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AID EVALUATION SUMMARY - PART I

PD ABK 524

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

IDENTIFICATION DATA AD

A Reporting AID Unit Mission or AID/W Office _____ (ES# _____)	B Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes <input type="checkbox"/> Slipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date FY ___ Q ___	C Evaluation Timing Interim <input type="checkbox"/> Final <input type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>
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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)
180-0041	The Environmental Training Project (ETP) for Central and Eastern Europe				

ACTIONS

E Action Decisions Approved By Mission or AID/W Office Director	Name of Officer Responsible for Action	Date Action to be Completed
1 Amend Cooperative Agreement to reflect decentralization per SEED Act 1992, Mission Order 103, ETP Consortium actions re In-Country Coordinator Delegations. Revise role of USAID/W project officer to support "regional" activity and to reduce level of oversight now appropriate to the OARs. Consider writing in a "buy-in" provision for other USAID projects to fund special training services from the Consortium not now funded in ETP project. 2 Each OAR should prepare with ETP Consortium a strategic plan for ETP capacity utilization in the Environmental Sector as a training resource, a plan for institutionalization in each country, and a plan for effective project close-out. 3 UM/HHHI and Consortium partners agree on a comprehensive Management Information System per recommendations in report (see Appendix A). 4 UM/HHHI takes actions to improve management structure and to improve financial services to grantees, partners and ICCs. 5 ETP prepares plans for increasing training for local trainers, consistent follow-up post-training, more locally relevant case and workbook materials.		

(Attach extra sheet if necessary)

APPROVALS

F Date Of Mission Or AID/W Office Review Of Evaluation _____ (Month) _____ (Day) _____ (Year)

G Approvals of Evaluation Summary And Action Decisions

	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Name (Typed)				
Signature				
Date				

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ABSTRACT

Mid-Course Evaluation
The Environmental Training Project for Central and Eastern Europe
Project No 180-0041 Authorized 5/14/91

ETP was authorized in May 1991 and was initiated in February 1992 as a \$110 million, regional-wide, five-year program. Through a four-member Consortium led by the University of Minnesota's Hubert H. Humphrey Institute (UM/HHHI), it has provided training in six CEE republics: Slovakia, the Czech Republic, Hungary, Poland, Bulgaria, and Romania. ETP field activities were evaluated by a three-person team from Associates in Rural Development, Inc. (ARD) only in the latter three countries (August-October 1994) to provide a cross-cutting sample of project progress. The purpose of the project was to train environmental Non-Governmental Organizations (NGOs), emerging environmental businesses, units of local and regional government, and training institutions to increase their capacity to do relevant and effective work mitigating environmental problems and influencing environmental policies and programs.

The evaluators conducted over 500 individual and group field interviews with project administrators, trainers, and trainees, with the country OARs. They also interviewed officials of host-country public and private environmental organizations as well as U.S. and the CEE-based Consortium partners [the Institute for Sustainable Communities (ISC), the World Wildlife Fund (WWF), and the Center for Hazardous Materials Research (CHMR)], relevant USAID and U.S. EPA officers, personnel of other USAID-funded environmental activities, and a variety of other donors, agencies, and groups active in the sector.

Their major findings were that the ETP has designed and implemented a highly effective training methodology--intensive, interactive, cross-sectoral participatory, problem-solving oriented workshops. It has reached its target audiences in significant enough numbers to develop a critical mass of key activists in the sector. The impressive network of course alumni in each country is actively engaged in important environmental action and policy work and is having measurable impact in their sub-regions within each country. The sub-region targeting has produced an impressive non-governmental Coordination Council in Bulgaria's Yantra River Basin that is actively engaging industry, government, and the public in integrated action to systematically improve the region's ecology. Similarly, regional coordinated action is taking place, due to ETP training, in Romania's Arges River Basin and the Sibiu and Ploesti areas. In Poland, focused on the Katowice "black triangle" region, ETP alumni are drawing on Polish Environmental Funds and donor resources for a variety of significant activities to remedy the ecological disasters in that industrial region. ETP's most significant impact has been in fortifying and stimulating NGO initiative throughout the CEE region.

At mid-course the project needs to make several major corrections. The Cooperative Agreement should be amended to reflect the decentralization of project management implementation processes that have evolved as a result of the SEED Act of 1992, Mission Order 103, and the increased capacity of the Consortium's In-Country Coordination offices to manage the program. UM/HHHI's turgid, inefficient financial management procedures must be streamlined. A comprehensive Management Information System is needed to improve current management to effectively track participants and their post-training impact on environmental issues, and to provide hard feedback data for project analysis, evaluation, and actions to improve its activities. More local trainers using ETP methodologies need to be trained, more cost-effective short courses (non-residential) need to be developed, and additional locally relevant reference and case materials need to be offered in most courses.

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**EVALUATION OF THE ENVIRONMENTAL TRAINING
PROJECT IN CENTRAL AND EASTERN EUROPE**

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ACRONYMS

ARD	Associates in Rural Development, Inc
ENI/EEUD/ENR	Europe and the Newly Independent States/Energy Environment and Urban Development/Environment and Natural Resources
CA	Cooperative Agreement
CDD	Society for Sustainable Development
CDI	Capital Development Initiative
CEC	Community Environment Council
CEE	Central and Eastern Europe
CHMR	Center for Hazardous Materials Research
CNCR	Center for Negotiation and Conflict Resolution
CUFS	College and Universities Financial System
EAP	Environmental Action Plan
EEC	European Economic Community
EIA	Environmental Impact Assessment
EMTC	Environmental Management Training Center
EP	Environmental Partnership
EPA	Environmental Protection Agency
ETP	Environmental Training Program
/EUR	Europe
GAMA	Action Group for the Arges River Basin
HIID	Harvard Institute for International Development
HHHI	Hubert H. Humphrey Institute
HRD	Human Resource Development
HQ	Headquarters
IAP	International Agricultural Programs
ICC	In-Country Coordinator
IFES	International Foundation for Electoral Systems
ISC	Institute for Sustainable Communities
LEM	Local Environmental Management Project
MIS	Management Information System
NGO	Non-Government Organization
OAR	Offices of the AID Representative
OIAP	Office of International Agricultural Programs
ORTTA	Office of Research and Technical Transfer Authority
PACT	Private Agencies Collaborating Together
PIP	Project Implementation Plan
PKE	Polish Ecological Club
REC	Regional Environmental Center
RFA	Request for Application
RFP	Request for Proposal
STU	Silesian Technical University
TA	Technical Assistance
UM	University of Minnesota

FOREWORD

A Note on the Purpose and Methodology of This Evaluation with Acknowledgments

This is a report on a mid-course, formative evaluation of USAID's **Environmental Training Project (ETP)** for Central and Eastern Europe (CEE). ETP was initiated in February 1992 as a \$110 million six-country, five-year program. This evaluation comes in the middle of ETP's third operational year. For two intensive months during August-October 1994, a three-person evaluation team from Associates in Rural Development, Inc. (ARD) gathered project documentation and conducted an intensive fact finding and field analysis to assess ETP's progress and to suggest how the project's final years might be more effective. The task took the team from USAID/Washington to ETP Consortium headquarters at the Hubert H. Humphrey Institute (HHI) of the University of Minnesota (UM) and then to ETP field action areas in three of the six CEE countries served: Poland, Bulgaria, and Romania. We conducted over 500 individual and group interviews with project administrators, trainers and trainees, field USAID officers, and officials of host-country public and private environmental organizations. The team did not visit the Czech Republic, Hungary or Slovakia, though detailed reports on ETP operations there were reviewed. We believe that our generalized findings apply to the project as a whole, though some exceptions may be allowed for those sites we did not see first-hand.

At the end of each country survey (about two weeks in each), a draft report was reviewed with the Representative and the OAR staff. On return to the U.S. in October, the team consolidated its findings and met with all Consortium members and ETP In-Country Coordinators from all six CEE republics at a group retreat in Minnesota. We briefed the group on our findings and recommendations while at the same time receiving valuable feedback and additional information. A debriefing of USAID officials followed in Washington. A summary draft report was then submitted to USAID and the Consortium members in early November 1994. Many readers of these initial reports and participants in the briefings have provided invaluable commentary and additional factual information which have been drawn on in the preparation of this final report. Richard Liroff of WWF and Jim Perry and Zbigniew Bochmarz of UM/HHI gave us insightful reactions and missing data that we hope are duly reflected here. We are grateful for the thoughtful contributions from all Consortium members. Our particular appreciation, however, goes to the scores of Poles, Bulgarians, and Romanians whose hospitality, frank discussions, and insights made this a challenging assignment and a great learning experience.

We want to express our special thanks to Dr. Wieslaw Chodasewicz, ICC Poland/Katowice and his colleague Andrzej Droszcz, ICC Warsaw, to Ms. Krustina Mandova, ICC Bulgaria, and to Rodica Stefanescu, ICC Romania. Their consummate professionalism in handling our in-country travel arrangements and round-the-clock appointment schedules was only exceeded by their personal kindness, attention, and unending hospitality. In addition, we want to thank Mr. Randy Zimmermann, ETP Administrator at UM/HHI, who coordinated our overall movements with the ICCs as well as our two visits with the Consortium. To Ms. Lori Freer, USAID/ENI/EEUD/ENR Project Officer for ETP, we are especially grateful for pre-departure guidance, in-course counsel, and for orienting us to our task and acting as our feedback loop for critical comments on our draft reports. Finally, our special thanks to Ms. Janet Ice from USAID/ENI Evaluation, who joined our team for a week in Bulgaria and then returned to Washington to adjust our work authorization to allow time to touch most of the uncovered bases.

Any errors of fact in this report are the sole responsibility of the authors. All opinions, conclusions, and recommendations presented here are those of the evaluation team unless clearly attributed to their source in the text.

ABSTRACT/EXECUTIVE SUMMARY

Mid-Course Evaluation The Environmental Training Project for Central and Eastern Europe Project No 180-0041 Authorized 5/14/91

ETP was authorized in May 1991 and was initiated in February 1992 as a \$110 million regional-wide five-year program. Through a four-member Consortium led by the University of Minnesota's Hubert H. Humphrey Institute (UM/HHI), it has provided training in six CEE republics: Slovakia, the Czech Republic, Hungary, Poland, Bulgaria, and Romania. ETP field activities were evaluated by a three-person team from Associates in Rural Development, Inc. (ARD) only in the latter three countries (August-October 1994) to provide a cross-cutting sample of project progress. The purpose of the project was to train environmental Non-Governmental Organizations (NGOs), emerging environmental businesses, units of local and regional government, and training institutions to increase their capacity to do relevant and effective work mitigating environmental problems and influencing environmental policies and programs.

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At mid-course the project needs to make several major corrections. The Cooperative Agreement should be amended to reflect the decentralization of project management implementation processes that have evolved as a result of the SEED Act of 1992, Mission Order 103, and the increased capacity of the Consortium's In-Country Coordination offices to manage the program. UM/HHI's rigid, inefficient financial management procedures must be streamlined. A comprehensive Management Information System is needed to improve current management to effectively track participants and their post-training impact on environmental issues and to provide hard feedback data for project analysis, evaluation, and actions to improve its activities. More local trainers using ETP methodologies need to be trained, more cost-effective short courses (non-residential) need to be developed, and additional locally relevant reference and case materials need to be offered in most courses.

GUIDE TO THE REPORT

This evaluation report is presented in four chapters with Annexes and Appendices

Chapter I is an introduction to the evaluation and a summary of both findings and recommendations. It highlights the major achievements of this highly successful project and links the recommendations for mid-course corrections to the project to these same achievements. For the reader with limited time, this chapter plus the summary tables in Chapter IV (pages 44-46) could provide, by themselves, a solid understanding of the project and the major findings and recommendations of the evaluation team.

Chapter II provides a detailed discussion of evaluation findings, focused on the problems that require action by USAID and the ETP Consortium partners.

Chapter III recaps key findings as it lays out detailed recommendations for mid-course corrective actions to improve the project.

Chapter IV restates much of the material from the previous chapters as the team responds to the Six Strategic Issues posed for it in the USAID Scope of Work for this assignment.

The Annexes summarize evaluation findings and recommendations for each of the three countries visited. *Appendix A* is a suggested approach for drawing up a Management Information System for the project while *Appendix B* reports on the evaluation team's itinerary and principal contacts in the course of the assignment.

The body of the report is actually found in the 25 pages of Chapters II and III. Both Chapters I and IV are derived from this core of the report and readers who want to avoid some reiteration may wish to go directly to this material.

I. INTRODUCTION AND SUMMARY, MAJOR PROJECT ACHIEVEMENTS, AND PRINCIPAL EVALUATION RECOMMENDATIONS

This chapter highlights project achievements and associates them with the team's findings and major recommendations for mid-course project improvements. Although the body of the report (in Chapters II, III) focuses on identification of problems to be resolved (an appropriate and essential emphasis for a mid-course, formative evaluation), it is important to start with a clear recognition of ETP's impressive overall achievements as well as those special to each of the three countries that were visited. This report is more about building on success than it is about major project repair. The evaluation dialogue in the course of this assignment has already generated action by the Consortium. Even before the team debriefed the ETP management team at its October 1994 retreat, improvements were underway. Most of the recommendations summarized here were adopted at the retreat as an action agenda. Some disagreement still remains on a few findings and recommendations. Clearly, ETP has proven to be a powerful tool for mobilizing effective environmental action throughout the CEE region. It is now poised to become even more effective if USAID in each country (the OARs) will use it as a tested training resource to focus and energize country environmental sector strategies as well as an engine for institutionalizing sustainable sub-regional environmental action within each country.

A The Setting for This Evaluation

In February 1992, a five-year Cooperative Agreement (CA) was signed between USAID and the **University of Minnesota (UM)** through its **Hubert H. Humphrey Institute (HHI)**, as lead institution in the four-member ETP Consortium (with the **World Wildlife Fund (WWF)**, the **Institute for Sustainable Communities (ISC)** and the **Center for Hazardous Materials Research (CHMR)**). The CA authorized \$11.0 million for training aimed at environmental non-governmental organizations (NGOs), businesses, units of local/regional government, and universities/training institutes throughout the CEE region. In the spring of 1992, a joint USAID/Consortium reconnaissance mission visited each country to select sub-national regions for project focus and to select In-Country Coordinators (ICCs) for local program management. By late summer and early fall of 1992, ETP was conducting initial training workshops. In these scant two years of operational field work, the Consortium partners in close liaison with USAID ENI/EEUD/ENR project officers and local OARs, have been able to establish in the six CEE countries highly effective offices of In-Country Coordination, mount and carry out an impressive mix of courses, and develop a unique, powerful methodology suited to the urgent environmental agenda in the region. What has been accomplished? What now needs to be done? These are the key questions addressed in this report and summarized here.

B Project Achievements

1 Targeting the Project and the Sub-Regional Focus in Each Country

The decision to focus and concentrate ETP's limited training resources in a priority region within each country is paying large dividends. In Bulgaria especially the Yantra River Basin focus has resulted in mobilizing a voluntary private-public council--a new ETP-inspired, non-governmental coordinating body for integrated environmental action. This new Yantra River Basin Council (YRBC) is using ETP training to effectively address long-standing problems of wastewater management, industrial effluents, basin-wide watershed conservation, and natural habitat/ecological conservation and regeneration. Similarly in Romania, along the Argeş River, though not yet "institutionalized" in a formal council ETP is generating imaginative, coordinated NGO/governmental action to redress endemic problems of ecological neglect and mismanagement throughout the River Basin. An informal body the GAMA group, born at an ETP workshop, is promoting experimental municipal solid-waste management and voluntary industrial pollutant control. Other Romanian NGOs are addressing strategic public policy issues in the Argeş basin in direct dialogue with local governments. In Poland, in the highly industrialized Katowice region where environment blight is so pervasive that it is known as the black triangle, ETP trainees from NGOs, businesses, and government agencies (though not yet formally coordinated as in Romania and Bulgaria) are producing concrete remedies for ecological problems that two years ago were seen as intractable, hopeless disasters.

2 In-Country Coordination and Project Implementation

These achievements, and those noted following, are in large part attributable to USAID's and the Consortium's decision to recruit and position outstanding people as In-Country Coordinators of the project. The ICCs selected in CEE have shown remarkable initiative and imagination in mobilizing local partners among NGOs, local/regional government units, training institutes and businesses, to support, implement and extend program results. At the project's outset, most ICCs were tasked primarily with identifying trainees and sites for upcoming workshops and then providing local logistical support to the Consortium members as they delivered the training. They have now matured and are demonstrating the capacity to be full partners and prime movers in strategic program planning to mobilize local training partners, to be effective managers of follow-on actions that translate training into concrete action, and to interface with the Offices of the USAID Representative (OAR) and with other donors and national actors to link ETP assets to other initiatives in the sector. They are tending and nurturing the growing network of ETP alumni in each country so that a mutually supportive, sustainable community of motivated activists can continue to address major environmental policy issues as well as specific problems of ecological management.

3 *The ETP Methodology*

Initially, the project designers and Consortium partners expected to formulate and deliver discrete training packages in the form of week-long, intensive workshops to meet the "informational," "techniques" needs of each of the four groups targeted in the program: environmental NGOs, businesses/industries, local/regional government units, and universities/training institutes. Early on, under the leadership of CEE-wise trainers from the University of Minnesota, it became clear that problem-solving in the environmental arena required cross-institutional collaboration and communication links. Old institutional barriers had to be broken down in order to forge a common cause for environmental action. Therefore, it was decided to draw into most ETP workshops, participants from all four target groups and to organize the courses, by "learning" themes, as problem-solving laboratories.

The methodology that emerged involved four key aspects: (1) getting the participant mix right for cross-sectoral dialogue, (2) developing locally relevant case and workbook materials for problem analysis and solution formulation, (3) using interactive, participant-engaging workshop methods such as role-playing and small-group case studies, and (4) combining this with solid instructional/learning themes such as Strategic Planning for Environmental Management, Environmental Impact Assessments and Auditing, Conflict Resolution, Funding, Organizing and Proposal Writing for Environmental Action, and Environmental Business Planning and Marketing. ETP participants in Eastern Europe see this method as no less than a revolution in adult education in their culture. It stands in sharp contrast to the traditional didactic, stand-and-deliver lecture approach they have known. ETP has engaged them in interactive, real-case, cross-sectoral problem-solving with a refreshing 'can do' esprit. Repeatedly, ETP participants told the evaluators that the proof of the merit of the method is that they learned not just facts and techniques, but how to act

democratically,"--how to communicate and arrive at decisions so that they could make it all work after the training was over. The team was frequently told that ETP alumni "speak a common language."

4 *Building and Reinforcing a Network of Informed, Motivated Activists*

This network of ETP-trained activists is growing throughout the CEE region. Through exceptional ICC efforts to support the Consortium partners and sub-grantees, a formidable output of ETP alumni has been produced in each country. In Poland, 22 courses have been delivered with 560 participants. In Bulgaria, 33 courses produced 758 graduates. In Romania, starting nearly a year later, 15 courses have yielded 478 ETP alumni.¹ Most importantly, even without a computer-based management information system to aid them, the ICCs continue to nurture these networks. They are assisted by environmental NGOs and local and regional Environmental Protection Agency and Inspectorate personnel who have been

¹ UM records suggest that similar numbers of trainees may have participated in the Czech Republic, Hungary and Slovakia. The numbers cited above are greater than UM's central records show since they are more complete and up-to-date, obtained by our team from actual field files during our visits to ICC offices.

partners with ETP in planning and carrying out workshops. Importantly, a core of dedicated ETP alumni is found in the 30 percent+ of participants who have taken part in two, three, or as many as six workshops as trainees and as facilitators.

5 *Using Targeted Follow-up*

Some ICCs have been especially effective in using discretionary ETP follow-up resources to selectively build on the key courses to bring about specific, high impact results for breakthroughs in environmental management. Sequential workshops in Bulgaria resulted in the Yantra River Basin Council's creation and thereafter, its dynamic action program. ETP follow-on funds are now supporting the YRBC's secretariat and its linked action to WASH REC, and other donor support. Similarly in Romania, the Argeş River Basin group energized by the Argeş regional EPA and its ETP-trained staff, have used ICC follow-up resources to target specific action programs in waste-management and NGO mobilization in the River Basin with links to WEC funding and local resource mobilization. In Poland, follow-on grants have been vital in reinforcing Environmental Auditing and Assessment skills. Now however the ICC in Katowice is concentrating follow-up help at the Silesian Technical University where, largely with national funds, ETP training will be institutionalized in a formal Post-Diploma Studies program. This program is aimed at senior managers from major polluting industries in the black triangle. Increasingly, the vectors for follow-on activity throughout CEE are highly motivated indigenous NGOs trained through ETP. The ICCs are cultivating scores of these democratic citizen organizations to carry on ETP initiatives with links to government agencies, training institutes and small environmental businesses.

