

101 25711

PD-ABI-863

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

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office (ES# _____) <u>USAID/ES, OET</u>		B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? FY-1992 Yes <input checked="" type="checkbox"/> Slipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY <u>Q</u>		C. Evaluation Timing CLASP-II CAPS Interim <input checked="" type="checkbox"/> Final <input checked="" type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>	
---	--	---	--	---	--

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

Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
597-0001 & 519-0337	Central American Peace Scholarship Program (CAPS)	1985	3/31/93	28,500 (Mission)	28,500
519-0361	Caribbean and Latin America Scholarship Program (CLASP-II)				

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director	Name of Officer Responsible for Action	Date Action to be Completed
<p>Action(s) Required</p> <ul style="list-style-type: none"> - USAID/El Salvador should review the definition, both conceptual and operational, of <u>disadvantage</u> to ensure that those selected for training represent the groups that are most able to be effective developmental leaders - USAID/El Salvador should consider a thorough updating of the Trainee data base 	<p>Jaleh de Torres (OET)</p> <p>Jaleh de Torres (OET)</p>	<p>January 1994</p> <p>March 1994</p>

BEST AVAILABLE COPY

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: (Month) October (Day) 19 (Year) 1993

G. Approvals of Evaluation Summary And Action Decisions:

Name (Typed)	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Jaleh de Torres	<i>Jaleh de Torres</i> 11/16/93	Eriseo Carrasco, Development Assoc.	Karen Freeman, DPP/USAID/ES	Charles E. Costello, Director, USAID/ES
Signature	<i>Henry W. Reynolds</i>	<i>Eriseo Carrasco</i>	<i>Karen Freeman</i>	<i>Charles E. Costello</i>
Date	11/17/93	12/23/93		

UNITED STATES GOVERNMENT
memorandum

DATE: June 3, 1994
REPLY TO
ATTN OF: Karen Freeman, DPP/MEO *KF*
SUBJECT: COMPLETED EVALUATION: CENTRAL AMERICAN PEACE SCHOLARSHIP PROGRAM
(CAPS 519-0337) AND CARIBBEAN AND LATIN AMERICA SCHOLARSHIP
PROGRAM (CLASP II 519-0361)
TO: See distribution

94-117, Mission Evaluation Policy and Process, dated March 2,
1994

The referenced MOM requires that copies of the final Evaluation Reports, and the A.I.D. Evaluation Summary (AES), be sent to the offices/individuals shown below. Accordingly, your copies are attached.

Distribution

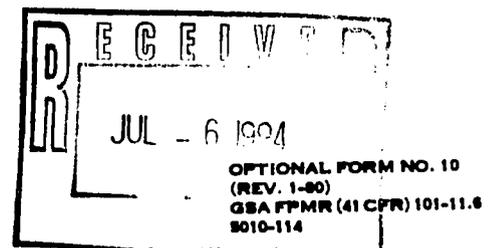
Mission Director
Deputy Director
PRJ
DPP - already has evaluation
OET
C&R

AID/W Distribution

PPC/CDIE/DI/Acquisitions
✓SER/MO/CPM
LAC/CP

Implementing Agency: Development Associates

\\DPPUB\DOCS\EVAL\0333.TM



ABSTRACT

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

This evaluation was designed to assess the impact of the recently completed Central American Peace Scholarship Program in El Salvador (CAPS, Project Number 519-0337) and to examine the mid-term status of the Caribbean and Latin American Scholarship Program II (CLASP-II, Project Number 519-0361). The impact of the CAPS and the CLASP-II Programs is analyzed through Trainees' performance in the workplace, in the wider community, and in CAPS and CLASP-II Follow-on programs. The CAPS and CLASP-II Programs are also assessed in their relationship to wider development goals as stated in USAID/El Salvador's Strategic Objectives. Several other issues are also examined in the evaluation relating to program design, Trainee associations, and the performance of the two Institutional Contractors responsible for implementing the two training programs.

The evaluation found that nearly all EOPS objectives had been met for CAPS and were being met for CLASP-II, according to the review of indicators. Trainees generally expressed high levels of satisfaction with the training received and with the U.S. experience. Large percentages of Trainees affirmed that CLASP training had been either useful or very useful for particular aspects of their work. Most Trainees stated they had been given more responsibility in their jobs. Trainees also felt, by large majorities, that the U.S. training served to boost their influence and status with respect to their bosses, their co-workers, their communities, and their families.

Based on a survey of 400 Trainees, it was shown that programming innovations involved in the design of those groups termed Flagship Programs led to significantly higher levels of effectiveness and success in the Trainees involved in those groups. Trainee groups which had been selected through geographic or institutional clustering (termed "critical mass groups" in the report) also exhibited higher levels of activity in the use of their training. It was recommended that these innovations be adopted for all programs.

Trainee associations were strongest which directly related to Trainees' daily activities, such as professional and occupational organizations or those based in a department. USAID/El Salvador should consider making support of these organizations a priority in Follow-on programming. These associations could, for example, become a principal means through which reinforcement training is offered. The national alumni association has greater difficulties in defining its mission. It is unlikely to endure in its present form, given the conflicts which surround it and the lack of support it receives from groups of Trainees. The leadership should consider reformulating the nature of the organization to develop more

relevant goals

COSTS

1. Evaluation Costs

1. Evaluation Team		Contract: Number OR TOY Person Days	Contract Cost OR TOY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
Roger Rasnake	Aguirre International	Modification No. 6 to Contract No. LAC-0661-C- 00-0046-00 (Buy-In)	\$74,308.91	519-0168 P.D. & S.
Carlos Perez	Aguirre International			
Julio Tresierra	Aguirre International			

2. Mission/Office Professional Staff

Person-Days (Estimate) 60 person/days

OET/CLASP staff

3. Borrower/Grantee Professional

Staff Person-Days (Estimate) 30 person/days

Development Associates, Inc. (D.A.)

