientation programs in the past which have been evaluated and subjected to post-evaluation improvements to address the concerns of returned trainees. As is the case of many of COSPAE's training related activities, the procedures used in the development and implementation of the pre-departure orientation programs have not been documented. This documentation process should be completed as soon as possible.

E. Follow-up Activities

E.1 Has COSPAE Developed and Implemented a Program of Follow-up Activities as Required in the Grant Agreement?

COSPAE returnees from short-term U.S. training have been fortunate in obtaining employment. First, the U.S. short-term training is tailored to meet shortage occupational requirements in Panama. Secondly, COSPAE short-term trainees are for the most part employed and are screened by their employers thereby assuring their permanence in the firm. While COSPAE does maintain contact with its former participants, the Returned Participant Association and the Information Bulletin prepared by the Association were

temporarily suspended during the political crisis. It is assumed they will be functioning again soon. COSPAE, however, has never developed an explicit Follow-up Strategy indicating the goals of its follow-up program. Such a goal statement will assist the organization in determining which activities are important for attaining its goal and the objectives of each activity. It is suggested that COSPAE develop this Follow-up Strategy.

F. Program Evaluation

F.1 Has COSPAE Developed the Capacity to Effectively Evaluate the Long- and Short-term Effectiveness of Its Programs?

COSPAE has been evaluating its training activities since the initiation of its program. This has resulted in a continuing feedback for making improvements in its program. The evaluation process however has not been documented. This should be done soon.

The strategic planning process in which COSPAE is currently engaged is both setting goals and purposes as well as establishing benchmarks and critical success factors leading to the attainment of the goals. It will be important that this process also include an evaluation process for measuring COSPAE's success in attaining these critical success factors.

COSPAE2:2-5-91

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**AGENCY FOR INTERNATIONAL DEVELOPMENT**  
**PANAMA CITY, PANAMA**

**UNITED STATES GOVERNMENT**  
**MEMORANDUM**

DATE: February 22, 1991

TO: Mr. Allan Brohel, Consultant

FROM: Patricia Rodriguez, COSPAE Project Officer

SUBJECT: COSPAE's training evaluation

THRU: *for José R. Sánchez*  
José R. Sánchez, Chief - Office of Special Projects and  
Engineering Services

In order to comply with COSPAE's Grant Agreement No. 525-0258-G-SS-7050-00 requirements, we hereby request your assistance to evaluate COSPAE's capacity to organize U.S. and Panamanian Training Programs as well as to select, place and provide follow-up services to trainees. For this purpose, enclosed you will find the Scope of Work and copy of the above mentioned Grant Agreement in order to initiate this assessment.

If we can be of further assistance, please let us know.

Doc. Trgevalu.cos  
Drafted by:PRodriguez-2/20/91

## Scope of Work

### Statement of Work - General Information

#### A. Purpose of the Grant:

The purpose of the COSPAE Grant Agreement is to increase its administrative and technical capacity to develop and implement scholarship and training programs within the Panamanian Private Sector.

#### B. Period of the Grant:

The effective date of the Grant was September 30, 1987. Presently, the expiration date of this Grant is March 31, 1991 after two amendments were made.

#### C. Purpose of the evaluation:

The Grant Agreement establishes two phases. The first phase is Institutional Support to improve the organizational administrative and technical capacity of COSPAE and the Second Phase comprises short-term training in the U.S. and the development of a comprehensive follow-up program for returned COSPAE participants encouraging their entry into the Panamanian Private Sector. The Grant Agreement stipulates that Phase I should be completed prior to implementing Phase II activities. For this purpose, USAID/Panama requires an evaluation of Phase I which assesses COSPAE's capability to perform the following:

##### A. Identification of Contractor.

a.1 Verify if COSPAE has identified the most appropriate and cost-effective contractor in the U.S. They should have identified and selected appropriate existing technical training programs or have arranged specially-tailored programs for short-term training activities.

a.2 Review if COSPAE is prepared to absorb technical service that may be more appropriately or more cost-effectively obtained through other sources.

a.3 COSPAE should have procured appropriate technical assistance by identifying and negotiating for training services to evaluate and orient cost-effective mechanisms to expand COSPAE's technical and administrative capacity in line with the additional duties that it must accept to operate without IIE's support.