6 *Linking with and Reinforcing Other USAID Environmental Initiatives*

In each country visited, it was evident that ETP has found creative ways to link up with other environmental initiatives supported by USAID, other donors, and the host governments. Though USAID's environmental portfolio grew from 1989 to 1993 as a set of discrete project packages, coordinated action among the projects has been evolving. Most effectively the Romania OAR has aggressively built complementarity and synergy among the program pieces in the sector and is using ETP as a way of focusing on sector-wide training needs. In Romania ETP has engaged in **joint** workshops with the IFES project, REC, WASH and with participation from the Harvard policy advisor. ETP workshop participants in Romania have been especially successful in winning grant support for action projects from the REC, the EEC, and others donors. In Poland, with the effective leadership of the USAID/W ENI/EEUD/ENR ETP project manager, the Local Environmental Management (LEM) Project has drawn on ETP's Polish trainers to design its LEM-specific training approach and highly operational workshop materials. Polish NGOs trained through ETP have enjoyed increased grant support from other donors and from Polish Environmental Funds. In Bulgaria the ETP-supported YRBC has been linked to capital and technical resources in the WASH project, VOCA, and others. ETP-trained Bulgarian NGOs, such as Ecoglasnost/Varna, are expanding action programs with grants from several donor sources,

including the USAID/Embassy small projects account. Other examples of such linkages are cited in the following chapters and in the country annexes.

7 *Impact and Sustainability*

Although indicators of impact and sustainability are not yet being **systematically** tracked by the Consortium, even this early in the project, there is abundant case evidence of significant concrete results, as noted above, with high sustainability potential. Additional impacts are cited in the following chapters and in the country annexes to the report. The team is confident that, with the adoption of a Management Information System (MIS) as discussed herein, a solid record of ETP's specific impacts will be documented as the project moves forward. The sustainability of the ETP participant networks also relates to the MIS system and associated management action to establish local organization capability to maintain and service these networks after project closure.

C Building on Success: Recommendations for the Future

The purpose of this report is to assist the ETP stakeholders in addressing problems and opportunities to maximize the lasting impact of ETP during the remaining time of its active life in Eastern Europe. The major mid-course project adjustments, corrections, and recommended actions for project revision are summarized here as an agenda for building on, extending, or consolidating ETP's notable first phase achievements. It is important to repeat that in late October 1994 at the annual ETP Consortium retreat, the team conducted its in-depth evaluation debrief with the ETP partners and the In-Country Coordinators from all six of the participating Eastern European countries. Not only was there general agreement on most of the recommendations that follow, but the number of actions already underway to implement many of these recommendations was impressive.

1 *Decentralizing Project Management--The New Roles for ICCs and OARs*

Over these two-and-a-half years of project implementation, the Consortium has been incrementally increasing the authority and responsibilities of the ICCs and has been seeking to decentralize project management. Several decisions made at the October retreat reinforce the role of the ICCs as full members of the ETP management team. However, it is clear there is work to be done to precisely define responsibilities, delegated authorities, and the ICCs' sphere of local discretion. More adequate pre-positioned resources, consistent with these definitions, **must be** provided to permit ICCs to carry out their functions. Further in this report, the team **emphasizes** that a critical missing tool of project management is a common-use management information system (MIS). This is of such importance that in both Chapters II and III (as well as in Appendix A) the MIS is again discussed with suggestions for its design and uses. Lacking a solid MIS system, ICCs are crippled in tracking participants, documenting impacts, identifying follow-up needs, and tracking follow-up actions as well as building a common-use data base for the project as a whole that is susceptible to analytical assessments and effective reporting. It is also important to recognize that changes in the U S

SEED Act and significant formal delegations of authorities, from USAID/W to the field OARs, have occurred since ETP was signed. These changes plus the incremental steps taken by USAID/ENI/EEUD/ENR with the Consortium toward greater decentralization of project planning and management to the ICCs, all need to be translated into clear amendments to the Cooperative Agreement. The shift from USAID/W centralized management oversight by regional officers to the field OARs and from UM to the field ICCs should be formalized to minimize misunderstanding and conflicts between the "formal rules" and the rules in use. As these changes are made, a special effort must be made to address any Cooperative Agreement (CA) constraints on improving the University of Minnesota's management of project funds system. UM must find ways to facilitate more timely resource responses to partners, grantees, and the ICCs. The following chapters address each of these needed actions in some detail.

2 Sharpening Each CEE Country ETP's Role in USAID's Environmental Sector Strategy as well as ETP's End-Of-Project Institutional and Program Goals

Associated with management decentralization is the need for the Consortium to actively work with each country OAR. ETP needs to be seen as a tool to service the environmental sector in each country with appropriate USAID/ETP strategic planning to draw on its capacity. Moreover, USAID/ETP in each country needs to start now to think through timing and objectives for project closure that are consistent with the sector strategy as a whole. This planning needs to be directly linked to the way that ETP is currently targeted in each country, or might be retargeted in the last years of the project's life. In each country there is a sub-region of emphasis, but within the region, clearer sustainable, institutionalization strategies need to be laid out and agreed upon. These could include well-plotted actions to form cross-sectoral River Basin Councils or Authorities as in Bulgaria (the Yantra Basin) and potentially in Romania (the Argeş Basin). Where a river basin is not the focus as in Poland, other regional institutions could be formed through ETP efforts, such as a Regional Environmental Council or an Air Quality District. This approach might work well in the Katowice Voivodship (District). In this context, the OARs need to be encouraged to see ETP as a mature, proven resource with great potential for providing workshops that could deal with a variety of cross-project, sectoral issues as well as a general resource of proven training services for support to other USAID action projects in the sector. As USAID mounts its regional and country-specific Environmental Action Planning (EAP) project, ETP should be taken into account as a potential resource for meeting identified training needs in the EAP strategy. If warranted, in this context, ETP's extension, country-by-country, could be considered beyond the planned 1997 end of project.

3 Integrating ETP as an Element of USAID's Environmental Strategy in Each Country

Special emphasis must be placed on a major concern of the team which underlies the foregoing recommendation. Effective as ETP links have been with other USAID projects, the

OARs need to be more proactive in coordinating ETP with the sector. The Romania OAR serves as our model in this regard. Here, regular sector coordination meetings are further reinforced by **engaging** other actors in ETP workshop presentations, by encouraging joint **programming actions** (such as a joint REC/ETP-funded NGO conference, joint IFES (civil society)/ETP **democracy-building** workshops, and direct ICC involvement in the OAR strategic planning and budget development). The OARs are encouraged to think of ETP as a strategic asset on the one hand, now tested and ready to efficiently serve sector-wide training needs, and on the other hand, as a project ready for strategic phase-out planning for its core activities into a sustainable, institutionalized result.

4 *Improving the ETP Methodology*

As powerful as "the methodology" has been, it needs further improvements to enhance local relevancy in case materials, provide more "take home" references and workbooks, and capture participant feedback for follow-on actions. More cost-effective training modalities to replace the fully subsidized, food-and-lodging, residential seminars need to be explored and put into practice. (On a limited basis, some alternatives have been tried.) Increased "Training for Trainers" is needed to build the capacity of the cadre of ETP-experienced local facilitators and trainers so that they can shape a post-ETP, sustainable network of trainers capable of using and adapting "the methodology" to meet evolving local needs.

5 *Building a Reinforcing Network of Informed, Motivated Activists*

The ICCs need authority and resources to start regular newsletters for and by ETP participants. They need Consortium assistance (well-designed software) to put into operation a participant tracking system within the recommended MIS. Part of the project closure strategy in each country should be the identification of local organizations capable of maintaining and nurturing the ETP alumni network. Several NGOs or agency partners in each of the Eastern European countries now evidence a capacity and willingness to take on this function as part of their own future service to the environmental sector. Explicit agreements should be worked out between ETP and these NGOs or agencies over the next year to begin the process of "indigenous" ETP network maintenance so that a local organization is engaged in this ongoing role well before project phase-out.

6 *Proving More Systematic, Carefully Targeted Follow-up*

As noted above, **selective**, targeted follow-up has been used effectively by most ICCs to consolidate **workshop** results into action programs and to build on training impacts. However, there is still no **consistent, systematized** ETP follow-up policy and implementation plan. It is now time to build into each workshop and grant a follow-up requirement that will assure that hard data will be collected on project impacts--both affective and in terms of quantifiable concrete results. UM has a framework and a plan partially field tested in Bulgaria. However, currently, the plan cannot be put into action for lack of precision for CEE-wide application and for lack of a computer software package for its implementation. It

is recommended that this be promptly corrected as part of the design and implementation of the recommended management information system. Local language adaptation should not impede the MIS' first phase application everywhere in English. Translating the system can follow in time.

D Summary

The recommendations summarized here and detailed in Chapter III are intended to suggest ways to build now upon ETP's successes to enhance the prospect for solid project impact and sustainable outcomes. The Consortium is strongly urged, with USAID's cooperation, to address its own bottlenecks in ETP financial management at the University of Minnesota. Top priority is given to establishing and operationalizing a common-use management information system so that the ICCs and the Consortium as a whole have an instrument to serve their multiple information needs and current project management can be enhanced with a capacity to track project impacts, maintain a dynamic networking process among ETP alumni, and thus assure sustainable outcomes.

The team urges USAID/W to take the necessary initiatives with the Consortium to re-attune ETP to the decentralizing changes in the SEED Act, in USAID management policies and in ETP's increased field capacity in the ICCs. Formal Cooperative Agreement Amendments should be made to reflect these changes while clarifying the continuing role of the USAID/W regional project management officer and the ENI/EEUD/ENR office. Finally, the OARs in each country need to embrace ETP as their own tested and proven tool for meeting training needs in the environmental sector. Integrating ETP into each country sector strategy will help them set realistic impact objectives and project phase-out calendars.

II. PRINCIPAL EVALUATION FINDINGS

This chapter presents the team's findings in three major sections. Each section corresponds to major dimensions of the ETP project and a corresponding division of labor among the three evaluators. Fortunately, each major area also relates to the professional expertise and experience of that team member. Section A addresses the project context within the USG's assistance strategy for Central and Eastern Europe, the USAID/W-field OAR relationship to ETP, and the USAID-ETP Consortium relationship. Section B examines the Consortium's management of the ETP program, the individual partner's performance and program management by the In-Country Coordinators. Section C focuses on the training itself: training needs, trainee selection, training methodology, content, follow-up, and impact. A few critical evaluation issues are examined in more than one of these sections to capture a special dimension of the problem.

A USAID/W - ETP Consortium Relations and ETP In the Evolving USAID/W - Field OARs Relations

1 Setting ETP within the USAID Strategy for Central and Eastern Europe

— The Environmental Training Project (ETP) was designed and authorized in 1991, in the context of USAID/State Department program strategy for assistance to the CEE region. In the early years, following the collapse of communism, the aim was to act quickly and in key priority areas by establishing a number of region-wide, quick-response, flexible instruments for delivering bilateral assistance to match the unprecedented challenges and opportunities. The belief then was that, within five years, the CEE nations would make the transition to free-market economies and sustainable democratic polities. Short-term, fast-disbursing aid was needed only to facilitate that process. The Washington-based Regional Mission of USAID was meant to provide politically alert, agile management and oversight of a highly diverse program of discrete projects. Rapid-response, regional project modalities, managed from Washington, were intended to afford the means of learning as projects were implemented and, in the process, to allow for adjustments in activities as well as in the levels of effort in specific countries based on the responses received and results obtained. Beginning with the SEED Act of 1989 through 1991, the legislative intent was that State/USAID were to minimize field program management and on-site U S personnel by basing program design and management in Washington. Regional officers there were to carry out programs through grants and contracts to external implementors.

By 1992, however, it had become clear that the political and economic conditions in each CEE country were sufficiently different and the time-line for change so variable in each one that a more individualized, country-specific approach was needed. The 1992 SEED Act specifically required that USAID program management was to be shifted from Washington to the country USAID Representatives, and that strategic and concentrated focus to the program be developed there. USAID, in its Mission Order 103, charged the OARs with resource programming and activity coordination and with country-level strategic planning.

2 *USAID/W vs OARs and the ETP*

Before decentralization of program management from Washington to the field was mandated, there had been ongoing tension over who sets priorities, who decides about programs--their levels and targets as well as over the choice of the vectors for the assistance efforts. The change from a dominant USAID/W-based CEE Mission with its strong regional sector and project managers to a field-managed program is still in process. Clearly this process had affected ETP and has continuing impacts. Through this all, the ETP project manager in USAID/ENI/EEUD/ENR² maintained a collaborative relationship with the OARs. As they were permitted to increase, field staff worked inter-actively with the new country environment officers in the Missions as well as with the ETP Consortium as it adjusted to the changes. However, unresolved issues remain on ETP funding levels, uncertainties as to ETP phase-out schedules in each country and its links to other sector projects, and the need to define key project closure objectives in each country. The first year in which the OARs had primary control over their program budgets was for FY 1995 (October 1994 to September 1995). ETP funding levels were significantly affected by this shift. Moreover, ETP has many anachronistic management provisions in its pre-decentralization of CEE USAID Cooperative Agreement.

The OARs are trying to consolidate the diversity of project activities that mushroomed under the early regional impetus for a diversity of quick disbursing activities. Now that the shift has been made to country programming and management operation, it is important that the ETP's role at the country level be recalculated within the USAID Mission's country strategy and that the CA be amended to provide for decentralized management practices appropriate to the new era.

3 *USAID/W ENI/EEUD/ENR and the ETP Project Design*

USAID/W, in many of its early CEE projects, overestimated the managerial agility of its RFP/RFA-mobilized external cooperators. This was not peculiar to the Environmental Sector. In this sense, the UM Consortium is no exception. When USAID "buys" services from complex bureaucracies, it gets their complex management systems. RFAs and RFPs which call for collaborative, consortia-type offers, promote arrangements that later make project mobilization and implementation sluggish and cumbersome. In the case of ETP, USAID got what it asked for: a complex university bureaucracy in the lead role wrapped within a four-partner Consortium. ETP project managers at UM have made the system work through perseverance, but the university's management complexities, discussed in Section B,

USAID has recently consolidated its two Washington-based Missions for the Newly Independent States (former Soviet Union) and Eastern Europe into a new bureau. USAID/ENI/EEUD/ENR is the current designator for the newly consolidated office in this bureau responsible for the ETP project. Throughout the report we use this designator rather than USAID/ENE/TR/ENR which was in fact the office's symbols during most of the period covered by the report when the two Missions were separate.

following, need to be streamlined for more effective field operations, timely funds delivery and improved project oversight.

Senior USAID/ENI/EEUD/ENR officers explained to the team how the ETP project was hastily **designed** under pressure with little time for field work. Even so, the subsequent RFA is an excellent strategy document and gave potential proposers a clear, substantive basis for their responses. The principal objectives of the ETP were to build the capacity of key actors in the CEE environmental sector which were not yet being reached by the USG's strategy for the sector. These were, in rough order of emphasis: the environmental NGOs emerging small environmental businesses, local/regional governmental units charged with environmental duties, and universities and training institutes. But USAID, during the press of project design, did not have time to do a formal baseline survey of these target groups let alone a formal assessment of the training they needed to reach a critical action capacity for specific impact in the sector.

4 Project Targeting the Information Baseline and Defining the Training Needs to Be Addressed

The Missing Elements

As specified in the RFA, after the CA was signed, USAID required that a joint USAID-Consortium "assessment" be done in each participating country. Thus, in the spring and summer of 1992, the Consortium partners and USAID ENI/EEUD/ENR officers conducted rapid, one-week-per-country assessments in five of the six CEE republics. (A similar assessment was done later that year in Romania.) These intensive visits were valuable strategic planning exercises that targeted the project by sub-regions and brought the in-country USAID staff and key national counterparts into ETP's start-up planning. During these visits, the USAID-Consortium team also recruited for In-Country Coordinators, so essential for project mobilization and support.

These "rapid assessments" were not conceived of as systematic baseline studies in any sense. Later, however, in each country, as a sub-national, regional program focus was implemented, no systematic baseline was developed, either prior to starting project activities in that region or later on. Hence, there was and is yet no qualitative inventory of the target groups (numbers of environmental NGOs, numbers of environmentally oriented small businesses, numbers and types of local/regional governmental units and universities/training institutes dealing with environmental matters). Hence, there is no qualitative appraisal of their existing capacities and developmental needs. From such a qualitative inventory of the target groups (i.e., a comprehensive baseline), a profile of training needs could have been drawn and from it, clear priorities developed. To have done this early on need not have been a costly or time consuming effort, especially when focussed on the sub-regions of ETP activity and when building on pre-existing data. Clearly, the lack of this formal ex-ante baseline and an associated training needs assessment makes it difficult for evaluators to track project achievements ex-post. More importantly, it makes it hard for the project stakeholders

to assess project impacts in "then" and "now" terms, to tell clearly the story of the difference the project is making. As experienced evaluators, this team knows from the field case material it collected that ETP is making a powerful difference and cites this case material in the report. At the same time, it is recommended (see Chapter III and Appendix A) that the missing **qualitative** inventory of target groups be done **now** as part of the implementation of a comprehensive Management Information System (MIS) for ongoing project implementation. It will be especially easy now using ETP alumni in the area, to conduct the survey for this baseline and to do a concurrent "development needs" assessment (somewhat broader than training needs" alone)

This observation should not be taken to imply that the Consortium was not thoroughly informed as it undertook its task. Quite the contrary is the case.

The Consortium's Rich Information/Knowledge Base for ETP Action

For a number of years before USAID issued its RFA for the ETP project, the UM/HHHI and the organizations that later became ETP Consortium partners had done extensive research on environmental institutions, policy, and sustainable development strategies in Central and Eastern Europe.³ They also had access to a rich and growing CEE data base collected by others.⁴ It was based on this extensive information that the Consortium was able to present the winning response to the USAID RFA and in it, a demonstrated understanding of the training challenges, opportunities and issues. Based on this extensive knowledge, the training that the UM and its partners have delivered has been highly apposite to CEE environmental needs and to the targeted groups and sub-regions. As experienced evaluators the team believes it quite likely that a formal "training needs assessment" would have confirmed that much of what has been done would have been right on target. But lacking the formal baseline survey, a methodological gap remains for an objective assessment. That gap need not continue.

³ UM through the HHHI began its research on environmental policy in 1987 and presented a major policy paper to the Government of Poland in 1989. Between 1989 and 1992 papers with more than 1 000 pages of research and recommendations dealing with institutional reform for sustainable development were completed on Poland, Czechoslovakia, Hungary, and Bulgaria. For the June 1992 UN Earth Summit in Rio de Janeiro the HHHI drew up a baseline of existing capacities for sustainable development in the CEE region. Other Consortium partners had also done considerable related research. The ISC on community-level institutional design needs, the CHMR on pollution control technologies, and the World Wildlife Fund on NGOs active in the environmental sector.

⁴ Among many other sources the Consortium members had access to World Bank and USAID reports on the regional environmental problems, an USAID report on emerging environmental business sector, and the comprehensive country reports on CEE environmental issues which were prepared for the Rio Summit.