A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

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

Address the following items:

- | | |
|--|--|
| <ul style="list-style-type: none"> • Purpose of evaluation and methodology used • Purpose of activity(ies) evaluated • Findings and conclusions (relate to questions) | <ul style="list-style-type: none"> • Principal recommendations • Lessons learned |
|--|--|

Mission or Office: EL SALVADOR	Date This Summary Prepared: 7-30-93	Title And Date Of Full Evaluation Report: The Caribbean and Latin American Scholarship Program in El Salvador
--	---	---

Purpose of the Evaluation: This evaluation assesses the impact of the recently completed Central American Peace Scholarship Program in El Salvador (CAPS) and the mid-term status of the Caribbean and Latin American Scholarship Program II (CLASP-II). The impact of the Programs is analyzed through Trainees' performance in the workplace, in the wider community, and in Follow-on programs as well as the relationship to wider development goals as stated in USAID/El Salvador's Strategic Objectives. Also reviewed is the performance of the two training Contractors, the National Association of Partners for the Americas and Development Associates, and the transition between the two Projects.

Methodology Employed in the Evaluation: Methods used in the research were a quantitative survey and qualitative evaluation techniques (focus groups and site visits). A survey of 350 CAPS returnees and 50 CLASP-II Trainees was conducted. The samples were stratified on length of training, sex, and department of origin prior to training. Only returnees who had been back in El Salvador for a minimum of six months were interviewed. Fourteen focus groups were conducted and Senior administrators from USAID/San Salvador, from the Salvadoran Government, and representatives of the two Institutional Contractors were interviewed.

OVERALL ASSESSMENT OF THE PROGRAM: The achievements of the CAPS and CLASP-II Projects can be summarized as follows:

1. **Selection process:** Today, the Mission defines areas of concentration and actively recruits the target groups. In all training programs since 1991 and in the Flagship Programs — designed to maximize Trainee impact — intermediary institutions nominate candidates. Trainees report that they feel the selection process is fair, objective, and efficient.
2. **Experience America:** Experience America has become an integral part of technical and academic training, complementing and reinforcing what Trainees learn in the classroom.
3. **Leadership training:** Leadership training encompasses formal lectures, visits to municipal governments, attendance at community meetings, and participatory, experiential learning. In the latter, Trainees are asked to select their own leaders, and to solve problems as a group.
4. **Predeparture orientation:** Predeparture orientations can last up to three weeks for short-term programs and two months for long-term programs. They encompass lectures on American culture, details about the training course, general characteristics and expectations of the program, and training in basic English.
5. **Tailor-made Programs:** Since 1989, USAID/El Salvador has made arrangements for one-week fact-finding visits by the program coordinators of the U.S. training institutions, in the predeparture phase, in order to design the training program in accordance with the reality and the levels of technology of El Salvador.
6. **Innovations in CLASP-II:** CLASP-II has been built on the foundation of the successes and shortcomings of CAPS and represents a departure from CAPS in at least three important dimensions: the leadership component of the program is emphasized in CLASP-II design; greater importance is placed on what the Trainees can give back to their communities; and Follow-on is seen as a fundamental component of CLASP-II implementation.

- *The program has had a highly significant impact on the individual life of most participants.* Trainees attested to the importance of the training in promoting their skills levels, on-the-job responsibilities, community participation, leadership, self-esteem, and aspirations for the future.
- *Trainees have generally been very satisfied with most aspects of training.* Training components, (skill development, leadership training, and Experience America) have all been implemented with apparent success by educational institutions contracted in the U.S. for these purposes.
- *Practically all the EOPS indicators have been satisfactorily met.* The only exception is the Trainees' awareness of the U.S. culture, and there the evaluation design may not have captured all forms of cultural communication. However, the survey indicated that 54% of the scholars have exposed themselves to U.S. culture, which is higher than Mission's indicator set at 50%.
- *Project management has continuously improved CAPS and CLASP-II design, learning from past experience.* Innovations introduced into the Flagship Programs have improved the quality and the applicability of training.

Institutional Contractors

Two contractors implemented the CAPS and CLASP-II projects concurrently from 1990 through mid-1992. During this period, each contractor provided Follow-on programs to its alumni. However, this activity was common to both projects in the areas of the Annual Meeting and the CAPS Bulletin. Following the Third Annual Meeting beginning in August/September 1992, the CLASP-II contractor initiated comprehensive services to both CAPS and CLASP-II alumni. This transition was incomplete at the time of the evaluation and created confusion among some Trainees who spoke to evaluators. In their perception, neither the Trainees associated with the alumni association (or, in some cases, other Follow-on activities) nor the CLASP-II contractor had overcome the organizational difficulties of the transition at the time of the evaluation.

Recommendation: The lower levels of satisfaction expressed by former CAPS and CLASP-II Trainees with the current Institutional Contractor may be a temporary phenomenon, which will diminish with increased familiarity with the style of the CLASP-II contractor. However, the Mission may wish to monitor levels of Trainee satisfaction with CLASP-II in-country contractor activities. Ongoing communications between OET and the contractor can assure that any necessary adjustments in the CLASP-II contractor's approach can be carried out.

Trainee Associations and the National Alumni Association

Trainee associations were strongest which directly related to Trainees' daily activities, such as professional and occupational organizations or those based in a department. The national alumni association has greater difficulties in defining its mission. It is unlikely to endure in its present form, given the conflicts which surround it and the lack of support it receives from groups of Trainees.