##### B. Development of Training Plans

Verify if COSPAE has developed Training Plans for:

b1. For staff volunteers and contractors.

b2. For U.S. and Panama short-term training  
(Verify if the training plans are directed toward priority job-related areas).

**C. Appropriate procedures for screening and selection of participants.**

Verify if COSPAE has developed appropriate procedures for:

c1. Screening - How COSPAE actively recruit and screen potential candidates and who does this job.

c2. Selection - their selection criteria - project objectives, evaluate applications and pre-selected candidates.

**D. Development of pre-departure activities.**

Verify if COSPAE has developed the capacity to:

d1. Promotion - has COSPAE developed and implemented an effective promotion campaign throughout the country.

d2. Selection: How does COSPAE implement the selection of candidates.

d3. Testing: How does COSPAE arrange, monitor and follow-up on testing for English Language proficiency, if it is necessary.

d4. Documentation: Verify procedures for the preparation of required paperwork for programs and arrangement for administrative pre-departure services (medical clearances, visas, international travel, and maintenance advances).

d5. Pre-departure orientation: How does COSPAE arrange for and conduct periodic briefings on life style in the U.S., USAID activities and procedures, contractor activities and procedures, specific training locations, and arrival plans.

**E. Development of follow-up activities.**

e.1 Verify if COSPAE prepares and conduct post-training follow-up programs which monitor and report on the employment status and professional progress of former participants.

**F. Program Evaluation**

f.1 Determine if COSPAE evaluate the long-term and short-term effectiveness of the individual U.S. based programs. In this regard, a data collection and analysis systems should have been installed which provides qualitative information on all stages of the program. It should have been done from the screening process and continue to at least one year after the participant

returns to Panama.

Doc. trg.cospae  
Drafted by:PRodriguez-2/22/91

**MEMORANDUM**

**DATE:** February 26, 1991

**TO:** Beverly Jones  
Academy for Educational Development

**FROM:** Debra McFarland, Chief  
Office of Public Administration, USAID/Panama

**SUBJECT:** Contract No. LAC-0032-C-00-9036-00, TSO 29 dated 1-12-91

Due to the difficulties imposed by the current ban on international travel for A.I.D. contracted consultants, it has been impossible for Allan Broehl, who is working for us under the above cited contract, to advise and lend support in the development of a Social Impact Framework (SIF) for the CLASP II Project. This task, as you know, was one of the objectives of TSO 29.

I have, therefore, directed Mr. Broehl to carry out a short evaluation of our current Grant Agreement with the "Consejo del Sector Privado para la Asistencia Educacional - COSPAE". The objective of this program is to develop and implement scholarship and training programs with the Panamanian private sector. This activity, therefore, is clearly within the scope of the above contract. This change will not add to the level of effort or in any other way change the requirements outlined in TSO 29.

AEDTSO:2-27-91

MEMORANDUM

DATE: February 26, 1991

TO: Patricia Rodriguez, COSPAE Project Officer

FROM: Allan Broehl, Consultant, Academy for Educational Development

SUBJECT: COSPAE's Training Evaluation

The following is a detailed work plan to complete the above cited Training Evaluation of COSPAE following the guidance you provided in the Scope of Work in your Memo of February 22, 1991. Please review the work plan and provide me with your comments so that I may initiate the evaluation activities as soon as possible.

A. Identification of Contractor

A.1 Did COSPAE Identify the Most Appropriate and Cost Effective U.S. Contractor to Meet Its Needs?