5 USAID and the U.S EPA--The EMTCs and the ETP

In the **general** environmental arena, tensions between the U S EPA and USAID/CEE were substantial EPA was a named program executor in the first 1989 SEED Act It approached the **environmental** sector for the CEE largely as an issue of transferring U S technologies broadly at the national institution and major industry levels USAID's CEE regional environmental staff, however, felt that EPA needed the Agency's strategic program guidance in the sector and that there should be a separate and parallel set of activities--designed, directed, and managed by USAID--to more flexibly respond to emerging forces and the dynamics of change in NGOs, small businesses, and local governments An interagency debate was carried on for some time In the case of the ETP project, a "resolution" of differences was made by an agreement that wherever the EPA was sponsoring Environmental Management Training Centers (EMTCs) in the CEE countries, their programs would aim primarily at national-level institutions and at "technical training," especially regarding environmental impact assessments, environmental auditing, and hazardous waste management Independently USAID, through the ETP, would focus on training needs in priority sub-regions and would emphasize training there for the four identified target groups

The evaluation team found that in Bulgaria and Poland, where the EMTC and ETP programs were both engaged, operations have not only not been conflictive or competitive, but they have collaborated and enjoy mutual respect In fact, ETP provides funding for EMTC training in both countries, and EMTC workshops include members of the ETP target community along with national agencies The fact that ISC is EPA's prime collaborator in advising the EMTCs and, at the same time, a member of the ETP Consortium, has played a very positive role in facilitating this positive, complementary relationship between the two training projects

6 USAID-Consortium Communications

Both current and former USAID Representatives as well as ETP partners related to the team some notable problems in USAID-Consortium communications This was especially true during the first year At least two OARs so delayed their approvals of the ETP first year work plan (PIP) that activities in-country could not be initiated USAID/W regional project managers had to invest considerable effort in getting these OARs to agree on sub-regional target areas or on first order start-up activities There was also some misunderstanding about how ETP related to the EMTC program supported by EAP--a misunderstanding still evident in the Bulgaria OAR during this evaluation As the decentralization of USAID's CEE program has **moved** forward, there have been mis-ques regarding funding levels and project phase-out timing Many of the communication problems are attributable to chronic OAR overload the complexity of their portfolios, and the intense pace of their program activities It is clear, however, that the ETP Consortium, USAID/W, and the OARs must clarify their mutual expectations of ETP in the context of the new country strategic plans Regular consultations are essential As ETP management is decentralized, the role of the regional project manager in USAID/W will increasingly be that of the communication clearinghouse

and issues broker. It is critical now that the roles of the ETP stakeholders be clarified by formal amendment to the cooperative agreement so that the formal rules are consistent with the evolved informal, operational rules now in effect.

7 Project Management and Country Strategies

The Cooperative Agreement (CA) for the ETP was written in late 1991 and signed in early 1992. The old order of centralized USAID/W EUR Mission management then prevailed. As noted above, that situation has significantly changed. The CA needs to be amended to reflect the new order, eliminating USAID/W controls over project implementation, reducing levels of planning and review, and focusing on ETP coordination within the strategic planning by each OAR for the environmental sector. In that context, it is essential that the ICCs and the Consortium managers begin now to discuss with the OARs in each country how the ETP fits into each country program and what is the most appropriate end-of-project strategic plan. In the following chapter, the team recommends that an institutional focus, such as the Yantra River Basin Council/Authority in Bulgaria, should be developed for each country. Evidently the River Basin Council is not the ideal institutional outcome for every country, but it represents a type of institutionalized coordinating and resource governance mechanism that ETP has proven effective in fomenting, extending through training and targeted follow-on technical assistance. Lacking such an outcome, the results of ETP activity have less chance of being sustained and a lesser prospect for significant, lasting impact.

8 The Current and Future Role of USAID/W Regional ETP Project Management

The team is convinced that decentralization should be accompanied by a clear and substantive continuing role for USAID/W regional project ETP implementation. The communicator/broker role is mentioned above. Perhaps more important, however, is the need to provide a CEE regional "strengthening" dimension to the project that is now missing. ETP is not currently providing a regional forum for ETP alumni, with their rich evolving experience with successful action programs, to share that experience with others in neighboring countries. For example, a regional conference among ETP actors on the River Basin approach to coordinated voluntary action could stimulate new approaches and new ventures as specific successful experiences are shared and models for action explored. ETP is ideally poised to build the region-wide network of ETP trained "winners" who can learn from one another, reinforce one another's pioneering efforts in democratic problem-solving, and work to expand the action agendas on regional issues. Funds for regional conferences toward this end need to be provided in the project. The regional impact of ETP needs to be on the table and should be a priority for the USAID/W regional project manager's agenda. Occasional coordination or information-sharing meetings among the six ICCs have themselves been useful, but they have been all too infrequent and mostly focused on program management, not program substance. However, increasing these ICC meetings alone would in no way meet the need for inter-country collaboration and network building among ETP's growing cadres of informed and practiced activists. This network, on a regional level, is a potential powerhouse to support democratic problem-solving in the environmental sector, both

nationally and regionally Linking ETP networks regionally will provide all members with an expanded support system, especially in the non-governmental sector, and give added courage, especially to emerging NGOs, for new initiatives throughout the region

9 ETP in Relation to Other USAID Regional Projects

Overall, the team found that ETP was very effectively coordinating its workshop and training efforts with the WASH, WEC, REC, CDI-Sanders, EAP/EMTC, and other USAID-supported programs By far the best effort at coordination was taking place in Romania where the USAID Representative actively engages all USAID-supported environmental project personnel in sectoral planning and inter-project collaboration The least effective in this regard was the OAR Bulgaria, where, until recently, USAID did not have a full-time environment sector officer on staff and where the team found the greatest evidence of mis- or non-communication between the OAR and both the ETP Consortium and the ETP USAID/W Project Officer In all countries, however, there is an urgent need to rethink ETP as a tested sectoral asset that should be used to meet future training needs Clearly, how this will be done will vary country to country, and how it might be linked to new programs is a question The team suggests in the following chapter that perhaps a buy-in provision should be put into the Cooperative Agreement for such training services

B ETP Management. The Consortium, The Partners, and The In-Country Coordinators

This section focuses first on ETP Consortium management at the UM/HHHI project headquarters Five key indicators of management performance at the headquarters level are examined

- Management Structure
- Financial Management
- Agreements with Consortium Partners
- Information Management System
- External Information Management
- Sub-grants Management

Following that discussion, the management performance of each of the Consortium partners is examined. This is then followed by a discussion of program management by each of the In-Country Coordinators

1 University of Minnesota--ETP Headquarters Management at the HHHI

Management Structure

The UM/HHHI provides the following human resource inputs to ETP management

<u>ETP Title</u>	<u>% of Time Dedicated to ETP</u>
Program Director	50 to 60
Deputy Program Director	50
Associate Program Director	20
Project Coordinator	25 to 75
Office Manager	50
Communications Specialist	0 to 50%

Each of these managers has other responsibilities outside of the ETP program, either as teaching staff at the University, academic researchers, or managers of other programs. Additionally, the management structure is geographically dispersed--the Deputy Project Manager is based several miles from ETP's offices at the HHHI in International Agricultural Programs (IAP) building. ETP's first-step accounting is also done there in the Office of International Agricultural Programs (OIAP). All disbursements of funds must be authorized by yet another office, the Office of Research and Technical Transfer Authority (ORTTA), which is located in another University building miles from the IAP building and equally distant from the ETP/HHHI Office. Finally, funds are actually disbursed by the University Business Office, which is in yet another University building.

No ETP manager has a full-time, singular, and fully vested professional interest in making the complex ETP/UM management system expeditiously serve program needs and objectives. In addition, these managers have insufficient financial and legal authority to resolve problems. They must rely on outside organizations (OIAP and ORTTA) for mission-critical tasks which, at best, they can only influence (plea for timely attention) but cannot control. Because responsibility is managerially, as well as geographically, diffuse, the management system is neither efficient nor effective in dealing with the wide range of ETP activities. This diffuse structure obscures authority and responsibility, leads to high interaction costs, and creates a burdensome communications overhead and costs which are absorbed by the University.

Financial Management

From the outset of the project, the University's grants administration agency, the Office of Research and Technology Transfer Administration (ORTTA), has hindered effective operations with delays in sub-agreement approvals and inordinately slow approvals for funds disbursements. ETP's financial management at the University involved the following steps (see also Figure 1 on the following page)

STEP 1 The Consortium partner or sub-grant recipient submits its workplan (or request for payment) to the ETP Office.

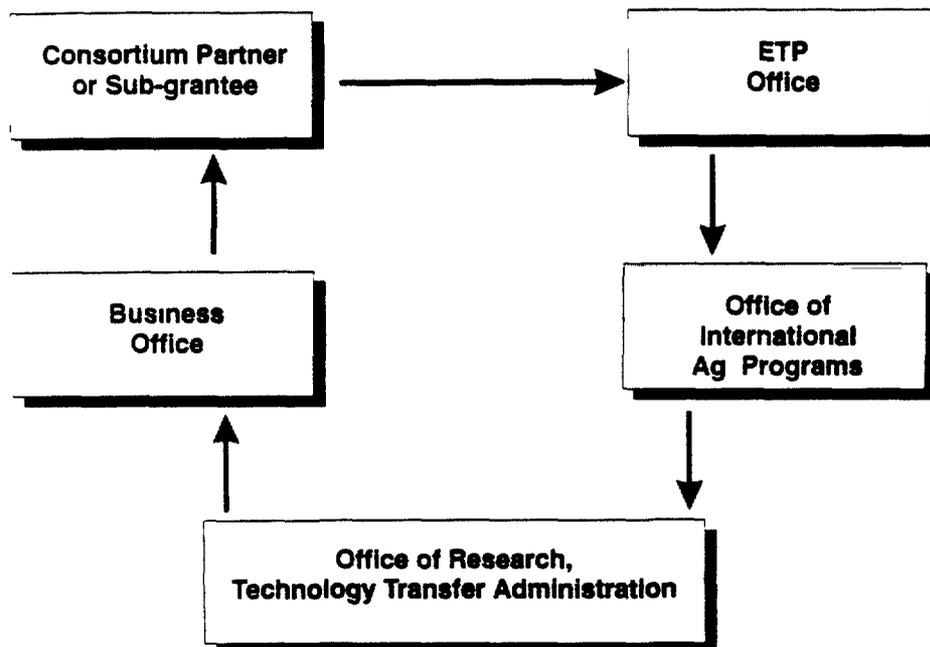
STEP 2 The ETP office approves the request (or negotiates changes) and submits the information to the Office of International Agricultural Programs (OIAP) to process payment and procurement documents.

STEP 3 Once approved, the OIAP submits the paper works to ORTTA

STEP 4 ORTTA verifies that the request is in compliance with USAID and OMB specifications, and forwards the authorization to the University Business Center

STEP 5 The University Business Office disburses funds to the Consortium partner or grantee

ETP FINANCIAL PAPER FLOW



The bottleneck in the financial management system centers on ORTTA and their rather consistent failure to quickly process contracts and payment requests. This results in workplan arrangements between the University and the Consortium partners being significantly delayed while ORTTA examines them against USG procurement rules, University regulations and specific provisions of the USAID Cooperative Agreement and associated OMB rulings. This system of *a priori* auditing grossly delays funding for field operations. Only one financial officer in ORTTA handles ETP requests and she does so as a "part-time" function while attending many other program responsibilities. The team was also advised that the new College and Universities Finance System (CUFS) for funds accounting is so complicated that many units such as OIAP, which handles ETP's accounts, keep two sets of books--one using

their old system, which they understand, and one that translates this data into the CUFS system, which it seems only the Business Office really understands

Although there has been some improvement during Year 3 of the project, the system continues to make for chronic delays in funding especially for the designated and competitive ETP sub-grantees (see paragraph on sub-grants below) The team uncovered numerous instances where funds were not made available to implementing groups prior to the start of their workshops While the ETP Consortium does have a policy and schedule for timely payments (25 percent up front for developmental costs, 50 percent before a workshop or other activity is carried out, and 25 percent on submission of final reports), this schedule is not respected in practice Based on interviews with grantees in all three countries visited, it is estimated that as many as 75 percent of payments, at each stage, are received late by sub-grantees These delayed payments have frequently caused grantees significant financial difficulties In many instances, the implementing agency was forced to either borrow money from the ICC (usually from office operating funds or from funds for follow-up actions) borrow funds from friends, or else to convince vendors (such as lodges serving as seminar sites) that the funds would come through The team found that one ICC was obliged to stay at a seminar site for two days afterwards to assure the vendor that the lodging bill would indeed be paid

The payment delays are particularly egregious given the fact that USAID funds are actually available for advances to the program operators through a Letter of Credit to the University which is authorized at the start of each operational year This Letter of Credit and normal USAID practices of advancing funds seem not to have been used by the University so that it could position advances to the ICCs and sub-grantees accordingly This problem simply must be addressed

Agreements with Consortium Partners

ETP's part-time management actors at UM/HHHI headquarters, dispersed as they are around the University, and the multi-step financial systems with its bottleneck at ORTTA, consistently produce long queues for approving and implementing annual workplans Unfortunately this problem has only marginally improved since ETP's first year of operations For example ISC submitted their sub-agreement for Year 2 in February 1993, but it was not approved by ORTTA until October--eight months later Similarly in Year 3, ORTTA has had ISC's workplan since February 1994 and, as of the end of October, it had still not been approved for financing Similar delays have been reported by World Wildlife Fund Admittedly some ORTTA queries to Consortium partners did not get quick responses However the ETP Management at UM/HHHI bears ultimate responsibility for failing to monitor delay, identify problems, and solve them quickly

The Management Information System

As indicated in Section A above, the University has not developed a comprehensive computer-based information management system to keep track of ETP participants and to track project activity. The development of an MIS is critical for ongoing management, assessment of progress, determining quality of field operations, linking participants into a growing network within the environmental community, and designing and implementing follow-up activities. While translation problems are grappled with, the MIS should be designed and implemented in English. Impact tracking cannot be done without such a system and the sustainability of results hinges on the availability of this information for follow-on after ETP phases out in each country. Such a system must be designed at the UM in user friendly software to aid ICCs in developing country-specific databases that can, on a quarterly basis, be combined at UM for central analysis and report preparation on the project as a whole. The quarterly reports, on diskette and hard copy, should be shared with all Consortium partners and the USAID/W Project Manager. The ETP Communications Officer should draw on these reports in the preparation of newsletters and other info-mercials on the program. (In Appendix A, a draft data framework for designing the MIS is provided for illustrative purposes.)

External Information System Informing the "Publics" about ETP

From the start of the ETP, UM/HHHI was committed to produce a "quarterly" newsletter on the project. In fact it has only published one issue in 25 years. This clearly reflects the lack of serious management commitment to the project, especially a failure to give due importance to the role of timely information for all program stakeholders. The losers include the growing network of trainees, host-country and regional CEE environmental organizations, other donors, and the many environmental groups engaged in CEE action programs and USAID program managers. At the October 1994 retreat, the team was advised that ETP Management at UN/HHHI intends to address its information management problems and will now provide a Communications Specialist on at least a 50 percent time basis. It is hoped that these services will also look at ways to improve ETP communications in each country.

None of the In-Country ETP Offices has published a regular newsletter. Consistently, ETP alumni and local partners mentioned their strong desire for ETP communications about upcoming training, ETP alumni meetings, trainee success stories, and news of associated happenings in the environmental community. The team was informed that the ICCs are discouraged from taking initiative in this area because of the Cooperative Agreement's rules that require advanced UM and USAID/W approvals of all ETP publications and the complex process for such approvals that would make proposed publications out-of-date by the time ICCs could print them. The rules now prescribe a turgid, five-step process before an ICC can publish anything locally.

STEP 1 The ICC office prepares drafts of material for publication in English and submits it to ETP UM/HHHI headquarters

STEP 2 The ETP/UM reviews (edits) the material and submits the material to the USAID/W ETP Project Officer

STEP 3 The USAID/W ETP Project Officer reviews (edits) the material and issues comments, or approval to publish, to ETP/UM.

STEP 4 ETP/UM then finalizes the material and submits it to the ICC for publication

STEP 5 The ICC translates the material and publishes it.

The team found that only one ICC had decided to try to get a local ETP newsletter through this multi-obstacles system. In June of 1994, the ICC sent her draft to ETP Minnesota. As of November 1994, she has received no word as to where in the five-step process the draft is sitting. Clearly, now five months old and out of date, the newsletter cannot serve for timely notice of events and as a quick follow-up to ETP activities.

With a Communications Specialist now being provided at headquarters, these external communication deficiencies should be promptly addressed. With appropriate amendments to the CA, centralized information management should give way to communications review at the country level in the OARs. However, a comprehensive communications strategy at the center should be developed to link UM, Consortium partners, OAR offices, and ICCs with the host-country publics served. Thus, with central support, a new external communications program can facilitate ETP's transition to field-focused operations in the new decentralized order without losing its larger audience.

Sub Grants Management

The Cooperative Agreement requires that 50 percent of project resources be expended through sub-grants. Some grants are designated for execution by local organizations partnered with one of the Consortium members in a specific training activity. Other grants are solicited and awarded on a competitive basis. These awards are made to both U.S. and in-country competitors. The process requires UM to advertise requests for proposals in the U.S. and the ICCs to advertise the UM-prepared RFPs locally. Proposals are received by ETP/UM and then referred to an outside committee to rank applications and recommend awards. The USAID/W ETP project manager, according to CA rules, must approve each grant. ETP/UM negotiates the final terms of each winning grant and one of the Consortium partners is made responsible for actively providing technical support or management assistance to each grantee. In practice, however, both solicited and designated grantee operations in the field have suffered from a number of difficulties. The most pernicious has been the delay in funding noted above for all grantees. Since most grants are disbursed on a cost-reimbursable basis, UM's delays have created extreme hardships for many of ETP's most loyal and committed partners. Individual members of NGOs have taken out personal loans to meet workshop costs. Some excellent local NGOs will no longer apply for ETP competitive grants for fear they will win and have to endure financial brinkmanship to do their jobs.

For solicited grants, the RFP and selection process has taken months to move through the collaborative process. The requirement that USAID approve all sub-grants, rather than just the overall selection criteria and targets, has further exacerbated the delays in awards.

In addition to the delays in the selection process, UM and the Consortium partners have extended very uneven technical and management oversight to grantees in workshop design and implementation. In general, ETP has been very fortunate in the quality of the grantees that participated in the program. Their performance, with few exceptions, has been excellent both as rated by local ETP trainees and in terms of the observed impacts. However, local grantees mentioned to the team their wish for a more interactive relationship with their designated Consortium partner with follow-up consultations to consolidate training results. In some cases, U.S. grantees have not been willing to recognize the authority and local knowledge of the ICCs.⁵ In general, sub-grant management oversight by UM and the partners can be improved to insure quality, locally relevant training content, and effective coordination of workshops with the ICCs. Each grant should also involve planned follow-on action with the partner to evaluate results and to assist the grantee in consolidating the training impacts.

2 World Wildlife Fund

The World Wildlife Fund (WWF) has contributed to the ETP program through workshops on library development and conflict resolution (through its RESOLVE group). Outside of these seminars, WWF has assisted ICCs in information sharing and in developing a network of ICC contacts with NGOs in the U.S. and in-country. This ancillary assistance has been invaluable for the ICCs in building a sustainable network of environmental activists and organizations and in strengthening the public participation in, and democratization of environmental management.

The worst case we encountered of poor U.S. grantee oversight and inadequate program coordination was in the Community Environment Council's (CEC) grant for two workshops on "Integrated Waste Management Strategies" in Romania in 1994. ETP/UM did not advise the ICC in advance of the grantee's plans, nor did the grantee contact the ICC prior to visiting Romania to organize its workshops. Moreover, the materials used, which we reviewed in the field, were taken directly from a U.S.-based publication with little or no Romanian relevance added. The grantee used five U.S. trainers for the four-day workshops--an exceptionally costly approach to training. Additionally, the failure of the CEC to use ICC expertise in selecting participants and organizing the site and logistic issues at the first workshop held in Timisoara resulted in less than 30 percent of the workshop participants fully attending the sessions. It must be noted, however, that the first workshop in Timisoara did result in a new waste management plan for the jurisdiction and the second, in Sibiu, which was much better organized with ICC assistance, helped local officials to shape new waste management regulations. Even so, the case merits a note here for its illustrative value on how grants management can go awry in the ETP system. Though the case is an outlier to the general experience, it is an important case due to the fact that it was one of the more costly grants and that its mismanagement occurred in the third year of the project when things simply should have gotten better, not worse.