Recommendation: USAID/El Salvador should consider making support of these organizations a priority in Follow-on programming. These associations could, for example, become a principal means through which reinforcement training is offered. The leadership of the national association should consider reformulating the nature of the organization to develop more relevant goals.

Improving the Quality of Technical Training

The training institutions used in CAPS and CLASP-II training have not been regularly evaluated for the effectiveness of the programs they offer. Since academic evaluation, testing, or other assessment procedures are not a regular feature of short-term training, it is difficult to relate the Trainees' responses to the actual use to which they put the training. As a result, few conclusions can be drawn about the way specific training programs have provided appropriate, applicable training.

Recommendation: The evaluators believe that monitoring the quality of training is essential to maintain Trainee morale and to reflect the assurance that training programs offer a high quality of educational services. The

Mission may wish to request that the contractor require from training providers a more rigorous monitoring of the quality of the technical training that they offer. The Mission could also include, as a formal part of each PIO/P, a requirement that Trainees be assessed by the training institutions with respect to the knowledge gained in training.

Follow-on Activities: Planning and Implementation

The Follow-on program has evolved as an integral component of CLASP. The goal of Follow-on has been to create conditions conducive to the successful re-integration of the Trainee into Salvadoran society.

Recommendations: Follow-on represents a significant addition to A.I.D. training programs in El Salvador. While its relative youth prevents a full evaluation at this stage, some aspects of the program deserve to be mentioned. CLASP-II should consider a thorough updating of the Trainee data base, drawing on the efforts to locate Trainees realized in the survey reported upon in this study as well as on any current address records maintained by any Trainee groups. It is also recommended that Follow-on activities should continue to have a strong component of ongoing reinforcement training in a variety of training fields. Such training should be designed to continue to encourage Trainees to act as multipliers to the greatest degree possible.

The development of two new Regional Centers as a strategy initiated by the CLASP-II contractor to reach a greater percentage of the Trainee population more efficiently is excellent. While the Follow-on Program will have to support these Centers financially for some time to come, their management and control should gradually move from the hands of the institutional contractor to those of the returned scholars. Finally, the regional and professional associations founded by returnees should be encouraged and supported. Again, the goal should be to make these self-sustaining in the long run, with minimal Mission support.

CLASP Training and Mission Strategic Objectives

CLASP-II can make a significant contribution to achieving development goals in El Salvador. Given the grassroots focus of the Project, it is in a unique position to serve as the means for communicating a broader Salvadoran view of development than is possible in the typical bilateral development project. Further, the incorporation of local intermediary institutions into a broader role in planning CLASP-II training allows for a more participatory dialogue on training goals as they relate to Mission Strategic Objectives. This potentially allows CLASP-II to focus more on general development goals as it provides leadership training. Future assessments of CLASP-II can then go beyond the level of individual Trainee satisfaction and career advancement to the fostering of beneficial institutional transformations in those government ministries and NGO's which take part in the program.

Over time, the program has narrowed and realigned the fields of study, most recently to reflect the Mission's Strategic Objectives. This has greatly increased the accountability of the program vis-a-vis the Mission's overall development goals. However, the explicit conceptual links between particular CLASP-II training programs and specific objectives need further clarification.

Recommendations: Given reduced A.I.D. funding throughout the Latin American/Caribbean region, stand-alone training projects such as CLASP-II are only justifiable to the degree that they are consonant with Mission Strategic Objectives. It is recommended that greater attention be paid in the future to articulating the relationship between particular CLASP-II training programs and the Mission Strategic Objectives. A means to accomplish this is to develop an adjunct to the Training Design Outline, in which the relationship between training objectives and Strategic Objectives is specified and expected outcomes in Trainee activities are developed.

ATTACHMENTS

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

1. Detailed document developed by OET/CLASP on comments to recommendations from the evaluation final report - dated 15 November 1993.
2. Letter of clarification developed by Development Associates, Inc. - CLASP-II institutional contractor - dated 25 August 1993.
3. CLASP Special Report - document developed by OET/CLASP - dated 15 October 1993.

COMMENTS

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

Please refer to Attachment 1, which contains Mission's comments to each of the recommendations from this evaluation.

7

15 November 1993

A.I.D. EVALUATION SUMMARY - PART I

**MISSION'S COMMENTS ON
RECOMMENDATIONS FROM THE EVALUATION FINAL REPORT
DATED SEPTEMBER 1993**

Recommendation No. 1:

Mission may wish to grant scholarships to individuals who are academically prepared or professionally experienced but who have not been regularly selected for training because their less impoverished socioeconomic background has been deemed to exclude them. Therefore, the definition, both conceptual and operational of "disadvantaged" requires revision to ensure that those selected for training represent the groups that are most able to be effective developmental catalysts.

Action to be Taken:

Please refer to front page of A.I.D. Evaluation Summary - Part I
-- Actions Required.

Recommendation No. 2:

Monitoring the quality of training is essential to maintain trainee morale and to reflect the assurance that training programs offer a high quality of educational services. Mission may wish to request that the contractor require from training providers more rigorous monitoring of the quality of the technical training that they offer. The Mission could also include, as a formal part of each PIO/P, requirements that trainees be assessed by the training institution with respect to the knowledge gained in training. More emphasis is required on measuring the extent to which learning has taken place.

Action Taken:

A Training Design Outline - Form B is prepared in advance by training institutions for each training program. This Form B includes:

- a. Major Training Topics: A list with the major training topics to be presented during the U.S. training under each of the three CAPS training components.
- b. Specific Skills learned from training under each topic: A list with the specific skills/knowledge that will be learned as a result of the information presented during each training topic.

- c. Means of Verifying that Skills/Knowledge are learned: A list with the methodologies to be used for evaluating the degree to which students learned the skill/knowledge presented during each major topic.