A review of the contracting process used by COSPAE and a review of the terms of reference in its Request for Proposals or other contracting process to determine if it reflected COSPAE's requirements.

A.2 Is COSPAE Prepared to Provide the Required Technical Services to Support the U.S. Contractor?

A review of the technical services that are being used for processing and supporting current training activities. In addition, a review of the in-house capacity for contracting and procurement both in Panama and in the U.S. (the Grant called for the development of a procurement manual and the training of a designated staff member to perform contracting-procurement services). A review of the financial management system that was developed and implemented with Project assistance as well as the enhanced capacity to engage in fund raising activities. Finally, a review of the changes that have been made as a result of the 1987 Organizational Development Study and the Pre-Award Audit.

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A.3 Has COSPAE Utilized the Appropriate Technical Assistance to Appropriately Expand Its Technical and Administrative Capacity?

A review of the staff training and technical assistance that was utilized in Phase I for improving the skills of the local staff and in supplementing/upgrading the COSPAE staff (e.g. job training for COSPAE staff and volunteers, observation trips, staff support of a training coordinator).

B. Development of Training Plans

B.1 Has COSPAE Developed Training Plans for Its Staff and Volunteers?

*P/plan*  
A review of COSPAE's Five Year Plan to determine its provisions for staff and volunteer training and a review of the staff and volunteer training that has taken place to date.

B.2 Has COSPAE Developed Training Plans for Short-term Training in the U.S. and in Panama to Be Carried Out in Phase II?

*AM*  
A review of COSPAE's Five Year Plan to determine if U.S. and Panamanian Short-term Training Programs are included. A review of the survey of the educational needs in the private sector and its application in defining future training programs.

C. Participant Screening and Selection Procedures

C.1 Has COSPAE Developed Appropriate Procedures for Screening Potential Candidates?

A review of the procedures that are used to recruit and screen the candidates and an identification of who does the job and their qualifications.

C.2 Has COSPAE Developed Appropriate Procedures for Selecting Participants?

*Plan*  
A review of the selection procedures and criteria, the evaluation of applications, the determination of project objectives and the identification of any divergencies from the standard selection process.

D. Pre-departure Activities

D.1 Has COSPAE Developed and Implemented an Effective Promotion Campaign Throughout the Country?

A review of COSPAE's efforts to publicize its recruitment activities and a review of the materials (e.g. videos, brochures and publications) that are used in these promotion efforts. *ROBATA; COMPUTER*

D.2 Does COSPAE Have a Standardized Interviewing and Testing Program for Measuring Language and Other Proficiencies Necessary for Meeting Training Program Requirements?

A review of the proficiency testing and authenticating procedures used by COSPAE to certify skill levels of participants who are entering training programs.

D.3 Is COSPAE Able to Complete All of the Documentation That Is Required for Its Participants?

Review of the procedures for the preparation of required paperwork and arrangements for administrative pre-departure services (e.g. medical clearances, visas, international travel, and maintenance advances).

D.4 Does COSPAE Provide Adequate Pre-departure Orientations to Participants Who Are Leaving for the U.S.?

Review of the pre-departure orientation programs to assure that they include briefings on life style in the U.S., USAID participation in the program, contractor responsibilities and ways to get in touch with the contractor, specific training locations, and arrival plans.

E. Follow-up Activities

E.1 Has COSPAE Developed and Implemented a Program of Follow-up Activities as Required in the Grant Agreement?

Review of COSPAE's Follow-up Program to determine if it provides for continuous communication among former participants (e.g. publications, net-working systems, follow-up programs) and does it assist/monitor their employment and professional progress.

F. Program Evaluation

do F.1 Has COSPAE Developed the Capacity to Effectively Evaluate the Long- and Short-term Effectiveness of Its Programs?

Review of COSPAE's data collection and analysis system and its ability to produce qualitative information on all stages of the training programs. Review of the Work Plan and the monthly reports that are required by the Grant.

COSPAE:2-26-91

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