Environmental Library Assistance

The WWF program in Environmental Library Management provided desperately needed assistance to CEE countries in developing a system for collecting and disseminating environmental information to the public. This need was especially acute in Romania, where policies by the previous regime, combined with events during the 1989 revolution resulted in a chaotic situation for libraries in general. The WWF program was very effective in helping rebuild a library network, cataloguing the available environmental information and making this information available to the using public--a necessary prerequisite for public participation in the national environmental dialogue. However, the Library Management project suffered some initial management problems largely because the project developed very rapidly and initiated some workshops before the ICC office had been established. Because the program was underway before some of the ICCs started, the library program was maintained as independent from other ETP activities. The Library Project management included a separate in-country director, who was supervised directly by WWF, rather than the ICC. The independence of this operation limited the opportunities for synergy between the Library Program and the other ETP activities. Additionally, the lack of ICC oversight resulted in some management conflicts between the ICC and WWF at the initiation of the ETP field activities. These initial difficulties have been rectified, largely due to a greater emphasis by WWF on improving communications with the ICC. This effort by the WWF in improving communication and fostering integration has resulted in better coordination and cooperation between the various parties.

The Library Project remains separate and distinct from ETP in-country management. To a large extent, the independence of the Library activities is the result of the technical nature of the project, which is outside the competence of ICCs. However, the question remains as to whether, given the greater importance of the ICCs in focusing the ETP project and in addressing the needs of the OARs in defining their in-country strategies, the Library Project should remain managerially separate.

Conflict Resolution Workshops--RESOLVE

The second training activity for the WWF was in conflict resolution through its then-subsidiary unit (now a separate entity) known as RESOLVE. The RESOLVE group is staffed by very capable conflict resolution specialists who have considerable experience in the U S on environmental conflict resolution. The implementation of conflict resolution workshops in the CEE was somewhat variable in quality. The team's review of RESOLVE materials suggests that workshop handouts consisted largely of "talking points". Reference resources with much more "take home" value would have been welcomed by participants, especially had they included substantive comparative case materials enriched with locally relevant problems. Participants who were interviewed consistently praised the workshops even though some ICCs and partnered NGOs criticized RESOLVE over late payments to sub-grantees, and

late delivery of training materials⁶ Even so, RESOLVE has a good track record of picking excellent local NGO partners and sticking with them For example, its primary Polish NGO partner, the Center for Negotiation and Conflict Resolution (CNCR) with whom we met in Warsaw, was an outstanding example of how the U S partner identified and worked with a promising local organization starting with a trial designated grant and continuing until the CNCR had matured to serve as a national and even regional resource in the field

3 *Institute for Sustainable Communities*

"The Institute of Sustainable Communities truly acts as though it wants to leave something meaningful behind in recipient countries "

An ETP Participant

The Institute for Sustainable Communities (ISC) has placed considerable human resources in assisting the ETP program, both directly and indirectly The ISC assisted the ICCs in expanding the range of contacts in the environmental community, both in recipient countries and the U S These contacts were very useful for the ICCs in developing a more comprehensive network within the environmental community, and ensuring the ETP was able to reach a broad audience ISC has played a particularly important role in supporting the Yantra River Basin Council's evolution in Bulgaria Its dual role as a member of the ETP Consortium and as EPA's principal technical resource for advising their EMTCs has undoubtedly been a major factor in the excellent working relations the two projects have enjoyed in the field

Management of Field Operations

The ISC, in its management of field operations, was the most reliable of all Consortium partners in providing consistent, on-time payments to designated grantees who organized their workshops This greatly reduced uncertainty for those organizers in ensuring the greatest possible effectiveness in logistic arrangements The ISC workshops themselves were variable in quality Some workshops were cited by participants as being very effective, largely due to the ISC focusing on adapting workshop material to local conditions The ISC was able to arrange for trainers to visit prospective participants prior to workshops and gain invaluable insight to designing the workshop materials This action, which greatly improved the application of the materials to local conditions, is, in part, a reason why some ISC workshops were so highly rated by participants

⁶ The evaluation team was in Romania as RESOLVE was carrying out two workshops with local NGOs as designated grantees responsible for workshop logistics, organization and local support Neither of these NGOs had received fund advances to meet their set-up costs for the workshops Even after extensive inquiry on return to the U S we have been unable to determine the precise cause of the serious delays in funding that these local partners suffered It is clear however that the responsibility is shared among WWF RESOLVE and the UM system The partners need to carefully study this case and take the remedial action needed to avoid a problem that has become a repeated failure in responsible partnership relations

However, the ISC's strong emphasis on adapting workshops to local conditions created some problems for the ICCs in organizing workshops. On a few occasions, the ISC submitted large quantities of materials behind schedule, which forced the ICCs to arrange translation on short notice. Additionally, ISC trainers requested changes in workshop materials during the workshop which also caused problems in translating the revised material on an overnight basis.

4 *Center for Hazardous Materials Research (CHMR)*

The team had relatively little contact with trainers from workshops organized by the CHMR. This is due to the few workshops given by the Center in the countries visited by the evaluation team. Therefore, the evaluation provided below is based on less data than for other members of the ETP Consortium.

The primary management issue with CHMR relates to the merging of the Center with the National Environmental Technology Applications Center (NETAC) during Year 1 of ETP. At the time of the merger, CHMR requested an increase in their overhead rates for activities under ETP, a cause for some internal conflict within the Consortium. While the issue was later resolved, it did cause the delay of some important initial training activities in the first year.

5 *In-Country Coordinators--Management Systems and Practices*

The ICCs represent the backbone of ETP activities in the field. The ICCs in each country were dedicated, extremely hardworking, and capable. They were often asked to carry out work well "above the call of duty." The evaluation team was consistently impressed with all of the ICCs and their accomplishments under very trying circumstances. The Consortium merits high marks for the recruitment of these talented people and for encouraging them to use their considerable talents to make the program "work."

At the October 1994 Consortium retreat, ICCs were informed that they were to become full partners in the ETP management team and would be enjoying increased delegations of management authority for their field operations. Frankly, until now, ICCs have often been placed in untenable positions by the Consortium as they tried to carry out their responsibilities. The ICC's have been responsible for arranging all workshop logistics and maintaining quality control over all deliveries. But they have had neither the authority to solve local problems as they arose nor the resources to meet ETP program expenses. They have no reserve funds to cover costs for sub-grantees when payments to them are not made in a timely fashion. As a result, when sub-grantees are not paid on time, the ICCs feel that they are forced to find funding from other sources to help cover short-term commitments. This may be resulting in the commingling of operating funds and follow-up resources with various grants. At times, the team found that ICC staff were even using their personal funds to cover grantee expenses for workshops because of the long delays in payments from UM.

Though ICCs have received initial cash operating advances, their funds are replenished on an "expense-reimbursement" schedule. Here again, UM delays in payments often results in significant cash-flow problems for the ICCs. Moreover, the evaluation team noted several instances of UM under-budgeting for ICC expenses that further exacerbated their thin reserves when local disbursement exceeded the budget item covered by the advance. In the recommendations that follow, alternative solutions to these problems are proposed.

C Training and Trainees

Trainee Selection, Training Content, the Methods, the Results

1 Needs Assessment-Setting Priorities

To choose appropriate training for ETP before program start-up, the Consortium drew on their own extensive CEE research and experience as well as advice from prominent environmentalists and development planners regarding what subjects should be taught. After the CA was signed, the USAID/Consortium rapid assessment site visits followed. A first-year work plan with course listings and calendars was then drawn up for review and approval by each OAR and by USAID/W, the course offerings in the work plan were then vetted in a high-level regional conference in Bulgaria in September of 1992. Thus, the needs for training were determined using an academic frame of reference of "required" knowledge and skills, rather than based on a method which studies institutional capabilities and development needs plus current on-the-job behaviors and attitudes and then prepares training to meet the demands of change. Due to the extenuating conditions of the "countries in transition" during the rapid field assessments, a precise correlation was not made between existing environmental problems and the specific training requirements necessary to produce ameliorative changes. This was discussed in Section A above as the missing qualitative inventory of training targets and the absence of a derivative "training needs assessment". The absence of this tool has impeded our measuring the impact of ETP training with any precision.

Nonetheless the need in the CEE region for new knowledge and skills in environmental management was clear to the Consortium. Even more so was the need to change the attitudes of the people toward environmental disaster from one of fatalism toward one of positive participatory change. The four group target for the training was a reasoned choice for USAID and the partnership.

Usually a training needs assessment identifies the knowledge, skills, or attitudes that require attention. But as mentioned above in this project a training need became "the METHOD" an interactive, inter-sectoral, participatory exercise in democracy in action. It has become a very important if not the most salient feature in the evolution of the project.

2 Selection of Participants--Tending the Network

The selection of participants for the various courses is an important feature of the success of ETP. The selection process is conducted by the ICC who sends invitational letters

to key people in the organizations which are working on the issues, themes or problems that the courses will address. Generally these are research institutes, government offices, businesses, and NGOs. The ICCs spend considerable time identifying these training targets using their professional experience in the region and their experience as environmental activists. Accompanying the letter of invitation is a questionnaire which seeks information about the participant's knowledge of the course topic and about the relevance the course has for the participant's work needs, as well as the participant's expectations of the course. The ICC studies the responses to the letters and questionnaires and decides on the appropriate mix of people from the diverse sectors of the region. The choice of these participants is crucial in the quality control of ETP. ETP alumni across the CEE now form a network of informed environmental activists in the region with a nucleus of key leaders. Unfortunately, the Consortium has not yet prepared the necessary computer software to assist ICCs in building a database on each individual participant and for use in follow-up activities.

3 The Curriculum Program Content, Costs, and Replicability

The ETP courses prepared by the Consortium partners were intended to be brief, stand-alone workshops on themes that would build the capacity of the four targeted groups: NGOs, business, local/regional government, and universities. Thus, each course is prepared as a discrete entity or singular experience. On the other hand, the partners wanted these courses to become building blocks of knowledge. At least 30 percent of workshop participation is with second, third, or even fifth time attenders. Given this reality, course materials need to be reviewed in terms of a better modular design. Because ETP has not used a cohesive, sequential instructional approach to develop a mini-curriculum in each of the target content areas, there is a lack of continuity that reduces the effectiveness of the courses as a "body of knowledge."

ETP offers a variety of courses such as financial management, environmental auditing, waste management, and strategic planning. The initial course offering taught people how to prepare a business plan--a skill potential environmental entrepreneurs have been very eager to learn. As ETP has progressed, it has become clear that the offer of these courses has created the demand for them. There appears to be a great thirst for learning about environmental management. Clearly participation is made easy and comfortable in residential settings with full subsidy by ETP (participants pay only small fees or, in most cases, no fee whatsoever). As a non-formal, non-institutionalized education program, ETP has sustainability problems. There is no plan for local replication of the courses, nor is there a formal plan for the systematic preparation of local trainers. These "one time" course offerings are not cost-effective. Though some courses of the Consortium members have been offered more than once they have not been left with a local partner as "stand-alone instructional packages" which can be offered again by local NGOs, local governments, or others.

4 *Methodology*

The most significant and salient impact of the ETP project is the introduction of its participatory, interactive, cross-sectoral methodology. This type of teaching/learning model was new to the Eastern Europeans, and it has been embraced enthusiastically by them. Rather than the authoritarian, didactic lecture which is the standard pedagogy in the region, the participants are engaged in dynamic, experiential learning activities. All participants identify this methodology as indicative of an ETP course. It is recognized as an exercise in democracy in action as consensus-building emerges in the class discussions. Using an inter-sectoral mix of diverse participants which includes the target groups of environmental entrepreneurs, NGOs, universities, and local government, this learning process is a consistent strength of this project. At first people admit they are ill at ease with the different techniques, but they agree by the time a workshop is over, that the experience in the ETP democratic methodology has changed their attitudes and behavior as much as the actual substantive content on environmental matters.

The preferred modality for all ETP courses is the workshop/retreat where everyone is lodged and fed together throughout the course. Though this obviously contributes to interactive process, it is costly and cannot be sustained without continuing subsidy. In addition to training courses, the ETP project has an intern component bringing people from each country for a study tour in the United States and fellowships for Ph D candidates. The interns are using their experiences from U S study tours in creative ways in the ETP program.

5 *Role of Sub-Grantee*

Under the Cooperative Agreement, ETP has a goal of placing 50 percent of its resources in sub-grant activities. This component of the project encourages innovation and local relevance. Proposals are accepted from both U S and local applicants and the selection is made by independent evaluators, but there are difficulties maintaining quality control. Yet, this is the way ETP plants the seed money to bring the local activists into the project and develop its country identity. So far, ETP has nurtured and developed a significant cadre of strong leaders by first, inviting selected people to be workshop participants, teaching them proposal writing skills, and then encouraging them to submit proposals for ETP sub-grants as well as to other funders.

These local initiatives are funded through an open bid process with some designated grants which permits ETP to address local needs with input from the people immediately involved in the problems and challenges of the region. It is an important component of ETP, but it relies on direction from the Consortium and does not include enough ICC and OAR local decision-making to assure local relevance and activity coordination within the sector by the grantees.

6 *Follow-up and Feedback*

Within the current framework of ETP, follow-up has not been systematically used to capture participant feedback that can be incorporated into workshop revisions nor are participants regularly tracked after training to find out the impact the training experience had on their organization and their personal work. Each year a retreat is conducted by the Consortium to look at progress to date, but primarily it focuses on the next year's operational plan and budget. No evidence was found that feedback from participants in each country was ever included in a retreat agenda. Follow-up to workshops has effectively consolidated specific workshop objectives. This is quite different than follow-up to capture feedback for revising training content and approach and for systematic impact tracking. Simply put, there is no systematic participant data gathered in the field and there is no systematic central effort to analyze what little data does get through the system. Requests for course enrollment statistics from the UM/HHHI headquarters to assist with the team's evaluation produced confusing unreliable numbers that UM staff admitted were not complete or accurate. Even the first year's participant numbers by country could not be reliably given to the team at this mid-point in the project's third year of operations. The course alumni have valuable contributions to make for improving workshop effectiveness, but there is now no mechanism to systematically gather this information and use it. As part of the learning process, the concept of formative evaluation, that is, the use of data to change and improve a program during implementation, has not been introduced in ETP. In this report, the team repeatedly emphasizes the urgency of designing and installing a management information system to serve this and other critical program needs.

7 *Documenting Training Results, Impacts, and Program Sustainability*

In 1993-1994, the Consortium partners decided to conduct an in-depth evaluation to determine the effectiveness, usefulness, and impact of the training program in Bulgaria. The local evaluators pointed out clearly that because there was no baseline information regarding the knowledge, skills, and responsibilities of the participants prior to their training, and no definition of their corresponding "training needs," the evaluation design had to use self-assessment opinion surveys and extensive interviews as the sources of data for the study. It pointed out that the ETP did not have clearly defined goals or specifically focused objectives, making it very difficult to measure results. Also, there are many variables that ETP is not considering such as the fact that many people are unfamiliar or uncomfortable answering questionnaires and this confounds the data. This evaluation model needs substantial revision as the information system is designed to serve this and other purposes.

The problems faced by the Bulgarian program evaluators are precisely the same faced by this team. The team had to rely on affective information--how our interlocutors "felt" about the training supplemented by our random, in-field observations of cases to illustrate the impact of the training. This was the only methodology possible under the circumstances. We have tried to summarize our findings in response to specific designated questions regarding training impacts and meeting training needs as they were asked in our Scope of Work. This summary is in Chapter IV following. Further case material is cited in the country reports to be found in the Annexes.

III. MAJOR RECOMMENDATIONS

This chapter is divided into three major sections. Each one briefly recapitulates the key findings detailed there and then presents recommendations for mid-course corrections to the ETP program.

A Recommendations Regarding USAID-ETP Consortium Relations

In this section, major findings from the previous discussion are summarized and then followed by corresponding recommendations. The first set of recommendations are specific to USAID/W-Consortium relations and the evolving USAID/W-OAR relationships in the new decentralized order. The last recommendations are addressed specifically to the OARs in the three countries visited.

Findings

- 1 Since the start of the ETP Cooperative Agreement, critical changes have occurred in USAID's Program Policies to effect major decentralization of management. OARs are developing country-specific programs and strategic plans to replace or redefine USAID/W regional projects. OAR program coordination and oversight is replacing the primacy of USAID/W (and other USG Agencies') project management. Effective sector integration, with focus and concentration, is replacing previously fragmented projects.
- 2 The ETP Cooperative Agreement retains artifacts of the old order, with centralized USAID/W Regional controls, that are out of phase with ETP's evolution and decentralized OAR authorities. The Consortium has now recognized that its strong, experienced, able ICCs need decentralized authority to match responsibilities so as to interface with decentralized authority in the OAR, to use resources effectively for follow-through action, and for program development. CA amendments need to eliminate layered approvals which impede timely action (ICCs to OARs, to ETP Minnesota, to USAID/W, to OARs, to ICC). ICCs need to be oriented by ETP Management, USAID/W on their new decentralized program management roles and how to share in strategic planning with OARs. Budgetary implications and Cooperative Agreement Amendments require ETP USAID/W Project Manager analysis and vetting with each OAR.
- 3 - ETP and USAID/W have not engaged the OARs in discussing country-specific end-of-project strategies. Some potentially significant institutionalization of ETP outcomes are beginning to emerge in each country, but thoughtful rethinking of the delivery system to serve these ends is needed. Both tracking impacts (putting tools in place for objective measurement) and planning for sustainable outcomes (institutionalizing results) need concentrated attention. A first critical missing tool for this function is the lack of a comprehensive, common-use Management Information System.

- 4 UM-USAID/W financial managers need to resolve how USAID advances of funds under the USAID Letter of Credit could, if properly utilized, reduce chronic funding delays to ETP field programs (see Section B, following)

Recommendations

- 1 The ETP/UM/HHHI project manager should request the assistance of a senior University Financial Analyst, or an outside consultant, to develop an improved USAID funds-advance and program-supportive disbursement system to effectively utilize USAID resources and advances
- 2 USAID/W and the Consortium, if necessary, should develop amendments to the Cooperative Agreement to provide for more appropriate decentralized authority consistent with USAID's own changing focus and the new centralized management roles of the ICCs within the Consortium
- 3 Country-specific, end-of-project strategic planning should be started to provide for the most appropriate of the following options for vetting with each of the OARs (including time-line and budgetary implications)
 - **In Bulgaria** focusing future workshops/grants primarily on institutionalizing the capacity of the Yantra River Basin Council (leading to its formalization as a democratically organized Special District Authority under Bulgarian law), secondarily on developing a trained cadre of Bulgarian trainers, especially in the NGO-Academic partnerships, and finally on institutionalizing ETP network maintenance in the Yantra River area and in Varna
 - **In Romania** the ground has been laid in Pitești, with the GAMA group, for starting an Argeș River Basin Council initiative there, with support from the OAR, similar efforts might be considered for the Olt River Basin (based in Sibiu) and the Prahova (based in Ploești) Though ETP momentum is excellent, there is no real strategic focus to the program now Moreover, the OAR is highly interested in the approach as a way of tying together ETP with WEC, WASH, local government development in these areas, and thus, with democracy/civil society building with NGOs
 - **In Poland** First, re-examine ETP-planned inputs to the Silesian Technical University's (STU) Post Diploma Studies Program to assure a more coherent and integrated curricular approach and, in connection there, examine STU's potential role as the future steward of the ETP participant network, in cooperation with PKE, second, engage the OAR in a discussion of how the ETP might better serve his strategic objectives in local government development and in meeting training needs within Poland's EAP strategy OAR Poland may want to consider using ETP to experiment with forming a non-

governmental Environmental Coordination Council for the Katowice region that could act much as the YRBC does in Bulgaria

- 4 ETP, based on ICC/partner analysis of progress, in cooperation with USAID/W Project Manager and OARs' assessments, should agree to reassess planned workshop deliveries to serve the end-of-project, strategic foci for each country and, to the maximum extent possible, using more locally trained trainers and local partners to tailor workshops as follow-on actions to the substantial base now in place in each country ICCs, working with the OARs, should have the lead role in this process
- 5 USAID/W should concur in the impact tracking system, currently under design in ETP-HHHI, and that it be put in final form as soon as possible, be made a follow-up requirement for each future workshop, and be used in follow-on activities by ICCs to capture information from prior workshops This should be incorporated into the recommended ETP MIS
- 6 USAID/W should concur that ETP-HHHI develop a common software program for the ICCs to implement immediately for profiling, rostering, and accessing their rapidly expanding participant roster, also as integral to the overall MIS recommended here

Recommendations to USAID/Poland

- 1 The ETP ICC in Katowice has requested a letter from OAR that would recognize the ETP-ICC and his role as within the US official bilateral program in Poland This letter may never be needed, but on the other hand, should tax or other issues arise with Polish authorities regarding the ETP accounts and operation in Poland, such an official communication could be very helpful in resolving problems The OAR Poland has assured the team that such a letter would be provided shortly
- 2 Poland-specific future relations to the upcoming EAP and its training needs could take into account the existing, demonstrated ETP capacity USAID/W's approach of compartmentalizing these program initiatives appears to be both inefficient and counter-productive The team would recommend opening that envelope so that ETP could be engaged in a training needs assessment for the Poland EAP Then, the issue of ETP project extension and level of effort for ETP to provide services associated with the EAP could be meaningfully addressed The team would certainly recommend using and extending ETP for meeting training needs under the EAP rather than reinventing some new, untried instrument for this purpose An amendment to the ETP CA could allow for buy-ins from the EAP or other projects to the Consortium for training services outside the current core-funded ETP program

Recommendations to USAID/Bulgaria

1 From the point of view of the Consortium, OAR/Sofia has made a precipitous decision to phase out ETP two years earlier than planned by them. However reasonable this may seem in terms of USAID portfolio management and finance in Bulgaria, it creates serious problems for the project and its development logic. The five-year planning framework afforded the Consortium a time-line of incremental efforts to create sustainable local training capacities and to generate institutionalized results from training. In effect, the last two years were, indeed, the pay-off years.