By this means, training institutions incorporate the evaluation component from the beginning of the training design.

Moreover, USAID continues to conduct post-training evaluation activities with each returning group and monitors the technical quality of training providers based on scholars' experiences. USAID's conclusion and comments are provided to the institutional contractor for any needed corrective actions in future training groups.

Recommendation No. 3:

The Mission may wish to review the policy favoring short-term training programs over long-term ones. If it is decided that CLASP-II augment long-term training, the same innovations that have strengthened the Flagship Programs such as action plans and the development of follow-on programming prior to departure for the U.S., should be adopted.

Action Taken:

Mission's experience on this recommendation and based on El Salvador's post-war requirements is that the country needs more short-term than long-term programs. We have requested AID/Washington's reconsideration to change the minimum requirement for long-term programs from 20% to 10%.

Recommendation No. 4:

Extensive follow-on reinforcement training, such as the two-year, four seminar approach adopted by USAID/El Salvador for CAPS short-term Trainees, may provide a useful way to reinforce these programs which focus on institutional transformation. The Mission may wish to investigate this as a supplementary way to reduce training costs and to maintain an active involvement in follow-on for trainees in certain key fields.

Action to be Taken:

Mission's Evaluation Committee did not consider this a recommendation.

Recommendation No. 5:

- A. Mission may wish to monitor levels of trainee satisfaction with CLASP-II in-country contractor follow-on activities. Ongoing communications between OET and the contractor can assure that any necessary adjustments in the CLASP-II contractor's approach can be carried out.
- B. The Office of Education and Training should facilitate the process by which the CLASP-II contractor can incorporate into its project design and implementation relevant and useful institutional experience of the CAPS contractor.

Actions Taken:

- A. Institutional contractor for CLASP-II has increased its efforts to respond to trainees' needs for the follow-on component. Surveys have been conducted to learn of scholars' interests; as a result of these surveys, several activities have been successfully carried out in 1993:
 - a. Three Regional Annual Reunions in June 1993
 - b. Departmental and regional technical seminars
 - c. Technical support to the scholars in the implementation of their action plans or multiplier effect activitiesCLASP/OET staff have attended the majority of these activities and have been able to verify the high level of satisfaction among participating scholars, both from the CAPS and CLASP-II programs.
- B. The two institutional contractors for the CAPS and CLASP-II Programs had a 24-month period of overlap during which institutional experience was shared between the two organizations. Additionally, CAPS "lessons learned" were incorporated into a CLASP-II Program Design/Implementation document that is being followed by the Contractor.

Recommendation No. 6:

- A. CLASP-II should consider a thorough updating of the Trainee data base, drawing on the efforts to locate Trainees realized in the survey reported upon in this study as well as on any current address records maintained by the various Trainee professional and regional associations.
- B. It is also recommended that follow-on activities should continue to have a strong component of ongoing reinforcement training in a variety of training fields. Such training should be designed to continue to encourage trainees to act as multiplier to the greatest degree possible.
- C. The regional and professional associations founded by returnees should be encouraged and supported. The goal should be to make these self-sustaining in the long run, with minimal Mission support.

10

Actions to be Taken:

- A. Two specific measures have been taken to respond to this recommendation:
- a. Starting July 1993, CLASP-II institutional contractor has established a monthly updating system of information on returned scholars. The data will be updated in each regional resource center. This data will be forwarded to the follow-on office by computer modem. The follow-on office will provide the updated information to the person responsible for updating the CLASP Information System (CIS) at the Mission.
 - b. A directory of all CAPS and CLASP-II trainees will be issued by CLASP-II institutional contractor. In order to prepare the directory, special activities will be conducted to update the information on all trainees, by March 1994. Please refer to front page of A.I.D. Evaluation Summary - Part I -- Actions Required.
- B. The scholars are provided with educational activities through the follow-on component:
- a. All returnees participate in two technical seminars to reinforce their U.S. training. The topics covered are chosen by the scholars themselves.
 - b. Regional workshops are also provided for all scholars in specific geographic areas with topics of interests to these scholars. Again, the topics covered are chosen by the scholars themselves.
- C. Several measures have been taken regarding Alumni Associations:
- a. Consultation on self-sustainability was provided to the National Alumni Association by the CLASP-II contractor and by an AID/W consultant. However, the Board of Directors did not fully respond to recommendations made. Therefore, Mission decided not to continue support to the National Alumni Association as such.
 - b. Regional/departmental and technical associations, as well as groups of alumni, have been provided with full support for their community projects through the follow-on program of the CLASP-II institutional contractor.
 - c. Trainees have been incorporated into the organization of several follow-on activities as they will be responsible to carry out these activities once CLASP-II is terminated.
 - d. CLASP-II contractor has begun utilizing the technical and professional consultant services of recognized and qualified CAPS/CLASP alumni in pre-departure and follow-on seminars.

Recommendation No. 7:

CLASP-II should continue the successful components of the Flagship Programs. Particularly important is the need to provide additional technical training to returned trainees involved in follow-on activities and to support initiatives undertaken by returned trainees both technically and financially.

Action Taken:

The flagship model has proven so successful that Mission has decided to use it for all CLASP-II programs. In February 1993, a coordinating meeting with high level management from OET/CLASP and the institutional contractor, was held to define new strategies and procedures to fully comply with the flagship model.

Recommendation No. 8:

It is important that U.S. training institutions fully understand the nature of environmental problems facing El Salvador, given the qualitatively different kinds of environmental problems that exist there as compared with the U.S.

Action Taken:

The approach described in this recommendation has been adopted by USAID/El Salvador. Since 1989, the U.S. training institutions' program coordinators have visited El Salvador in order to tailor the program design in accordance to real needs.