2 It is the team's judgement that OAR/Bulgaria should reconsider this decision. We do not argue for a full five-year continuation or any specific level of funding, but we do insist that a phase-out strategy and a corresponding budget should result from a genuine working plan and not from an announced cut-off. The resulting plan should drive the funding and the time-horizon decisions. Planned follow-on links to ongoing and future USAID/Bulgaria activities should be included in the strategy and built into the phase-out. This would include provision for the following

- ***The Yantra River Basin Council*** This body, borne of ETP's and others' efforts, is a highly valuable development with great potential for Bulgaria's environmental management. There is no tradition in this country, or elsewhere in the CEE region for that matter, for natural resource self-governance through special districts created at local initiative. In the U.S. and Western Europe, such bodies are commonplace and key elements in trans-jurisdictional resource management, designed to the scale of natural geography. The YRBC is now a coordinating NGO. It is made up of 37 representatives from 15 municipal governments plus area voluntary organizations, water supply and user groups, and scientific institutes. With care, it could become Bulgaria's first sub-regional, democratically governed, natural resource authority. However, national legislation would be needed to permit its legal conversion into a body with taxing/fee-setting authorities and other resource-mobilizing modalities with real capacity and authority over the river basin domain. The YRBC needs a sequence of developmental efforts to get there. ETP now funds its secretariat. VOCA has supplied its short-term advisor. Further assistance is needed to help the Council shape a law, design the constituting authority and its rules (accountability base to citizens through the 15 elected governments in the basin and with other stakeholder representation), set its mandate and limits, and provide for its resource base.

ETP and OAR/Sofia should shape a strategy for appropriate follow-through assistance to the Council. It may be that the new local government project in Bulgaria could do this. There may be a supportive TA role for WASH and the GIS project. The systematic evolution of the YRBC into a YRB Authority could set the example for river basin management in Bulgaria, if not for all

eleven of Bulgaria's major river basins, at least for the six most important including their watersheds and their effluent termini at the Danube or the Black Sea. The potential should not be lost

- ***Follow-on Training Capacity in the Regions*** The team is not convinced that ETP Bulgaria should try to develop formal post-diploma programs either in Gabrovo or in Varna. However, further training of trainers, linked to the two technical universities there might assure a sustainable base for self-initiated training by these two institutions (Frankly, we discount other institutions interviewed such as the European Business College in Veliko-Turnovo.) However, a cut-off of ETP funding in Bulgaria without planning for this strategy denies the project the chance to reach effective closure on this issue. The matter could be well coordinated with the EMTC board to explore its follow-on capacity and its ability to network in this arena. Other measures with other actors might be possible, but we urge that USAID/Sofia should be engaged, not disengaged from the planning. It should then make decisions--not beforehand and not without the investment in strategic planning

Recommendations to USAID/Romania

- 1 USAID/W EUR/ENR, the OAR Bucharest and the Consortium should engage in a thorough strategic planning exercise to formulate the focus, level of effort, and role of ETP in Romania. Building on work to date and the excellent spirit of inter-project coordination created by the OAR, the team believes that such an effort could make this project a powerful tool of consolidating and institutionalizing those gains. The model recommended for that strategic focus includes one or more River Basin Councils

The team also recommends that ETP's workshop planning, by Consortium members or by solicited grants to Romanian institutions, be grounded on the agreed strategy and not on off-the-shelf capacity among the Consortium partners. The training targets should be carefully coordinated with WEC, WASH, HIID, and the upcoming EAP projects

- 3 A time-line and resource levels needed for ETP workshops within this strategy should then be used to renegotiate the funding required and the time for project close-out. If the project authorization and the Cooperative Agreement require amendments to accommodate these plans, that, of course, should be done accordingly
- 4 If appropriate to the strategy, assistance to form one or more River Basin Council secretariats (for the Argeş, and the Prahova and the Olt--if they are included) should be provided for either in the ETP envelope or through other arrangements such as in the EAP or through WASH

B Recommendations Regarding ETP Management: The Consortium, The Partners, and the ICCs

While the ETP program has made substantial progress in the first 30 months specific management issues need to be addressed to allow the program to be more effective and to meet the challenges facing it in the upcoming years. The recommendations as in Section A above, are preceded by a summary finding. First, overall ETP management recommendations are presented, followed by specific recommendations to the Consortium partners. We then conclude with recommendations on management in each of the three countries visited: Poland, Bulgaria, and Romania.

1 University of Minnesota

Finding Chronic problems exist with ETP financial and program management at Minnesota which result in crippling delays in processing program agreements with partners and with sub-grantees, and with providing timely financial support to field operations. These problems are the outgrowth of three management characteristics on the UM system for ETP:

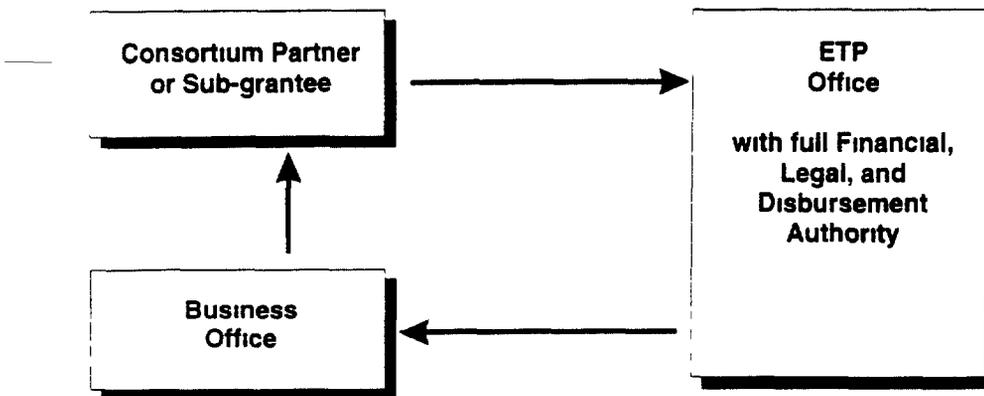
Finding No manager has a full-time, singular and fully vested professional interest in making the complex ETP/UM management system expeditiously serve program needs and objectives. The management structure uses five part-time managers who have insufficient financial and legal authority to solve issues, and are reliant on outside organizations (OIAP and ORTTA) for mission-critical tasks. This structure is inefficient, obscures authority and responsibility, and contributes to inflated overhead charges.

Finding Too many steps in the system for processing sub-agreements and financial instruments are physically (and managerially) in distinct locations on the UM campus. The financial management system pushes responsibility down the organization without commensurate authority and resource allocation at the field levels. The financial system is incapable of effectively dealing with management structure due to lack of performance by ORTTA. As a result, sub-grantees payment process is inadequate for meeting program needs. Either the University is not using its USAID Letter of Credit and Advance of Funds options properly or it is not translating this mechanism into an internal Advance of Funds system for approved ETP project activities to facilitate timely operations.

Recommendation 1 The financial management system must be restructured to prevent continued late payments and to increase the authority of the ICCs in orchestrating workshop arrangements. An improved management system would benefit both the ETP and the HHI in its international activities. Three possible alternatives, which are not mutually exclusive, are proposed for improving the system:

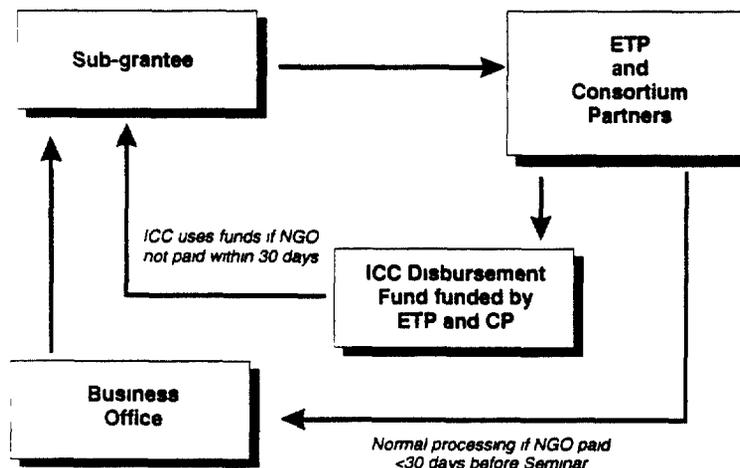
- Consolidate the ORTTA and OLAP responsibilities in one office in the HHHI for ETP accounting. This would allow a stronger management unit to solve problems and ensure that funding is disbursed in a timely manner. Such a system is illustrated in the following figure.

ALTERNATIVE #1: ACCELERATED ETP FINANCIAL PAPER FLOW



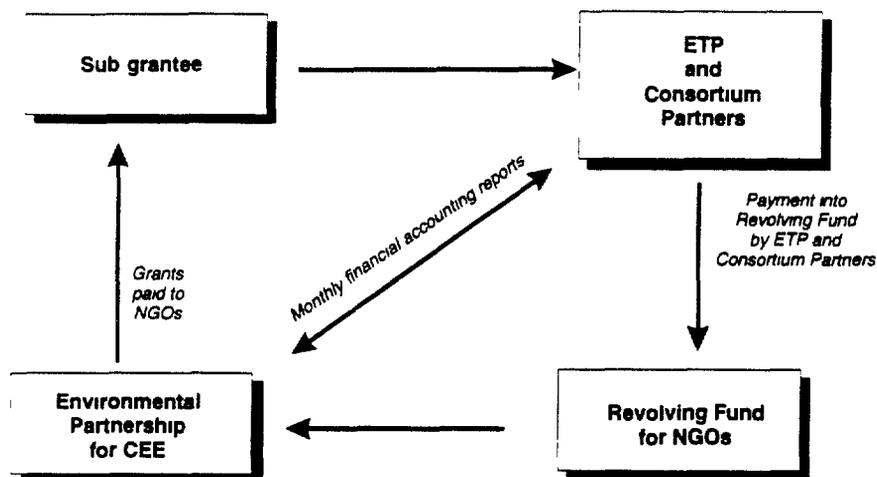
- A second option is for the University, together with the Consortium partners, to establish an "emergency fund" in each recipient country. This fund can be accessed by the ICC if funds have not been received within a certain period (such as 30 days) before a scheduled workshop. This fund would be used by the ICC, after notification to the ETP if funds for organizing the seminars have not been received. This system would allow Minnesota to use the USAID Letter of Credit and the Advance of Funds device throughout the system. This system is illustrated in the following figure.

ALTERNATIVE #2 INCREASED ICC RESPONSIBILITY



- A third alternative is to remove the financial responsibility for NGO grants from Minnesota and place it in another organization. For example, NGO grants could be administered through a revolving fund managed by a regionally based organization such as the Environmental Partnership for Central Europe (EP) based in Poland. Minnesota could establish a revolving fund with the EP with financial reports on executed sub-grants being used as the mechanism to replenish the fund. Overall supervision of the facility, along with selecting the NGOs for sub-grants should be carried out primarily by the EP and the ICCs in each country, with input from the Consortium partners. Such a system is illustrated in the following figure.

ALTERNATIVE #3 NGO PAYMENTS BY ENVIRONMENTAL PARTNERSHIP



Recommendation 2 The present management structure at the University of Minnesota is incapable of effectively managing the diverse range of activities. ETP management at the University of Minnesota must be restructured to provide for a full-time manager fully accountable for project activities and fewer part-time staff for support functions.

Internal Management Information System

Finding No information management system has been developed to keep track of participants and associated organizations. As a result, follow-up activities will be hindered.

Recommendation The University, in consultation with ICCs, should design and implement a comprehensive management information system and a database of all participants. This database should be centrally administered by the UM, and locally administered by ICCs. The UM should prepare a common-use computer software program and then provide training for its use so that the ICCs can produce analysis and tracking.

reports and can use the new system for follow-up actions as well as to start a program of systematic impact tracking. The MIS should be designed and implemented as soon as possible in English. Translation problems can be resolved later on a country-by-country basis.

Sub-Grants Management

Finding The ETP is operated on the myth that each Consortium partner plays an active role in quality control and effective support management of sub-grantees, especially with solicited grants. A slow and cumbersome RFP and selection process, combined with excessive USAID involvement, slows the effective implementation of workshop activities. USAID's need to approve every sub-grant, rather than overall criteria and targets, further exacerbates this situation. Too many U.S. sub-grants are not cost-effective, are of uneven quality, and fail to recognize the authority and local knowledge of the ICCs. Many sub-grants are made to organizations with existing ETP relationships, and insufficient criteria exist for bringing 'new blood' into the program. No sub-grants require follow-up for impact tracking and should do so henceforth.

Recommendation 1 The University, along with all Consortium partners, should re-examine the existing procedures for reviewing sub-grant applications to ensure that the appropriate mix is obtained of previous grantees versus new applicants and between in-country and U.S.-based grantees. This re-examination should also consider opportunities for increasing award exposure to prospective applicants in-country. Every grant should require follow-up geared to the new information management system, including impact tracking inputs.

Recommendation 2 USAID should not be involved in approving specific sub-grant applications. Rather, USAID and the OARs should work with the ICCs and ETP management to establish criteria and targets for sub-grant awards, and rely on the ICCs and ETP review committees to make specific awards.

Communications Management

Finding External information management has failed to provide even minimal outputs, with only one "quarterly bulletin" completed in 2.5 years. Micro-management involving ETP and USAID frustrates ICC opportunities to publish local newsletters and other products.

Recommendation While the University has partly addressed the issue by hiring a Communications Specialist, it still must adopt a communications strategy to make operational a yet-undefined program in this area. The Consortium must recognize the strategic and operational importance of communications. The Communications Specialist should be given substantial independent authority to promote communication among the ICCs, and to serve as

the primary conduit between the University, the USAID Project Officer the ICCs the Consortium partners, and the OARs

2 *World Wildlife Fund*

Finding The WWF provided excellent interactive workshop and network building, assisting ICCs in information sharing and providing on-time funding and support in information center training (library program) Resolve needs to address its problems with consistently late payments to sub-grantees, late delivery of materials, and the need for more take-away references for participant use after training

Recommendation 1 WWF should consider bringing the Library Program management under the local supervision of the ICC, while maintaining technical input to the program Unifying the management of the Library Program under the ICC would assist the ETP in working with the OAR to focus the ETP on the primary strategic objectives in each recipient country

Recommendation 2 WWF should more carefully monitor RESOLVE workshops to ensure that the issues noted above are rectified

3 *Institute for Sustainable Communities*

Finding The ISC has been very effective in the ETP program However, ISC workshop materials have sometimes been submitted in large quantities and at very late dates, placing excessive and inappropriate demands on ICCs

Recommendation The ISC should continue to provide its locally adapted methodology to workshops, but should ensure that materials are provided to ICCs in reasonable quantity and well in advance to ensure greater lead-time for ICCs to prepare each workshop

4 *Center for Hazardous Materials Research*

Finding Most CHMR workshops have been excellent while a few were considered by participants as being too basic and not sufficiently adapted to local conditions

Recommendation CHMR should increase its focus on workshop quality and local adaptation

5 *ICC Management*

Finding The ICCs, because of the UM financial management problems, are often forced to use funds from operations or follow-up activities to fund ongoing workshops This

is in no way indicative of misuse of resources, but it may well raise issues regarding the commingling of funds in the event of an USAID audit

Finding Clearly, ICCs have not, until now, been given authority commensurate with their responsibilities to manage workshops by ETP partners as well as sub-grantees. ICCs' operations require additional investments to ensure adequate management of future ETP activities

Recommendation 1 ETP management should follow through with their commitment to increase the authority and funding of the ICCs, this should include their authority to plan and choose workshops, develop local needs assessments, develop promotional and information materials, and develop long-term strategies in cooperation with the OARs

Recommendation 2 All Consortium partners should be more responsible for the quality of workshops, and should ensure that sub-grantees recognize the authority of the ICCs in local administration of workshops and in overseeing follow-up activities and impact data-gathering

Recommendation 3 The ICC should be encouraged to be more proactive in selecting topics for workshops according to their assessments of the primary training needs. The system in Years 1 and 2 of the project only permitted the ICC to select courses from a "shopping list" provided by the ETP or Consortium partners. In Year 3, the team saw some change to this supply-side approach to training. Encouraging the ICC to work with local organizations to design seminars could significantly assist the program in becoming more locally responsive to felt training needs and more supportive of high-impact potential events

Country-Specific Recommendations Regarding Management

Poland

The ICC Katowice Office Requires Additional Management Staff The current skeletal staff at the office is insufficient for effective management and supervision of all ETP activities. The office requires at least one additional staff member, a larger office, and additional equipment (computer, fax) to manage the program in Years 4 and 5. Having a full-time office manager would allow the ICC Director, and his assistant, who also should be full-time, to focus on the key managerial and strategic issues of the program and would reduce the amount of time consumed by routine office administrative activities

Bulgaria

The OAR and the Consortium must communicate effectively on financial matters and coordinate the decrease in funding in a mutually agreed end-of-project strategy. The OARs' belief that Year 4 funding will include \$500,000 in an uncommitted pipeline is at odds with

the University's financial assessment. Clearly, if this funding is not available, the drop in funding to \$64,000 in Year 4 does not represent a well-orchestrated and thoughtful disengagement strategy. The team would also suggest that the OAR is seriously misjudging the relative effectiveness of the ETP program in institutionalizing major gains (e.g., the YRBC) compared to the EMTC activity which is struggling to institutionalize itself.

The Bulgaria phase-out should focus on bringing the Yantra River Basin Council to maturity, including more support to the Secretariat with whatever follow-up technical assistance and training is needed to assure a sustainable outcome.

Romania

The ICC in Bucharest should begin developing, with the OAR/Bucharest, an examination of the possibilities of a river management strategy for the Arges and, if resources permit for the Olt and the Prahova River Basins as well. If such a program is agreed upon, it may be appropriate to consider having an ETP sub-office in Pitești and/or Sibiu or at least to execute a support agreement for sub-regional program support with a local partner on site.

C Recommendations Regarding Training

Two important issues-- sustainability and cost/effectiveness--need to be kept in the forefront of all ETP planning for the final years of the program.

1. ETP Consortium members, with the OARs in each country, need to formulate a cohesive, integrated, and focused educational program, focused on an institutionalized outcome such as the River Basin Council or similar instrument of coordinated, long-term environmental action. This model can engage the grassroots NGOs as well as the polluting industries, along with local governments and universities. It may not fit in all countries, but the concept can be used everywhere for adaptation. Here we suggest how the approach could provide a step-wise framework for planning training.

The Yantra River Basin Training Plan should be worked through using the following simple steps:

- First, with the existing NGO Council, a baseline Training Needs Assessment for key river basin actors and stakeholders should be carried out.
- A training plan to meet these needs should follow, using a multidisciplinary approach including instructional systems design, environmental management, and organizational development.
- Local trainers should be selected and prepared to develop and carry out the workshops and to plan follow-on activities.