Recommendation No. 9:

The Critical Mass approach should be continued as an integral means by which the CLASP-II Project continues to sharpen its focus on target groups in priority training fields.

Action Taken:

Mission has used this approach and intends to continue using it in the future.

Recommendation No. 10:

USAID/El Salvador should pay special attention to trainees from the ex-conflictive zones as it pursues its support for the Reconstruction Program. These trainees should be offered the opportunity to play a significant role in designing follow-on activities and reinforcement seminars that will be useful for them as grass-roots leaders in the reconciliation zones. An effort should be made to maintain contact with these trainees and, where appropriate and feasible, to enlist their support as liaisons in and supporters of the reconstruction process.

Action Taken:

The approach described in this recommendation is an essential part of the program. It is within the nature of the CLASP follow-on program to use returnees as liaisons in their own regions and for their technical areas. We are doing it, and will continue doing it, for all scholars, including those from ex-conflictive zones.

Recommendation No. 11:

The Training Design Outline (TDO) should guide the way the training in the U.S. is conducted. The CLASP-II contractor should have the responsibility of ensuring that U.S. training institution is fulfilling the objectives and procedures specified in the TDO. This includes the requirement that trainees be assessed by trainers with respect to the learning accomplished.

Action Taken:

This is one of the standard procedures established in the aforementioned February 1993 coordinating meeting between OET/CLASP and the institutional contractor. Furthermore, a monitoring strategy was revised and re-defined in order: a) Verify that the training is being provided in accordance to its design; b) Obtain feedback from trainers and scholars on the development of the program; c) Identify and resolve, as early as possible, any implementation or discipline problems.

The staff from the institutional contractor must conduct scheduled and timely monitoring visits to U.S. training institutions. The monitoring visits are according to a standard plan with a minimum number as follows:

- Two for short-term programs with a duration of less than eight weeks; that is, escort and debriefing travels;
- Three for short-term programs with a duration of eight or more weeks, including escort and debriefing travels, and one visit in the middle of the training program;
- Four for long-term programs, including escort and debriefing travels, and two check in visits spread over the nine months of training;
- Additional visits in case of unusual major problems.
- Weekly monitoring communications by phone for all groups.

For long-term programs, evaluation forms with scholars' comments are to be completed at the end of each term or module or component, whichever is appropriate. An adapted form will be developed for this purpose, based on the Academic Enrollment Term Report (AETR) format.

Recommendation No. 12:

A conceptual frame for CLASP-II should reflect current Salvadoran as well as U.S. development priorities. Given the end of the war and the efforts to establish a peaceful, democratic society, pressures for change may be much greater in El Salvador than in other countries in the region. Program priorities need to be reviewed regularly. For example, if leadership training - the current priority of the program - remains as such, then it needs to be focused on clearly defined objectives and areas of action. This leads to two suggestions: (1) the need to move forward in defining for training institutions in the U.S. what dimensions of leadership training are most relevant to the Salvadoran situation; and (2) the ongoing review, as was done recently with the updates Social Institutional Framework (SIF), of training priorities in a changing El Salvador.

Action Taken:

It may be that the evaluator is referring to the earlier programs. However, today, as a matter of course, the training coordinator for each program, visits El Salvador to have a first hand look at conditions in El Salvador. The visit must coincide with pre-departure technical preparatory seminar and visitors must spend in El Salvador a minimum of ten calendar days to carry out the following activities:

- Entry meeting and exit meeting with USAID/OET and related USAID technical office representative, and at least one mid-term check in visit;
- Meeting with all intermediary institutions and visits to a selected group of institutions, projects and/or working places of scholars;
- Meet and interview all scholars;
- Visit home of several scholars;
- Meet with persons and/or institutions that will participate in follow-on component, if different from intermediary institutions.
- Reach an agreement with USAID on fine tuning of major components and areas of technical training in Form B. A revised Form B should be completed prior to representative's departure.

Recommendation No. 13:

Given the magnitude of the problems of Salvadoran society and the limited resources available to the Project, CLASP-II should continue defining training priorities around a reduced core of topics in accordance with Mission Strategic Objectives.

Action Taken:

It has been useful to associate CLASP-II more closely to Mission's Strategic Objectives. Two major activities are being conducted to respond to this recommendation:

- a. Members of the CLASP-II Project Implementation Committee (PIC) who propose new training programs have to justify them by indicating their linkage to one or more Mission's Strategic Objectives. A form has been designed to assist the PIC members in formulating the linkages.
- b. The relationship between training objectives and Mission Strategic Objectives, as well as the expected outcomes in trainee activities, is specified in the Training Design Matrix - Form A and in the Basic Document prepared for each training group.

DEVELOPMENT ASSOCIATES, INC.
MANAGEMENT AND GOVERNMENTAL CONSULTANTS

1730 NORTH LYNN STREET
ARLINGTON, VIRGINIA 22209-2023

U S A

(703) 276-0677

FAX NO (703) 276-0432

August 25, 1993

Mr. Mel Chatman
Deputy Director
Office of Education and Training
USAID/San Salvador
San Salvador, El Salvador

Dear Mel:

We appreciate your courtesy in allowing us to submit a letter to be included with the Aguirre evaluation report. In keeping with that, I've made it a formal letter. You will note that it's very brief, as I think it's already caused too much time and effort.

If you have any problems, please let me know.

Sincerely,



Peter B. Davis
President

PBD:jes

DEVELOPMENT ASSOCIATES, INC.
MANAGEMENT AND GOVERNMENTAL CONSULTANTS

1730 NORTH LYNN STREET
ARLINGTON, VIRGINIA 22209-2023

U.S.A.

(703) 276-0677

FAX NO. (703) 276-0432

August 24, 1993

Mel Chatman, Deputy Director
Office of Education and Training
USAID/El Salvador
San Salvador, El Salvador

Dear Mr. Chatman:

Thank you for forwarding the final draft (June 1993) of the Aguirre International report on participant training under the CAPS and CLASP II contracts.

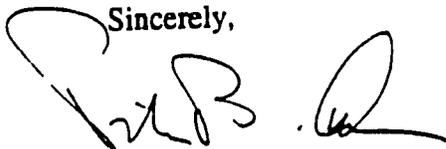
We note that some changes from previous drafts have been incorporated into the report. While these are moves in the right direction, we still find there are errors of fact and judgement such that the overall product continues to be a disappointment. It also does not convey a completely accurate picture of the program.

On the positive side, there are some legitimate insights and recommendations here, but their shelf life has, for the most part, expired. Based upon events that took place before the winter of 1992, some events well before then, the findings have long since been overtaken by events and the recommendations they generated have either been adopted or improved upon in the routine evolution of the program.

Apart from that general observation, our analysis continues to show that the report is burdened by significant methodological flaws which impair its accuracy. To detail them at this point, however, would probably not be useful. We would instead prefer to look to the future.

Development Associates is dedicated, as is everyone else involved with the El Salvador CLASP II process, to ensure quality control and, indeed, achieve excellence. Our long-term capacity as professional evaluators for USAID worldwide underscores that dedication because we genuinely esteem the very process of evaluation. We would, therefore, be most pleased to play an appropriate role in structuring the design of future evaluations to help avoid problems and maximize their utility.

Sincerely,



Peter B. Davis
President

CLASP SPECIAL REPORT

At the end of 1992, an in-depth evaluation of the CLASP program was completed. It covered project activities during the period 1985 to the later part of 1992, a period in which 2,328 Salvadorans participated in a total of 35 individual training programs. We reviewed the first draft of the evaluation results and commented on them. Of major concern was the lack of discussion on the nation-wide impact of the CLASP program and the effect it is having on national-level policy issues which support the Mission's strategic objectives. We were also concerned that other significant nation-wide successes of the program did not fall within the time period covered by the evaluation, and therefore were not included. The revised final report included more information on CLASP nation-wide successes, but, not in the detail necessary for the reader to fully understand the tremendous impact the CLASP project is having on development in El Salvador. The Mission and LAC/EHR agreed that additional information would be extremely useful at the AID/Washington level and that such details should be provided in a special report. The following is that document.

The initial years of the USAID/San Salvador CLASP Project (1985-89) were focused on "crunching out" large numbers of participants with little concern on development impact. In 1990, based on information obtained from a series of excellent monitoring reports by Aguirre International and several seminars organized by LAC/EHR, it was determined that CLASP project activities should result in pre-determined measurable changes; or at least, a product that would clearly lead to such changes.

17

It was also recognized that the higher the level of change occurred in the government, or in the organizational structure of the private sector CLASP beneficiaries, the greater the impact on the mission's strategic objectives. The decision was made that, while adhering strictly to the basic CLASP objectives, whenever feasible, CLASP programs should also have nation-wide impact. This additional focus required more sophisticated project design, improved monitoring and evaluation, and a great deal of assistance from both Aguirre International and LAC/EHR. The latter was made immediately available and the Mission began designing and implementing CLASP projects with nation-wide impact.

The following is a discussion of the most significant CLASP Program accomplishments and how they are affecting the entire country of El Salvador.

THE LEADERS OF PRIMARY EDUCATION program was utilized as a pre-project activity to identify major educational constraints, to test new approaches for resolving major constraints, and to develop a corps of skilled and dedicated teacher-trainers to support the design and implementation of the 57 million dollar educational reform SABE project.

In 1989, after ten years of violent warfare, the educational system in El Salvador was in shambles. The Ministry of Education was unable to provide either the administrative or the logistical support to manage the system. Both the morale and effectiveness of teachers were at an all-time low. Because of security problems, the Ministry did not have access to about twenty percent of the schools under its charge. Where schools were accessible, many had not been visited by Ministry officials in six or eight years. The national literacy rate dropped to one of the lowest in the region; only an estimated 60 percent of Salvadorans could read and write. Under these conditions, educational failure was inevitable.

In 1989, USAID began to design a massive educational project to completely upgrade the national education system for grades K-6. However, this 54 million dollar project, "Strengthening Achievement in Basic Education" (SABE), could not begin activities having classroom level impact until the end of 1992, some three years later.

In 1990, the CAPS "Leaders of Primary Education" Program was designed, not only to meet the normal CLASP program objectives, but also to serve as a pre-project activity for the SABE project. The project would test various

options that could be utilized as models for planning activities under the SABE project, and most importantly, give the faltering educational system a "shot in the arm" that would have immediate classroom-level impact.

The implementation of the CLASP program for leaders of Primary Education (CAPS Teachers Program) has resulted in several important national policy changes effecting the entire Ministry of Education, and some nine hundred thousand students, i.e., two-thirds of the total public school student population. These changes include:

- 1) Development of a teaching methodology for grades K-6. The instructional methodology is now used by the Ministry of Education for grades K-6.

During the three year period, from 1990-1992, 226 Ministry of Education teachers and their supervisors received a specially-designed two month CAPS program in the United States. The intensive course focused on the design and use of effective teaching methodologies and other related areas. The evaluation of the first training group's students indicated that their end-of-school year achievement scores were approximately thirty percent higher than those of a control group whose teachers did not receive the CAPS training. As a result of its obvious effectiveness, in 1992 the Ministry of Education adopted the CAPS program teaching methodology as the official nation-wide public school instructional methodology for grades K-6.