- Meanwhile, technical assistance should be provided to the Council to help in developing a strategy for its evolution into a River Basin Authority with all of the legal attributes of a special district governing agency
 - OAR/Bulgaria should replan ETP phase-out funding to achieve at least these program objectives in the YRBC for sustainable project closure
- 2 At this stage in the project, ETP should concentrate on reinforcing existing strengths which can be sustainable and cost-effective, such as
- Develop a corps of "Trainers of Trainers" to have more cost-effective training with local personnel through the end of the project and to assure sustainability of the ETP democratic, interactive training methodology This should be done this year, in each country, drawing, especially (but not exclusively) from prior ETP trainees, facilitators, and in-country trainers who have shown ability and interest in innovative pedagogical techniques and open dynamic communication activities
 - Develop quality controlled, interactive workbooks and manuals based on participant feedback Materials which can be used both during workshops and for reference afterwards need to be emphasized This practice should be carried over into all course material
 - Though ETP did not intend to institutionalize its training, the opportunity does exist to replicate the courses A replication strategy should be formulated in each country with target NGOs, universities, and consulting groups engaged in the dialogue
- 3 ETP should diversify the delivery systems for training using more cost-effective means than the current residential retreat format
- 4 ETP must provide ICCs with a computerized system for program information management Without it, they are limited in their ability to do effective follow-up and program results analysis Moreover, this system will develop a data bank, which, at the end of the project, can be used by others to further the powerful environmental support network the ETP has developed as well as yield information useful to other environmental action programs by USAID and other donors
- 5 ETP needs to diversify the follow-up techniques to include activities such as mentoring and consulting
- 6 ETP should intensify the public information activities and include more involvement of journalists and the media in all workshops

IV SIX STRATEGIC EVALUATION ISSUES

The evaluation team believes that it has amply covered all issues raised in its charge by USAID in the formal Scope of Work in the three foregoing chapters and in the three country annexes to this report. However, USAID and members of the Consortium requested that this chapter be included in the report. In fact, it is a recapitulation of information fully documented elsewhere, but here summarized as responses to six issues as they were prescribed in the Terms of Reference for the assignment. The Scope of Work, Chapter III Section B calls these "Issues for the Strategic Evaluation." The first five are listed as the 'Contractor's overriding objectives.' An additional "complementary" issue is added regarding ETP's impact on local governments.

The chapter is in fact a listing of these issues with commentary. The first issue, the most complex and the most contentious in terms of methodological issues for evaluation, is addressed in the form of three country charts. The others are addressed in narrative.

STRATEGIC ISSUE 1 *"To assess and document the effectiveness and impact of the program in addressing training needs in Bulgaria, Poland, and Romania"*

Elsewhere in the report the team has discussed its concern about the way in which 'training needs' were established by the ETP Consortium and USAID. We have argued that for lack of a clear baseline with a qualitative inventory of the target groups' needs, the training needs were not objectively and methodically assessed. However, for the sake of this response, we have extrapolated from ETP's practice the assumed "training needs" however they were derived, from Consortium/USAID research and from their joint, rapid, field appraisals. The charts on the following three pages summarize our evidence of ETP's effectiveness and its impact in meeting these "needs" in each of the countries visited. In each chart, the left-hand column summarizes the "training needs" that ETP has in fact addressed. The other column summarizes the evaluation findings of "evidence" regarding the effectiveness and impact of ETP training in addressing these "needs."

POLAND ETP OUTPUTS 22 Workshops/courses 560 Participants

Training Needs	ETP Effectiveness and Impact
<p><u>Democratic Group Action</u> -Learn to share cross sectoral dialogue & democratic process, to study issues & form joint agendas to solve env problems how to move groups from ideas to joint action by regions & by key problems</p>	<p>The team interviewed over 100 Polish participants in ETP workshops Consistently they cited ETP's interactive participatory, cross-sectoral methodology as an eye opening experience in democratic practice NGO leaders in particular cite repeated uses of the method in their follow-on work with others In a round-table with some 35 ETP alumni most having attended 2 or more workshops We were told that ETP has begun a revolution not only in training, but in democratic practice in Poland</p>
<p><u>NGOs</u> Learn to build org capacity, seek funds/write proposals, manage resources/people, build memberships & reach publics, mobilize media other info means form coalitions for action</p>	<p>The REC for Poland informed the team that Polish NGOs trained by ETP receive their highest marks in grant requests they consistently shows strengths in strategic planning, organization and sound eco-action programs Interviews with the Environmental Partnership, with the Polish Ecological club and numerous other NGOs demonstrated that ETP training has strengthened and expanded the Polish environmental NGO network and their programs</p>
<p><u>Small/Med Env Business</u> Learn to write/employ business plans, shape marketing strategy, business mgmt & finance - Learn to sell env services for Audits Impact Assmnts other consulting areas</p>	<p>One env business in organic cleaning grew from 75 employees before ETP training to over 200 after & thru ETP formed a partnership with a U S firm to market eco-safe products 2 businesses reported improving and expanding because of ETP training 3 businesses that market HRD (training) learned as grantees the ETP method and are applying it in all their work</p>
<p><u>Local/Regional Government Units with Eco-Mgmt Duty</u> Learn to shape Eco-Mgmt Plans/Strategies, to write sound env regs & enforce them to do Env Audits, Impact Assessments & Inspections, to manage/reg urban/industry waste pro-ected areas & to manage & conserve water, etc</p>	<p>The Katowice Voivodship (provincial) governance considers ETP a major influence in shaping public policy through its trainees in all sectors Through the LEM project ETP training methods are being used to reach 5 large Gaminas (municipalities) Public research institutes in Katowice have been major participants in ETP training and as advisors to government are applying ETP learning and methods in their work for government policy makers ETP's direct local government training was yet to begin since local elections had only recently been held Thus we cannot now assess its impact and effect</p>
<p><u>Universities & Training /Research Institutes</u> Learn to teach <i>applied</i> ecology with new methods, curricula to design/offer relevant short courses for key eco-actors to design eco-studies curricula</p>	<p>The crown jewel of ETP/Poland is the emerging Post-Diploma Studies program at the Silesian Technical University With a very small direct financial contribution ETP is leveraging a major commitment to a new post-graduate degree program aimed at the managers of the major polluting industries of the black triangle Though curriculum work is needed to integrate ETP with other studies the STU commitment is firm and the program very promising</p>

BULGARIA ETP OUTPUTS: 33 workshops/courses 758 Participants

Training	ETP Effectiveness and Impact
<p><u>Democratic Group Action</u> Learn to share cross-sectoral dialogue & democratic process, to study issues & form joint agendas to solve env problems, how to move groups from ideas to joint action by regions & by key problems</p>	<p>The most dramatic evidence of applied ETP methodology in democratic action is found in Bulgaria's Yantra River Basin Council Through ETP 12 local government plus NGOs industries, universities and institutes and local businesses have formed a 37 member voluntary council to democratically govern the YRB environment Bulgarian ETP participants elsewhere also attest to their "democratic conversions" through ETP training and are using it in conflict resolution and public problem solving locally</p>
<p><u>NGOs</u> Learn to build org capacity seek funds/write proposals, manage resources/people, build memberships & reach publics mobilize media, other info means, form coalitions for action</p>	<p>In Bulgaria, the REC office also attested to the high quality of ETP trained NGO proposals for grant funding for their programs New NGOs in the YRB area are extending their influence through public education programs, journals, and public action campaigns Old NGOs, like Eco-Glasnost-Varna have used ETP training to expand services in Env Audit and Assessments, school awareness campaigns, expanded newsletter coverage and other activities</p>
<p><u>Small/Med Env Business</u> - Learn to write/employ business plans, shape marketing strategy, business mgmt & finance - Learn to sell env services for Audits, Impact Assmnts other consulting areas</p>	<p>An Asbestos products manufacturer trained by ETP is searching for alternative products Two water companies have reformed operations following ETP training A Hunter/Fisher NGO in the "game-tourism" business is using proceeds to promote conservation practices among farmers in the YRB watershed The Varna Tech Univ is now teaching ETP env business planning and marketing</p>
<p><u>Local/Regional Government Units with Eco-Mgmt Duty</u> Learn to shape Eco-Mgmt Plans/Strategies, to write sound env regs & enforce them to do Env Audits, Impact Assessments & Inspections, to manage/reg urban/industry waste protected areas & to manage & conserve water, etc</p>	<p>All municipalities in the extended Yantra River Basin area including Veliko-Turnovo, Gabrovo and Silvievo, have ETP-trained staff Since training, all have adopted strategic environmental plans, instituted improved waste management regulations and public services, adopted new municipal environmental regulations and fee systems Ex-mayor of Varna confirmed ETP training there has caused municipal officials to adopt new waste manage practices at their Black Sea outfall The YRBC is itself a unique CEE experiment in cooperative self-government among 12 participating municipalities - all due to ETP</p>
<p><u>Universities & Training /Research Institutes</u> Learn to teach <i>applied</i> ecology with new methods, curricula, to design/offer relevant short courses for key eco actors to design eco-study curricula</p>	<p>The team met with four advanced training institutions in Bulgaria all were adapting ETP course materials for their curricula Only the Tech Univ /Gabrovo was ready to present a full ecological studies curriculum but was already offering short courses using ETP materials The Tech Univ at Varna was also incorporating ETP materials and methods, especially in the courses taught by the 6-8 professors who had served as trainers in ETP programs</p>

ROMANIA ETP OUTPUTS: 14 workshops/courses 468 Participants

Training Needs	ETP Effectiveness and Impact
<p><u>Democratic Group Action</u> -Learn to share cross-sectoral dialogue & democratic process to study issues & form joint agendas to solve env problems how to move groups from ideas to joint action by regions & by key problems</p>	<p>Romanian ETP participants echoed the views of Polish and Bulgarians regarding the revolutionary methods of democratic process and participation fomented by ETP In this highly suspicious society ETP has provided major breakthroughs for many Cooperation among NGOs has greatly expanded and a dialogue among the sectors, not before seen, is working in among the environmental sector actors Government EPA offices partnered with ETP are promoting NGOs and new community action groups</p>
<p><u>NGOs</u> Learn to build org capacity seek funds/write proposals manage resources/people, build memberships & reach publics, mobilize media, other info means form coalitions for action</p>	<p>The environmental NGO explosion in Romania has benefitted from ETP training, especially the PACT workshops through new organization capacity, and improved programs NGO cooperation (52 formed a new national association after ETP workshops) is growing NGOs in the Argeş River Basin are taking the lead like GAMA Group in major new eco-management initiatives NGOs partnered with ETP are committed and strong</p>
<p><u>Small/Med Env Business</u> Learn to write/employ business plans shape marketing strategy business mgmt & finance, Learn to sell env services for Audits, Impact Assmnts other consulting areas</p>	<p>One Romanian businessman got a major World Bank env contract which he credits primarily to ETP training in planning and marketing Another in waste management has joined with the GAMA group and other NGOs to expand private services through the Argeş communities A major polluting industry in Piteşti followed ETP training with a WEC grant to start voluntary effluent clean-up</p>
<p><u>Local/Regional Government Units with Eco-Mgmt Duty</u> Learn to shape Eco-Mgmt Plans/Strategies write sound env regs & enforce them do Env Audits Impact Assessments & Inspections, manage/reg urban/industry waste protected areas & to manage & conserve water, etc</p>	<p>ETP Romania has partnered itself with the regional Government EPA offices in Sibiu and Piteşti and thus has expanded its influence with other local/regional governments in the area ETP municipal trainees in Timisoara, Sibiu Ploesti and Piteşti have adopted new environmental strategies municipal regulations and waste management plans The mayor of Piteşti complained to the evaluation team that ETP needed to offer more training for all of his senior staff because of what had been accomplished through the training of only a few</p>
<p><u>Universities & Training /Research Institutes</u> Learn to teach <i>applied</i> ecology with new methods curricula to design/offer relevant short-courses for key eco-actors to design eco-studies curricula</p>	<p>In both the Tech Univ of Sibiu and of Ploesti we found ETP-trained professors who were adopting ETP training methods in their courses, adapting materials to their ecological curriculum and forming env NGOs among students Additionally the ICC Romania is a former staff member of the Romanian Ecological University and through her, many there have taken ETP courses and are using its materials</p>

STRATEGIC ISSUE 2. "To determine if, and the degree to which, the program should be a reactive program to answer unsolicited requests for assistance"

The team has concluded that ETP has been reasonably responsive to requests for assistance, especially from other USAID projects, within its resource capacity and within its mandate. We believe that it should continue to do so but only within the bounds of a clear strategic framework that has reasonable "geographic" and "substantive" boundaries and within its resource limits. Clearly the ETP consortium and its experienced partner grantees in the U.S. and in the CEE have a greater capacity for training services than funding in the project can provide. We suggest, therefore, that USAID/W consider amending the CA to provide for a "buy-in" mechanism for such expanded services. By such a means, ETP core activities would not suffer loss in performance accountability by diversionary service requests. Such a buy-in mechanism would permit other projects/actors under the USG funding umbrella to use their own resources to buy a proven training resource and to request tailored workshops to meet their objectives without distorting the core funding objectives of the ETP in each country.

To the extent that new EAP programs include a training component, this would be an ideal means to meet its training objectives without having to mobilize a new institutional resource. This mechanism may be particularly apt in Poland, but could be equally useful elsewhere.

STRATEGIC ISSUE 3 "To assess and recommend strategies to coordinate program training activities with other US Government (USG) activities,"

Assessing Coordination Among USG Environmental Activities

As indicated in the body of this report and in the country annexes, the team found that ETP has an excellent overall record of coordination with other USG activities in the sector. By far the best example of effective sector-wide coordination among USAID projects is found at the OAR/Romania. Here, the USAID Representative personally and through his full-time environmental staff officer has actively and directly engaged various projects in joint activities, including several that cut across normal project boundaries. For example, by his initiative the IFES program to strengthen NGOs in civil society joined with ETP in promoting NGO training for democratic practice. IFES reports that the ETP-trained NGOs are indeed the most "democratic" and the most civically active of all in their program. The Romania USAID Representative personally requested that the local WASH representative and the HIID policy advisor attend ETP workshops and give guest lectures at some of them. After, he further engaged them in critiquing the ETP program and in working with ETP on follow-up activities. He has suggested to the local ICC how environmental training gaps could be filled by ETP courses and encouraged the ICC to critique his own sector strategy in terms of training implications. On a more informal basis, the team saw considerable effective coordination in Poland (e.g., with CDI-Sanders International, REC, and EMTC) and in Bulgaria (WASH, WEC, EMTC) done largely at ETP initiative with effective ICCs. In the

case of LEM in Poland, the USAID/W ETP Project Officer clearly encouraged and supported the very effective coordination that the local ICC and the LEM resident advisor achieved. The most concrete instance of high impact, coordinated effort is found in the YRBC where several USAID-supported projects have helped to consolidate the formation of this new, exciting public body and to finance ancillary supportive actions in participating municipalities.

Strategies to Enhance Coordination

The first strategy the team would recommend is that each OAR in the CEE region emulate the example of the USAID Representative in Romania. Perhaps USAID/W could request that Mr. Hough speak on the subject at an upcoming regional conference among OARS and thus encourage them to use some of his techniques in their missions.

The second strategy for coordinated action we would recommend is that of a focused institutional program for environmental improvement. Here our example is the Yantra River Basin Council/Authority discussed in our report. This approach provides logic and programmatic focus for nearly all USG efforts in the sector as well as a vehicle for linking it to democratic institution building, local/regional government development, and strengthening civil society (environmental NGOs). It is above all, a major experiment in self-governance (though the YRBC is not yet a formal governing body) which uses training methods to mobilize local groups for action, to inform its own members through joint problem analysis, and to develop effective action strategies among area stakeholders.

STRATEGIC ISSUE 4 *"To evaluate whether the program should terminate as scheduled, or if not, provide justification for continuation in any country and program area where the consultant believes it should continue"*

There are clear reasons why ETP should be considered for extension beyond its present termination date in each of the countries visited. However, it is our recommendation that any such decision should be made on a country-by-country basis as the outcome of each OAR-ETP strategic review. In each case, the following should be taken into account:

- EAPs: where the EAP is to become the centerpiece for future environmental action, can the ETP be used to meet the training needs identified (or presumed to be there and have yet to be adequately surveyed)? Could the ETP be used, with more refined tools of analysis than it now has, to do the needs assessment more effectively than by using an unproven, less CEE-experienced actor? Could EAP funds be used with a "buy-in" mechanism to ETP?
- River Basin Councils/Authorities: What is the time-line and funding needed to bring these promising, democratically governed, focused institutions to reasonable maturity for sustained action? How much assistance from ETP is needed (and over what period of time) to sustain the institutionalization process toward maturity?

- Aside from these considerations, ETP and the OARs should agree on a phase-out plan that is strategically based. If the two above considerations are not involved, then this strategy should be based on what should be left behind by ETP (in all countries trained local trainers in NGOs and local authorities and a tending mechanism for the network of ex-participants and in Poland, the curriculum transfer and institutional strengthening for the Post-Diploma Program at the Silesian Technical University)

STRATEGIC ISSUE 5. *"[To] determine [the] degree to which training is being used and impact on environmental laws, regulations, institutions, human health, and other effects"*

The charts answering Strategic Issue 1 provide considerable data in answer to this issue and readers are encouraged to refer to these again. Clearly there is firm evidence that ETP trainees from municipalities and regional Environmental Agencies in every country we visited have applied their training in reforming laws, regulations, and the local institutional strategic approaches to environmental management. We need not repeat here the long lists to be found in the country annexes which have been summarized in the charts above.

STRATEGIC ISSUE 6 *"[Also to] assess the Environmental Training Project's impact on the effectiveness of local government in the environmental sector"*

Generally we found that local governments are being very effectively engaged in the ETP multi-sectoral workshops. Though direct ETP local government training had not begun in Poland, its work with LEM was already reflected in practical training in five major Gminas. Our field survey provides the considerable case evidence of these impacts in other countries and they are summarized in the charts above which answer Strategic Issue 1. We refer readers to the next to last cell in each of the charts for a summary of ETP's effectiveness and impact on local governments. For more details, we would refer readers to the country annexes to this report.

ANNEXES

A USAID - Consortium Relations***1 USAID/W vs OAR/Poland and the ETP***

Along with other elements in the regional environment portfolio ETP was not well received initially by the OAR/Warsaw as it contended with USAID/W regional managers. By delaying approval of the first year Project Implementation Plan (PIP) the OAR came close to vetoing ETP's start-up in Year 1 (starting February 1992). This created severe distress within the Consortium nearly provoking the resignation of the ETP Project Director. Finally the OAR issued a letter authorizing two long-planned start-up courses without overall PIP approval. Fortunately with a change in USAID representatives, a wholly different and welcoming attitude toward ETP is now present in OAR/Poland and higher levels of project activity, consistent with ETP's solid accomplishment so far are now being planned there.

2 USAID/W CEE and the ETP Project Design in Poland

In Poland, as the Katowice regional focus was set, no baseline was developed prior to starting project activities. There was no qualitative inventory of the target groups (numbers and **capacities** of environmental NGOs, environmentally oriented small businesses, local/regional governmental units dealing with environmental matters). Nor was there a clear profile of training needs within these audiences. ETP/Poland still lacks a set of clear strategic objectives (defined outcomes and impacts intended). In Poland as elsewhere, training given was based on the Consortium partners' substantial country and area knowledge of environmental problems and issues. Perhaps in Poland, more than in any other CEE republic, this knowledge was indeed in-depth and in great detail. Thus the training selected has been apt to the conditions and has been perceived by participants as meeting their priority needs.

3 Looking to the OAR's Future Program and the ETP

The team believes that it is now time for the OAR to analyze ETP's future role in the Poland environmental sector for USAID. On the one hand, the strategic focus of the project in Katowice needs to be anchored for regional sustainability and institutionalization there. On the other hand, the potential of ETP as a resource for future environmental training (perhaps under the EAP program) needs to be examined and decided on. Corresponding amendments to the current Cooperative Agreement should be negotiated in the course of the next few months to accommodate Poland-specific ETP engagements.

4 The USAID - U S EPA Turf Issues

In Poland the team was pleased to find that the ETP and U S EPA's EMTC are collaborating very effectively. EMTC located in Warsaw has concentrated on Environmental

Impact Assessment (EIA) training and has been focused mainly on the greater Warsaw region. ETP has been concentrated in the Katowice region and has done no EIA training. Only a few national officials have participated in ETP training, but reports are that this has been valuable in the interactive, cross-sectoral impacts that resulted. EMTC has reported similar findings by including a variety of trainees in their programs--thus both programs have tried to be inclusive. EMTC has found that by following the ETP approach, including NGOs, business, local/regional officials, and academics in their workshops, they encourage an interactive learning dynamic that fosters subsequent networking and collaborative problem-solving with national officials. Simply put, at the country level of these two projects, the EPA-USAID/W turf questions simply are non-issues.

5 *ETP's Supportive/Collaborative Relationship with Other USAID Regional Projects in Poland*

Local Environmental Management (LEM) Project The team found an excellent working relationship has been sustained between these two projects with ETP contributing significantly to LEM's training design, providing trained facilitators/trainers to its activities and otherwise collaborating fully. In turn, it is anticipated that as ETP now begins to focus on local officials, some of LEM's experience and materials will be used in the ETP modules. The USAID/W ETP Project Officer for ETP is also project officer for the LEM. She deserves special credit for facilitating the excellent working relationship between these two endeavors and for the efficiencies this collaboration has created.

Capital Development Initiative ETP has included in its business-oriented training information about the CDI. In one case the team saw first-hand ETP participants had used the CDI connection to establish a joint venture with a U.S. firm to produce, sell, and use an environmentally friendly cleaning product in Poland. Based on this new venture and the application of their ETP training in their overall business, they have grown in slightly over a year from a 75-employee operation to over 200. However, the team has not been able to track other such CDI connections.

Harvard (HIID) Environmental Policy There have been no direct ETP programmatic connections with HIID's efforts at the national level. However, the ETP Project Director, Dr. Bochniarz, does regularly visit the HIID resident advisor in Warsaw as a way of linking policy-level thinking to the ETP program.

The team notes the very positive development in OAR/Poland with its decision to employ a highly qualified second Environmental Officer. This should afford the OAR with opportunities for more regular ETP program interaction, and assistance to ETP as the OAR actively coordinates EAP developments and other environment projects with the in-country project managers in the sector. Until now, such coordination has been difficult and sporadic at best, especially for the ETP/ICC located in Katowice, away from regular contact with OAR/Warsaw.

B ETP Management in Poland

The ETP project has been very successful in reaching the four target groups for training universities, environmental businesses, non-governmental organizations, and local government. This success is due to the excellent work carried out by the ICC, and input from the OAR office, and the ability of Polish participants to translate the training into practice.

1 Financial Issues and Sub-Grant Management

The chronic delays in funds disbursement by Minnesota has been particularly troublesome for many sub-grant recipients in Poland. This resulted in excessive time expenditures on behalf of the Polish ICC to attempt to intervene and speed up the payment process. This intervention resulted in some isolated cases in over 25 faxes being sent to expedite one single long-delayed grantee payment. This type of time-consuming dogging of ETP UM/HHHI headquarters for routine support reduces the amount of time available to the ICC in other more managerial and strategic activities.

In at least five cases delays in contract approval or financial disbursement to grantees from ORTTA resulted in the rescheduling of a workshop or the attenuation of the preparation time. For example contract issues curtailed by almost two months the amount of time Inter-dont had to prepare its training materials and, even then, it had to prepare most material on speculation prior to receipt of its 25 percent advance. Had Inter-dont waited until all approvals from ORTTA were given, the course would have been delayed by at least nine weeks beyond its actual start-up.

Several other sub-grant recipients in Poland also were forced to rely solely on the ICC's verbal approval of the grant award to begin preparing materials rather than the legally binding approval from ORTTA. This leads to considerable insecurity by the recipients as to the entire program's financial viability and reliability, both of which are required to effectively implement ETP activities.

2 ICC Management Issues

The ICC office in Katowice represents the implementor of the overall training program. A part-time ICC in Warsaw has been very effective in maintaining communications with the OAR as well as in coordinating ETP with other sectoral activities based in the capital. The ICC Katowice arranges all workshop logistics, translation of all training materials, scheduling of all courses, and does all follow-up with participants. He also acts as an informal network manager for the growing community of ETP alumni. ICC Katowice has been able to do all this with a staff of only one full-time coordinator and one part-time assistant. They operate out of a lean, cramped one-room office. While this may be a very cost-effective strategy, it has been accomplished only because the ICC has been willing to work very long hours and to mobilize volunteer assistance during critical periods.

With the expansion of the Poland ETP program in Year 3 and the requirement of the ICC's active participation in the development and implementation of the Post-Diploma Program, continued reliance on the existing skeletal staff at the ICC office is neither wise nor practical. Overall management issues, the structured scheduling of course work and the development of new courses for ETP graduates will require extensive contributions from the ICC. Therefore, the ICC staff will need to be expanded to meet the increasing responsibilities of the office, ensure the effective management of existing programs, and develop a strategic plan to expand ETP offerings both programmatically and geographically. As noted in the recommendations in the body of this report, the team's estimate is that the ICC needs a full-time office manager plus a full-time assistant to effectively manage this important program.

3 *Planning vs Implementation*

Overall, the Consortium fully met the planned quantitative training outputs. A total of 17 training courses were given to approximately 560 participants. In addition, the quality of the training courses given was almost uniformly praised by participants.

C Training

1 *Training Needs Addressed in Poland*

The Consortium partners were aware that the technical knowledge and skills of the people in the Katowice region were well developed in the universities, technical institutes, secondary schools, and NGOs--all of which have some type of environmental education programs. However, these tend to be generalists in nature and do not study the pragmatic problem-solving needs which industry is facing, nor do they offer courses which address the needs of the rapidly changing socio-economic conditions. Clearly a window of opportunity was open for a program which could be experiential and practical such as the ETP project.

It is difficult to list the numerous research institutes dealing with the environmental problems in the Katowice region (e.g., Institute for Waste Management, Mining Institute, Institute of Industrialized Areas, and Ecology). They are all undergoing restructuring with changing identities to fit new roles in the market economy and democratic society. The training needs of these entities include both new skills for their new mandates as well as new problem-solving, critical thinking, and decision-making process skills.

With over 2,000 registered NGOs in the Katowice area, many with environmental concerns, the training needs faced by these groups are very complex as they try to find funds for their activities, learn to cope with new local governments, and continue their work in public awareness campaigns. In addition, as people realize the advantages of entering the private sector through the development of small businesses, they readily recognize the need for training courses to guide them along the new paths of entrepreneurship. The popularity of courses on business plans and marketing signals the importance of the business management training.

Through a carefully conducted selection process, ETP has produced strong dynamic and well-trained environmental leadership in the Katowice region. A strong network of people in the diverse sectors of business, local government and NGOs has been established and they have developed a cooperative linkage in their work-related activities.

2 *Program Content - Curriculum Development*

Since the inception of ETP, the Katowice Region ICC has organized and conducted 22 course offerings for about 560 participants. Due to the severe constraints of the Polish economy it is difficult to assess the demand for training if ETP relied on a pay as you go plan.

In all courses special instructional materials have been produced including in some cases, interactive workbooks and manuals. When these types of workbooks were available the participants were very pleased and requested them for all courses. Unfortunately ETP does not have a quality standard for all their course materials, which severely constrains the long-term usefulness of the training experience as well as its cost-effectiveness. Because the courses are of short duration (three to five days), it is important for participants to have materials they can go back to for clarification and review of information and skills. As the ETP project evolved its iterative-reiterative modality of repeating courses, there were more Katowice case studies included in the program.

3 *Training Methodology*

During the evaluation interviews, the participants consistently cited the participatory intersectoral methodology to be extremely important in determining the value of the courses. The ETP project has conducted only one training-of-trainers course for all project countries, which four people from Poland attended. This is not sufficient to meet the future needs for such training in Poland. ETP should prepare a cadre of trainers in various organizations who could through their own initiatives, satisfy the growing demand for ETP-type workshops. Fortunately the Environmental Partnership in Poland has recently received an ETP grant just for this purpose. Over the course of a year, in an iterative sequence of training seminars for trainers in training, EP will produce some 24 well-qualified trainers based in Polish NGOs who will be able to continue such workshops in the future. We commend this example to ETP for other countries and for additional grants in Poland.

4 *Role of Sub-Grantees*

In courses offered by the sub-grantees, there are no guidelines for planning consistent logistical implementation. One course offered by a research institute rented costly computer equipment instead of using their own. On the other hand, one sub-grantee introduced an innovative follow-up technique to a course on legal permits allowing the participants to telephone the trainers after the course for advice and counseling.

5 Follow-up and Feedback

In Poland, the Post-Diploma Studies Program at the Silesian Technical University starting in November 1994 will use ETP courses as part of a special curriculum for upper-level managers of industry in the Katowice area. The university has planned and developed this advanced-level program with great care and envisions it to be a major contribution to environmental amelioration not only in Katowice, but in the CEE region as well. At this point in time, it appears to be a very ambitious program, dependent upon a diverse group of funding sources. The ETP input is substantive, but a great deal of work needs to be done to effectively integrate ETP material into the evolving curriculum of the program.

D Impacts and Sustainability Poland

1 The ETP Network in Poland

The team found in Poland that the ETP, with the ICC and his office at the center, had taken on an informal, institutionalized role beyond the formal one of general manager of individual training activities. ETP participants in the Katowice region, especially those who had taken part in more than one training, had formed an environmental action network among themselves that was in many ways mutually reinforcing. They seek one another out to solve problems because fellow ETP participants now speak a common language and share the common proposition that "There are no, no-way-out situations." Thus, ETP-trained NGOs talk to ETP alumni in business and local/regional government and vice versa in a community of interest and collegiality that did not exist before.

How this network can be sustained after the project ends merits thought now. Perhaps the Silesian Technical University, as it institutionalizes the ETP-supported Post Diploma Program, would be willing to keep the roster of all former ETP trainees and agree to host periodic alumni gatherings associated with its own formal program. This informal cross-sectoral center of environmental activists in the Katowice region might be formally organized as a separate NGO with some modest support from the Katowice Voivodship Environmental Fund. Alternately, perhaps the local chapter of the Polish Ecological Club (PKE) would be willing to take on this network maintenance and facilitating role with a modest ETP start-up grant and some help from the Voivodship. These and other alternatives need to be explored and a strategy adopted and implemented soon.

2 NGOs

Clearly the PKE is the strongest of the NGOs in the Katowice region. (There is a PKE chapter in each of the nation's 49 Voivodships). After participation in ETP training, especially the proposal writing workshop, PKE/Katowice has sought and obtained increased grant support to its program from various donors in equipment, supplies, and specific project support. Its 500 members in the region are mostly professionals and community elites. After ETP training, its leadership is now discussing a strategy for popular expansion through a

broadened, popular membership base that could significantly increase its capacity to mobilize participation on ecological issues to interface with elected local governments. The Ecological Partnership (EP), active throughout Poland but based in Wroclaw, is using its sub-grant with ETP to create in-house training capacities in dozens of NGOs with significant multiplier potential. Elsewhere in this report, the team notes how ETP could make its own sub-grant program for NGOs in Poland more agile by doing all NGO sub-grants through the EP. Such an arrangement would not only make these grants work better and faster but it would strengthen the EP as a sustainable grant-making and NGO-coordinating/facilitating/networking institution.

Observed cases of ETP impact on NGOs abound¹, but systematic follow-up for tracking such impact has not been regularized. The team strongly recommends that henceforth all sub-grants by ETP and each training delivery should include a six-month year and/or 18-month follow-up survey requirement. University of Minnesota's current evaluation person should submit such a plan at the upcoming Consortium retreat. Every grant should include the funding (shared by grantee/ETP?) necessary for this systematic follow-up evaluative impact tracking activity.

3 *Environmental Businesses*

Beyond anecdotal evidence², it is equally important that ETP grantees and program module executors be obliged to do systematic follow-up as discussed above.

4 *Local/Regional Government and Public Institutions*

Through the LEM project, ETP has made a major contribution to the training program that is now being offered to the five target Gminas in that program. Having awaited the results of elections, ETP's own local government training is just now being organized for Year 3. However, the evaluation team was impressed with the enthusiasm of Voivodship officials who note much higher quality NGO/Business applications for Voivodship Environmental Fund grants. Though not systematically tracked, one sub-grantee noted that its training for local officials had reduced the number of environmental permit processing errors in the participating localities by a remarkable number. (Systematic, quantitative tracking of this ETP impact could have been built into the sub-grant.)

One trainee who came to the program as an NGO animal protectionist has since started an organized campaign to clean up the Vistula River. He is organizing community groups to lobby their local governments all along the river basin.

An ETP trained eco businessman wryly told the team that ETP had enabled him over two years to reduce his losses from 2 billion zlotys per year to a projected 500 million. He is now diversifying and in another year he expects to make a profit. The story of the CDI connected joint-venture for cleaning solvent production application was noted earlier.

5 *The Silesian Technical University--Post Diploma Studies*

This is the one component of the ETP that has a clear sustainable "institutional capacity" building objective. As noted above, it may also have the potential for a broader role regarding sustaining the networking impact of ETP should the University agree. Clearly as indicated in Section C above on training, there are pedagogical curricular issues that need to be resolved in that program. However, the team was impressed by the enthusiasm and commitment that the University leadership has for this program. They are mobilizing University, Voivodship, and National Environmental Fund support to habilitate space and provide computers and training equipment for the program. ETP's first-year contribution of only \$22,000 will leverage four to five times that much in these other investments. The University leadership has a long-term vision to make the program fully self-supporting through tuition fees within four to five years.

SB

A USAID - ETP Consortium Relations**1 USAID/W vs OAR/Bulgaria and the ETP**

In Bulgaria, the OAR started as one man in a hotel room. Ever since the OAR has been and still is penuriously staffed. Even so OAR/Sofia has maintained a remarkable tracking system for Washington-generated activities as well as an impressive overall grasp of the burgeoning portfolio. It has developed from this experience a coherent country strategy for its FY 1995 program.

But with so limited a staff in-field, inter-project coordination and monitoring has been uneven in each sector as have USAID/W staff communications to and with the OAR in design and delivery. Misunderstandings and faulty communications have followed with executing agents. Regarding ETP in Bulgaria important examples and their effects are cited below.

Due to staffing parsimony, OAR/Bulgaria only this year decided to appoint a full-time local-hire professional dedicated exclusively to the environmental sector. This appointment will fill a major gap for support to the diverse environmental activities--from the past and new emerging ones--that need strategic complementarity and synergy, coordination, and guidance from the USAID country mission. Such coordination is especially critical to effective phase-ins and phase-outs, perhaps more so even than for ongoing monitoring, if sustainable impacts are to be captured and nurtured.

2 USAID/W EUR - OAR/Sofia and Consortium Communications

In Bulgaria, USAID/W and ETP communications with the OAR have become a major issue of great import to responsible ETP country management. The OAR advised the team that it had long had an understanding with the USAID/W EUR Environment Office that ETP was to be phased out in three years. He showed us his file copy of this memorandum. This agreement however was not communicated to the University of Minnesota by the OAR or by USAID/W. Only in February 1994 (the start of Year 3) during University of Minnesota Associate ETP Director Dr. Perry's visit in Bulgaria to review with the OAR planning for ETP Years 4 and 5 was he informed of this agreement. The consequences of this miscommunication are only now being absorbed. They are further discussed following.

3 USAID/W EUR and the ETP Project Design

In Bulgaria one of the first issues to arise from decisional tension between USAID/W and the OAR was related to program focus as recommended in the ETP initial needs assessment exercise. The USAID/W-Consortium assessment team selected Plovdiv and Varna

as their two ETP sub-regional focus areas. Shortly afterward, the OAR Bulgaria renegotiated a shift from Plovdiv to the Yantra River Basin. His reasons were soundly based on his country knowledge of Plovdiv problems and on his judgement that a Yantra focus could link ETP with WASH activities in the Danube River Basin. The Consortium however initially saw itself caught again in an USAID/W->Field Mission struggle over who sets priorities, who decides about programs, their levels and targets as well as the vectors for the assistance efforts. This and perhaps other questions delayed first-year project implementation everywhere including Bulgaria. Not until December 1992 was the first real ETP course delivered here.

When Bulgaria's two regional foci were set, however, neither USAID nor the Consortium developed a real baseline prior to starting project activities. Indeed in Bulgaria as elsewhere the training given has been driven by USAID's agenda (NGOs, businesses, local government), and the Consortium partners' prior knowledge of the environmental issues, institutions, and problems in the country.

4 *The USAID - U S EPA Turf Issues*

In Bulgaria, the situation is peculiar since the ETP ICC was also employed half-time by the ISC which was helping to set up the U S EPA-sponsored EMTC. On the one hand this assured that the two programs did not conflict or compete with one another, but on the other it led to some confusion as to mandate, boundaries, and roles. Clearly, the two programs have collaborated and seem to enjoy mutual respect. EMTC seems to have concentrated on Environmental Impact Assessment (EIA) training and selected technical issues (e.g., hazardous waste management). It has done some regional training under ETP grants but otherwise has focused mainly on the national level. ETP has concentrated in its two regions. But EMTC has not, as first planned, focused only on national government institutions but has found that the ETP model of having interaction across sectors is critical to breaking down old structural separation and to creating subsequent interaction on a working level. Thus both programs have tried to be inclusive. The team's inquiries do not show that EMTC training capacity in Bulgaria is any greater than that of some of ETP's other small-grants partners. Only recently has it formed a national board of directors and it has no reliable funding stream from non-U S sources. Its institutionalization is precarious at best and at worst merely a prospect.

5 *ETP's Relationship with Other USAID Regional Projects in Bulgaria and Responsiveness to the OAR*

The team was impressed by the collaboration that ETP and WASH had established in linking the ETP-supported Yantra River Basin Council initiative with WASH activities and the follow-through work by VOCA. The Yantra is a tributary of the Danube and therefore an important link to WASH's Danube mandate. WASH's funding for Gabrovo and Veliko-Turnovo capital investments in wastewater treatment were timely reinforcements to the program. The VOCA volunteer brought critical organizational know-how to the YRBC but

more support to the YRBC is essential in the ETP phase-out strategy and for USAID/Bulgaria's follow-on planning for local government assistance

The Bulgaria Regional Environmental Center advised the team that ETP NGO trainees in effective proposal writing have won several of their small grants to NGOs. Moreover, they are financing an increasing number of the NGO activities specifically in the ETP target regions because of strong NGO capacity and program planning.

For lack of staff and associated time for it, OAR/Sofia has not conducted regular Environment Sector strategy sessions among the USAID-funded projects. The monthly OAR meeting for all projects in all sectors does not admit to real substantive interchange for strategic planning and synergistic activity coordination. ETP, therefore, has had little facilitated opportunity to find a supportive niche to training efforts for the sector, including planning and analysis of training needs for a possible Bulgarian EAP. The team believes this to be an error that hopefully will be corrected now that the OAR/Sofia has a full-time environmental sector officer on staff to attend to such issues.

It is important to note that when OAR/Bulgaria asked ETP to add Russe, on the Danube, as a new sub-regional target area for training in project Year 3, ETP did so. No funding was added for this initiative. Nor was ETP management aware, when the OAR requested this initiative, that the OAR had ETP's early phase-out in Bulgaria in mind. The team seriously questions the addition of Russe to ETP's agenda simply for a quick training drop with no real prospect of follow-through. This issue should be addressed in the OAR-ETP strategic phase-out planning discussions that the team recommends be initiated now.

B Management: The Consortium, The Partners, and the ICC

The successful implementation of the ETP in Bulgaria has the result of a strong management team at the ICC office, and the development of a Secretariat to the Yantra River Basin Council in support of the program there and a strong program-management partner in the NGO Ecoglasnost-Varna.

1 University of Minnesota Management Issues

ETP implementation in Bulgaria has suffered from several of the same issues which have plagued the program on a systematic basis in other recipient countries. These include the failure of USAID and the University to carry out a meaningful needs assessment, develop a clear understanding of project goals, and USAID/Bulgaria's quixotic changes in program objectives. In Bulgaria, these issues were compounded by USAID's unilateral demand for a change in the project's geographic focus from Plovdiv, which had been identified during the needs assessment and initial in-country activities. This change in geographic focus from Plovdiv was no doubt based on the OAR's extensive knowledge of the political and economic problems the ETP would face in Plovdiv, as well as OAR's wish to coordinate the

management of ETP with other ongoing projects such as WASH in the Danube River Basin. The University did implement a program which managed, despite these systemic problems to begin training key target groups in environmental management, strategy development, fund raising, and local government management of natural resources. Most importantly it facilitated the creation of the Yantra River Basin Council and is providing the Secretariat to sustain its evolving impact on the region.