In 1993, an additional one hundred and twenty teachers and their supervisors will receive the CAPS training funded under the SABE project. The long-term plan is for the CAPS teacher training to be completely funded under the Ministry's ordinary budget and carried out in El Salvador.

2) Establishment of a nation-wide group of highly skilled and dedicated teacher trainers. These teacher trainers are now the key elements in training the Ministry's more than eighteen thousand teachers in grades K-6 under the SABE project. By the beginning of school year 1994, more than four hundred teachers will have been trained under the CAPS program methodology, funded by both the CLASP and SABE projects.

3) Establishment of an information source used in the implementation of the SABE project. The 226 teachers funded by the CLASP project, through the CAPS alumnae associations, have formed a critical information source for the dissemination of information from the Ministry and collection of classroom level-information about the impact of various interventions being implemented both under the SABE project and by other donors.

The CAPS teachers, through their voluntary follow-on activities, have trained more than 7,000 teachers. The CAPS Teachers Program developed by CLASP/El Salvador is now being utilized as a model for training in both Honduras and

Nicaragua. In 1992, for the first time in the history of both countries, Honduran and Salvadoran teachers received combined training under the USAID/San Salvador sponsored CLASP teachers program discussed above.

THE TEACHERS OF ENGLISH AS A FOREIGN LANGUAGE project is establishing curriculum and modernized teaching methodology for instructing English in the public school system of El Salvador.

The Ministry of Education has never had a curriculum, nor teaching methodologies, for teaching English as a foreign language. Most Salvadoran English teachers could not speak English and taught almost exclusively in Spanish. After three years of Ministry of Education language training, the average ninth grader cannot speak or understand the most basic conversations in English.

In 1992, USAID, working with the Ministry of Education, designed a special CLASP English Language Teachers Program for seventy-five classroom teachers and twenty-five English language training supervisors from both the private and public sectors. The classroom teachers received a three-month CAPS program in which they learned modern methodologies for teaching English, and at the same time improved their own speaking abilities. The supervisors received a nine-month course to improve their teaching skills. Most important, the trainees were given the task of writing a new curriculum and developing an effective teaching methodology for implementation in the

public school system. As a part of this CLASP Program, USAID negotiated several other nation-wide policy changes with the Ministry of Education:

- a) For the first time, the Ministry established a nation-wide supervisory system for English language training. This includes the assignment of eleven nation-wide supervisors, all of whom are funded by the Ministry and participated in the CLASP program.
- b) The number of hours of English taught each week increased from two to three hours as a nation-wide pilot project which may be extended to all schools.
- c) Wherever possible, classrooms are designated as English language training centers, not to be used for teaching other subjects.

THE TEACHERS PROGRAM FOR URBAN SCHOOLS WITH SOCIAL PROBLEMS provided the Ministry of education with new skills for coping with the growing educational problems in urban areas and with the knowledge necessary to begin the development of a national strategy for managing these problems.

The significant rise of social problems in urban areas can be traced back to the end of El Salvador's civil war in 1991. While a long and costly struggle had ended, El Salvador was left with a series of social problems which it

was not prepared to face. These problems have reached such a magnitude that they are now of major concern to all Salvadorans, and the Government of the Republic is under heavy pressure to resolve them.

Urban problems are threatening the very fabric of the education system, i.e., the local schools and the communities they serve. Youth "gangs" have not only jeopardized the health and welfare of both students and teachers, but, through their disruptive activities, have completely closed down some educational institutions. Most alarming, day by day the situation is worsening.

USAID identified early on the potential impact of the urban social problems and their effect on the ability of the Ministry of Education to carry out the reforms scheduled under the SABE project. We suggested that the government, via the Ministry of Education, begin the process of learning more about urban area educational constraints and what should be done to resolve them. In 1992, initial effort came in the form of the CLASP training program for "Urban Schools with Social Problems." Under this initiative, thirty-three urban school teachers, principals, and supervisors were provided special training on methodologies for combatting problems such as drug addiction, gangs, inter-family social issues, and in ways for expanding the support of local communities in resolving these problems. At the onset of the first Urban Schools program, the Ministry did not view the growing unrest in the urban areas as a threat to the educational system. As a result, only moderate interest was created. However, at this time, a year and a half later, after a

tremendous rise in urban area problems, and after a wide range of experiences gained through the follow on activities of the CLASP Urban Schools Program, the issue is a top priority with the ministry.

Our policy level concerns regarding urban social problems and their effect on the ability of the Ministry to implement SABE and other projects have fully materialized. The Minister of Education has personally requested USAID to assist in designing a strategy for confronting urban educational problems in El Salvador. The Ministry has also requested that a second Urban Schools Program be implemented in 1993. At the conclusion of this second program, the Ministry will have more than sixty persons specially trained in coping with urban educational issues. They will form the core of the Ministry staff who will implement the Urban strategy now being developed by AID.

The thirty-three teachers, directors and supervisors from the six urban schools that attended the first Urban Schools Program in 1992 have already made an extraordinary contribution to the Ministry of Education. In 1992, as a part of their follow-on program, the group has trained more than one thousand two-hundred of their colleagues in methodologies for coping with urban area educational constraints. The trainees are teachers, directors, and supervisors from thirty of the nation's schools having the worst urban problems.

2

The National University Project will provide the government of El Salvador with the planning expertise necessary for restructuring of the nations higher education public school system.

Until the early eighties, the National University of El Salvador was the country's sole source of university level studies and was considered one of the region's outstanding learning institutions. The university, while under the "control" and financial responsibility of the Ministry, operates in an autonomous manner. As the war progressed in the late seventies, both the student body and the faculty developed strong leftist political sentiments and became active supporters of the guerrilla movement. At the same time, they distanced themselves from both the national government and USAID. The administrative system of the university began having major problems, and the quality of education provided by the institution reached an all time low. In 1989, the nation-wide guerrilla offensive was directed from the grounds of the national university. Many of the university's students played an active role in the offensive; and in the process, a large portion of the university was destroyed or seriously damaged. As a result of these and other previous events, many Salvadorans desired to study at other institutions. More than thirty private universities and institutions of higher learning opened their doors during the past ten years. Despite this, more than fifty percent of the nation's university students, some thirty-three thousand persons, still attend the National University, primarily because it remains the only higher level educational resource for lower income students.

26

Basically, at the end of the war in 1991, the educational system at the university was not functioning. As a result, the nation's only public sector university, producing more than half of the nation's "academic human resources," was not able to play its key role in the development of the country.

A new Rector possessing an orientation toward education and not politics, was selected. After an extensive needs assessment in 1992, it was decided that the CLASP program could best serve the needs of El Salvador's higher education human capital development by assisting in the re-organization of the National University. This could be accomplished by developing the skills of twenty-five of the institution's key planners. Many of these key planners were recently appointed and had no experience. The objective, or product, of the CLASP program training in the U.S. for the university planners will be a draft five-year development plan for the university. The plan will be reviewed by the university and placed in final within four months after the return of the planners to El Salvador in the spring of 1994.

The CLASP training program will provide the highest level of programming and planning expertise, for the development of the physical, financial and academic aspects, of El Salvador's superior educational system. The first session of the training is scheduled to begin in January 1994. We anticipate that the end results, an institutional development strategy, will be the first, and most important step in the overall reform of the nations higher education system.

Women's Leaders Program provided the first nation-wide network of women and men, at both the field promoter and manager levels, with specialized training in methods for eliminating barriers preventing women from participating in the Salvadoran society on an equal par with men.

In El Salvador there are more than eighty organizations and agencies whose primary focus is WID related. They range from small "mom and pop" organizations with less than five staff members to the enormous National Directorate of Families. The National Directorate of Families is personally managed by the first lady. It provides the only nation-wide umbrella organization supporting organizations primarily working on WID objectives. Despite many organizations working in the field, there are still many serious problems limiting their effectiveness. First, most of the organizations, while very dedicated and active, lack the organizational managerial skills necessary to effectively utilize their resources. Second, there is no synergetic relationship between the many individual groups working throughout the country. That is, they work independently and as such, do not take advantage of the greater overall impact they could realize if their activities were better coordinated and more focused on the most basic WID problem areas.

The following is a good example of this problem. Almost all of the WID organizations were individually working to obtain the same treatment and opportunities for women that are available to men. However, no one was working at the national policy level to change laws that would facilitate this.

Third, there was no linkage between practitioners, those actually "fighting" the problems, and policy makers; those who could change the laws and policies that permit the inequalities which exist. A special two part CLASP program, "Women Leaders" was developed to address this challenge.

The first part consisted of eight weeks of training for eighty field practitioners and their immediate supervisors. The objective of this training element was to improve the overall management effectiveness at the individual field agency working level. During the final two weeks of the field practitioners training, twenty men and women working in executive positions (policy influence level), and having sincere interest in resolving major WID issues, joined the trainees in the United States. The two groups spent two weeks establishing procedures for developing a synergetic relationship which would assure that "grass roots" WID problems were passed to a level where the national government policy issues could be identified, and then, action taken to resolve them. As a result of the CLASP training, eight national level action committees were established: health, work, education, family, financial, economic development, legislation, and a committee for social changes. They are all actively working at the policy reform level in the government and have been very successful in accomplishing the following WID area improvements:

- Numerous multiplier effect seminars in the areas of leadership, self-esteem, improvement of personal and interpersonal relationships, as well as development of small productive projects.
- Several women leaders have initiated activities to form women organizations in different parts of the country, in order to work for the development of women potential.

THE MAYOR'S PROGRAM provided more than half of the nations mayors with their first in-depth training on the principles of managing a democratic system of government and with first hand experiences on how this is done in the United States.

Expanding the involvement of local citizens in the planning and management of development activities is a priority activity supporting a number of the Mission's strategic objectives. It is also the cornerstone of the Salvadoran government's policy for the social, economic, and political development of the nation. The key leadership for carrying out this focus are the nation's two-hundred and sixty two elected Mayors.

While hardworking and dedicated, the average mayor has an estimated less than sixth grade formal education and is placed in office with few of the skills vital to effectively carry out their responsibilities. USAID, as part of the preparation for the CLASP Mayors training program, conducted an extensive analysis of the elected mayors and identified several interesting facts about their managerial skills.

It was discovered that the average Mayor, while an elected official, had never really understood or "internalized" the real meaning of a democratic system and the true value of popular participation. Correcting this situation became the focus of the Mayors CLASP training program:

It is difficult to identify measurable policy level change clearly attributable to the Mayors program. However, based on follow-up interviews with the mayors, other CLASP scholars, and our personal observations, we believe that the CLASP experience enhanced the mayors' concept of the value of voter participation in all processes of the democratic system. In January 1994 there will be elections for all of the country's Mayors. Once the next group is elected, a second, and similar, CLASP program will be scheduled for them. We estimate that by the end of the second program, up to eighty percent of the country's Mayors will have received training under the CLASP program. We believe that through them, the program will make a significant contribution to the development of a democratic form of government in El Salvador.

Conclusion:

The CLASP program is having an often unrecognized nation-wide impact on development in El Salvador and is directly supporting the Mission's Strategic Objectives in several areas.

Recommendation:

Because of the above, a high priority should be given to analyzing the use of the "CLASP process" to overcome some of the difficulties faced under training activities implemented under the "traditional" Participant Training concept.