2 *ICC Management Issues*

The evaluation suggests that certain decisions were made during the initial phase of the Bulgarian activities, which hindered the most effective implementation of the program by the ICC. One key decision noted above was the hiring of the ICC coordinator at a 50 percent level of effort, while allowing the individual to work the other 50 percent of her time for the ISC. This division of effort between the ETP and ISC as it helped start up the EMTC significantly hindered the initial establishment of ETP activities and obscured the strategic and operational differences between the EMTC and the ETP programs in the views of both the OAR and the target audiences.

The team's field observations suggest that the placement of a full ICC office in Sofia at the expense of an office in the project target areas (as was done in Poland) reduced the visibility of ETP in key geographic areas but at the same time did not result in a heightened level of coordination between ETP and OAR. The placement of a full ICC office in Veliko-Turnovo/Gabrovo with a small coordination Sofia office (similar to the operational strategy employed in Poland) would have significantly benefitted the implementation of ETP activities and heightened the level of visibility and commitment of the program in critical regions.

The lack of a coordinating function in targeted ETP regions of activity has been mitigated by establishment of a coordinating secretariat for the Yantra River Basin Council (YRBC). The secretariat based in Gabrovo, will provide vital support in the development of the Council. However, additional management support will be required for the secretariat and the Council. The YRBC is at a critical stage of its institutional development and additional management support will be required to ensure its sustainability. This management support should include additional technical assistance in the areas of long-term regional management strategies and incorporating a variety of stakeholders in decision-making. Additional detailed recommendations regarding this assistance to the YRBC is discussed below.

3 *Financial Issues*

Two major financial issues in Bulgaria require immediate attention. The first is the failure of OAR and ETP to communicate effectively about changing funding levels and objectives. The OAR unilaterally decided that ETP should be phased out before its fifth year. USAID/Bulgaria's budget commitment was massively cut from a \$700,000 obligation in FY 1994 to only \$64,000 for FY 1995 with no consultation with the Consortium. The OAR incorrectly thought that this funding cut would be mitigated by an uncommitted pipeline of

\$500 000 available from the Project's Year 3 for Year 4³ However according to financial managers at the University, no such uncommitted pipeline exists The radical change in USAID funding will create a severe operational problem in Year 4 for ICC operations and it effectively eliminates the opportunities for a strategic phase-out planning exercise to take into account the Yantra River Basin Council's maturation and other matters

A second financial issue relates to Minnesota's consistent failure to disburse funds to NGO grantees in a timely manner In Bulgaria the sluggish response of the disbursal system has led to almost all NGO grant disbursals arriving at a date perilously close to the actual training date or even after the event At least three NGO recipients were forced to borrow money privately to fund their workshops, and two other NGOs received their funds less than one week before the course was scheduled to begin

C Training

By the end of September 1994, ETP had implemented 33 course offerings for a total of 758 participants--a very significant achievement In the first year, ETP had 117 participants in the second year, 240, and in Year 3, as of September 1994, it had 401 This incremental pattern which shows growth each year is indicative of the imperative need to identify mechanisms to replicate the training programs so that training will continue after ETP phases out

1 Training Needs Assessment

The Consortium team conducting the needs assessment exercise noted *"that the need to integrate economic and environmental policy is not sufficiently reflected in policy-making decisions in Bulgaria The most important reasons for this oversight are the lack of experience in creating government-public-business linkages and working without the constraints of authoritarian decision-making"* ETP chose to concentrate in two geographic areas The Yantra River Basin including Veliko-Turnovo, Gabrovo, and Silvievo, and in Varna on the Black Sea However, no real training needs assessment has been done in either area

2 Selection of Participants

ETP has not developed a profile of participants' roles and responsibilities prior to the training nor has it systematically tracked such information after the training Therefore, it is not possible to assess the extent to which ETP has produced change The change-oriented model of training necessitates a basic detailed knowledge of current local conditions and practices in order to offer optimal relevance for the training Two Bulgarian social scientists

Differences between USAID's Fiscal Years and the Project's operating year budgets has been of confusion in several missions but nowhere was it more serious than in Bulgaria

employed by the ICC to do an in-country evaluation have made cogent analyses of this problem in terms of key decision-makers and the organizational dynamics of the Bulgarian environmentalist community

Bulgarian universities in the target regions are adopting several ETP course materials for use in their curricula on ecology. But programs like the Polish Post-Diploma Studies Program need a level of commitment to aid the universities that ETP/Bulgaria is not in a position to make. The universities need to find other funding sources if they intend to target a new curriculum on senior decision-makers in the regions--as in Poland

3 *Program Content--Curriculum Development*

ETP courses have two modalities: the first is the series of courses from the United States offered by the Consortium partners and U.S.-based sub-grantees, the second responds to needs which are identified in Bulgaria by locally based sub-grantees. Since similar courses are offered in all countries by Consortium partners, relevance to local conditions varies and represents one of the program's weaknesses. The issue of relevance is noticed most often by those who have attended more than one ETP course and have learned how to identify what it is that they need to know. As ETP progresses, these insights from participants can be incorporated into a focused training program such as has been done for the development of the Yantra River Basin Council.

4 *Training Methodology*

The interactive instruction and participatory pedagogy which are hallmarks of ETP are highly valued by the Bulgarians. These teaching techniques are new to them and offer real democratic experiences in decision-making, consensus-building, and open access to information which are as valued by the participants as the new knowledge about environmental concerns and business management.

The intersectoral mix of participants, though highly valued by most, does produce a heterogeneous group for training. Several participants in Bulgaria cited frustration at the very different training entry levels, some of whom were too advanced for the training and others not sufficiently prepared. If time permits, this selection process needs to be refined.

5 *Role of Sub-grantees*

Sub-grantees have played a key role in ETP's training in Bulgaria especially in shaping the Yantra River Basin Council and through Ecoglasnost Varna in conducting most of the training in that area.

6 *Follow-up and Feedback*

As in Poland there is a lack of a well defined follow-up program and little use of feedback. The communication techniques of a newsletter and radio programs are now being introduced as follow-up in Bulgaria but the newsletter has been delayed for quite some time diminishing enthusiasm. In addition, ETP has published 5,000 copies of a business plan manual 1 000 of which have been sold.

D **Impacts and Sustainability**

1 *The ETP Network*

In Bulgaria, the team found that informal networking among ETP training alumni especially those who had taken part in more than one training, has strengthened the environmental actors in both the Yantra and the Varna sub-regions. They seek one another out to solve problems. They also share the basic value that lasting solutions must be democratic with effective citizen participation. Moreover they can now communicate and cooperate effectively across the old lines dividing government, NGOs, business, and academia.

How this network can be sustained in Bulgaria after the project ends merits considered attention now. Perhaps the Ecoglasnost chapters in Varna and Gabrovo would be willing to keep the roster of all former ETP trainees and agree to host periodic alumni gatherings and keep them regularly informed through their planned newsletter. ETP's 33 courses to date have had 758 participants. Since many have taken two or more courses, some 600 to 650 individuals have had ETP training, several have taken as many as four and five courses. The ICC needs to refine this roster of all participants and be prepared to make it available for follow-on networking by others.

2 *NGOs*

The team heard considerable evidence citing cases of how ETP training has strengthened NGO capacity in Bulgaria. The REC reports a higher quality of grant applications being submitted to it from ETP-trained NGOs and, more importantly, better designed and more valuable action projects as a result. Hunter/Fisher NGOs are increasingly engaged in dialogues with farmers on joint efforts to conserve Bulgaria's rich but threatened fauna. Six NGOs are members of the Yantra River Basin Council. Ecoglasnost Varna reports that more of its core technical members are now able to do effective environmental audits and environmental impact assessments (Fees for such assessments are split between the NGO and the members who do the work). Ecoglasnost is adapting ETP materials for popular publications and for youth education. Several NGO sub-grantees report expanded opportunities for consulting and training from other sources (UNESCO European donors). However systematic follow-up for tracking such impact has not been regularized. The team

strongly recommends that henceforth all sub-grants by ETP and each training delivery should include a six-month, year, and/or 18-month follow-up survey requirement. The UM current evaluation person should submit such a plan at the upcoming Consortium retreat. Every grant should include the funding (shared by grantee/ETP?) necessary for this systematic follow-up to evaluate results and track impacts.

3 Environmental Businesses

The team heard from two Water Supply Company managers who said that ETP training had helped them improve the operations of the firm. An asbestos manufacturer reported that he not only took an ETP course offered by a sub-grantee but afterward employed the grantee to develop a new strategy for his firm including the uses of alternative materials. But, beyond anecdotal evidence, it is important that ETP grantees and program module executors be obliged to do systematic follow-up as discussed above. Unfortunately, the team found from one business-oriented grantee, Petrov Consult, that in his most recent negotiations with ETP for a second grant, was told to cut out all follow-up work and in its stead, provide for a second training for businesses.

4 Local/Regional Government and Public Institutions

Trainees from municipalities and from the regional environmental inspectorates consistently report specific improvements that they credit to ETP training. In Silvievo, ETP participants wrote the city's first strategic environmental plan. Following broad community discussion of the plan, the city council recently adopted it. In Section A above, the Yantra River Basin Council was cited as a direct product of ETP training, noting the effective links to WASH and VOCA assistance. More will undoubtedly result locally once the Bulgarian Government takes steps to decentralize authority to the localities as is called for in its constitution. But here again, systematic follow-up to track governmental impacts from the ETP program needs to be implemented. Among the more important findings, certainly not quantifiable, is that local government environment offices, after ETP training, are expanding outreach to NGOs and citizen groups and involving them in key issues before the local authorities. Several participants cited this new approach to community conflict resolution.

5 Journalists

The team heard many reports of increased and more effective media engagement with environmental issues as a result of ETP training. Several new radio programs have been introduced that focus on the environment as a result of journalist participation in ETP training. (There is now a weekly radio roundtable on the environment in Gabrovo.) One ETP sub-grantee did a quantitative study of the media in its training area before and after its training. Its sample survey evidenced a twofold increase in both print and electronic media coverage of important local and regional environmental issues.

A USAID - ETP Consortium Relations**1 USAID/W vs OAR/Romania and the ETP**

Romania was added to the list of proposed action countries for ETP during negotiations for the Cooperative Agreement but without adding funds. ETP work here started nearly a year later than in the other countries. But fortunately the OAR Romania from the outset, decided to try to make a country program out of the hodgepodge of disparate regional activities flowing his way. The team's assessment indicates that he has been especially effective in the environmental sector. He has brought the in-country managers of the WEC, the REC, HIID, and WASH projects into ETP workshops and has facilitated coordination of activities among these projects. He has linked the IFES civil society program, focused on NGOs in general, to the ETP's efforts to reach environmental NGOs and to build through them public participation in environmental policy-making and in direct action. In spite of his small staff the OAR has dedicated one host-country position to the sector and has himself maintained direct and continuous engagement with program implementation. This style of leadership is, from our observations, unique in the region and has greatly influenced the fast take-off of ETP here as well as its notable impact. Initially, perhaps, both USAID/W Environment Officers and the Consortium management saw the OAR/Romania's energetic involvement as a threat to the project through in-country micro-management. However, this reaction quickly yielded to a genuine appreciation for the OAR's effectiveness at coordination and building linkages within his portfolio. Now, both the Consortium and USAID/W reflect due admiration of the OAR-induced, results-oriented, coordinated action approach.

2 USAID/W EUR - OAR/Bucharest and Consortium Communications

For Romania, the initial issue for the Consortium was how to absorb the task of working in another country without increased funding. Frankly, the Consortium felt that USAID was taking a "robbing-Peter-to-pay-Paul" approach: add Romania to the list but no new money. Now, the issue must be whether, in the view of the OAR, the project closing date of February 1997, will provide him sufficient time to develop a strategic plan for the environmental sector that fully utilizes ETP for the training needs in that strategy and how much of his country budget he wants to invest in ETP.

3 USAID/W EUR and the ETP Project Design

In Romania, as elsewhere, the team found no evidence of a real effort by the Consortium to do a careful needs assessment. Without a strategic focus and a long-term funding plan to support that strategy, there is concern about current appearance of geographic diffusion and the corresponding lack of concentration. The team believes that to have the impact desired with a sustainable institutional result, the project needs a river basin focus first for the Arges and then, based on funding, perhaps on the Prahova and the Olt.

When Romania's Arges focus was set, it appeared that neither USAID nor the Consortium developed a real baseline prior to starting project activities. There was and is no inventory of the target groups. Indeed, in Romania, as elsewhere, the training given has been supply-driven by USAID's agenda and Consortium partners on shelf interests/capacities. Their ex ante knowledge of Romanian environmental problems was considerably less than elsewhere in the CEE region and should have induced them to do a real baseline study there.

4 U S EPA Has No Program In Romania--The ETP Opportunity

Fortunately for the OAR/Romania, he was not burdened with a prior commitment to the U S EPA to set up its local counterpart--an Environmental Management Training Center. Elsewhere in the region, the team was struck by the wasted energy involved in this dual approach. Unfortunately, the team does not believe that ETP has taken the full advantage of the opportunity that this has represented in Romania. It has not formed with the OAR an institutionalization strategy and has not addressed the knowledge lacunae that EPA's absence suggests (Environmental Impact Assessment skills, Environmental Auditing, and in potential cooperation with HIID, Environmental Economics). The Consortium should address these questions in its discussions with the OAR on the role ETP should play in the country strategy.

5 ETPs Relationship to Other USAID Projects in Romania

The team was impressed by the collaboration that the OAR and the ETP ICC had achieved with the IFES civil society project, the REC program for small grants to environment NGOs and, in Pitesti, with WASH and the WEC on direct action projects. The level and range of such cooperative and collaborative action is greater in Romania than in the other countries the team has visited. The results bear witness to the importance of such collaboration. There is concern, however, that this collaboration still lacks the kind of focus suggested earlier, that a River Basin approach could provide. By facilitating the establishment of a Romanian Council in each targeted river basin, even if it starts only as an NGO, the OAR and the projects would have an institutional fulcrum to leverage all operations. Each region needs a Romanian institution that incorporates key stakeholders into the basin: local and regional governments, NGOs, businesses and industries, and educational/research institutions. Lacking such an institutional resource, it is the OAR rather than Romanians who must develop strategies, coordinate actors, and try to build points of lasting impact. Moreover, the team would note that such a strategy could build substantially on WASH's Danube mandate as well as on the Lucerne agreements regarding health-oriented EAP planning.

B Management: The Consortium, The Partners, and the ICCs

The Romania ETP implementation has suffered the same systemic problems noted elsewhere. These include the failure of USAID and the University to carry out a meaningful needs assessment and to develop a clear understanding of project goals. In Romania, these issues were somewhat mitigated by Consortium learning as the program

started here one year after ETP activity in other countries of the region. The excellent aggressive, creative management of the ICC office plus the very significant support and active coordination from the USAID Representative/Bucharest have made this short year-and-a-half of ETP project activity an outstanding success.

1 Consortium Partners

Late payments from Minnesota and the Consortium partners continue to plague the Romania program. In addition, U.S.-based trainers are submitting materials late and in indiscriminately large volumes. One partner submitted over 500 pages of materials for a course, a monumental translation task, and an indication of nonselective inclusion of materials for the workshop. On another occasion, ISC submitted over 300 pages of materials for translation less than one month ahead of a workshop. Since facilitators are expected to receive all materials at least one week before, this late submission gives the ICC only three weeks to get materials translated and prepare the course.

2 ICC Management Issues

The ICC in Bucharest has done an outstanding job in managing the ETP program in Romania under very difficult circumstances. Despite the payment and materials submission issues, the ICC managed to implement a well-balanced program which targeted NGOs, government (local government and local offices of national agencies), and information centers (libraries). The most significant management successes of the ICC include:

- The 'creative' management of funds to ensure that all workshops were held, despite the U.S. partner's failure to submit payments on time.
- ETP working directly to strengthen the staffs of the Environmental Protection Agencies in Sibiu, Ploesti, and Pitesti--one of the first instances in the entire ETP program in which training was carried out by a regional government environmental agency in cooperation with ETP and where those offices are stimulating the formation of new NGOs and effective inter-sectoral coordination with industry, business, and academic institutions.
- In Pitesti, this strategy resulted in forming the GAMA group, a pre-NGO which is working with the Mayor and other city officials in Topoloveni to create a pilot solid waste recycling program, and to develop a program with the local citizens to design a sanitary landfill--one of the first in Romania and a major advance in the Arges River Basin area.
- ETP carrying out, with WWF assistance, an information center (library) assessment and improvement program, largely ignored by the program in other countries, but of very great need in Romania.

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3 *Financial Issues*

In Romania, the sluggish Minnesota disbursement system has led to almost all NGO grant funds arriving late. At least four sub-grant recipients were forced to borrow money privately to fund their workshops, and two other NGOs received their funds less than one week before the course was scheduled to begin.

WWF-RESOLVE held two workshops during the team's visit. At the first seminar the implementing NGO was not paid until the RESOLVE team arrived in-country the day before the workshop start date. The RESOLVE team brought no funds for the second seminar even though the seminar was to be held the following week (10 October). When the evaluation team met the organizers of the second seminar on 6 October, the promised funds had yet to arrive and the RESOLVE team was not prepared to provide funds to the organizers. One member of the RESOLVE team suggested canceling the second seminar, an unacceptable solution which would have seriously jeopardized the standing of the organizing NGO in the eyes of the participants.

C **Training**

Even though the ETP program in Romania got off to a late start from February 1993 to September 1994, they had conducted 13 courses with 408 participants, many of whom attended two or three courses. In October 1994, two additional workshops will be completed for 60 to 70 participants. As in the other ETP countries, due to the lack of a management information system (MIS) component in the project, there is no efficient way to access the participant data base for analytical purposes.

1 *Training Needs Assessment*

In Romania, the ICC worked closely with the OAR to coordinate ETP with other USAID-supported environmental projects and to target training across the project boundaries. The OAR encouraged other project offices to serve as guest speakers at ETP workshops thus building linkages with other USAID projects. This is a valuable addition to the courses because it reinforces local priorities and could be incorporated elsewhere. At this time, in Romania as in Poland and Bulgaria, more emphasis needs to be placed on the local conditions, issues, problems, and potential solutions by involving the key Romanian people in all decisions regarding the planning of the next stage of the project. This is particularly important to sustain effectiveness and phase out successfully.

2 *Selection of Participants*

In Romania, the ICC has done an excellent job in targeting participation, especially on the activist EAP offices in Sibiu, Ploesti, and Pitesti. Through them, ETP is more effectively reaching NGOs, industries, businesses, and local governments.



3 Program Content - Follow-up

In Romania, the ICC has done creative follow-up targeting, using workshops to facilitate sustainable actions such as in the formation of the GAMA Group-Pitesti and in the joint workshop with REC that resulted in the formation of a 52 NGO member coordination council for environmental action. In these cases, workshop content was tailored to the specific objective with evident tangible results. On the other hand, the team saw evidence that the Consortium partners are still offering too many off-the-shelf programs from elsewhere without sufficient local adaptation in advance. A clear exception to this was the NGO course offered by PACT under a sub-grant (see below).

4 Training Methodology

For the first time in the ETP project, two trainers from one of the other participating countries, Poland, came to Romania to serve as "lead" trainers in a RESOLVE conflict resolution course. A manual which they had prepared on negotiation techniques was a major contribution. The reaction to this approach has not been studied yet. In another sub-grant to PACT, a course was designed wholly in Romania cooperatively with target NGOS. The U.S.-based trainer spent several weeks traveling about the country interviewing potential participants to shape the workshop to their needs. After the workshop, he stayed an additional week to assist in direct follow-up. This was the best example of effective, adaptive training that the team saw and suggests it as a model for future ETP efforts to truly design training based on an on-site pre-audit of the need in the target groups.

5 Role of Sub-grantees

Sub-grants in Romania have been discussed above, but it is worth noting that as a result of a sub-grant workshop in Sibiu, ordinances for the enforcement of waste management standards were prepared by participants for both the municipal and county levels and were subsequently approved by local councils.

D Impacts and Sustainability

1 The ETP Network

In Romania, the team found that informal networking among ETP workshop alumni, especially those who had taken part in more than one training, has strengthened the environmental actors in Bucharest, Pitesti, Ploesti, and Sibiu. They seek one another out to solve problems and to mobilize effective citizen participation in environmental campaigns for parks, national reserves, and for voluntary urban clean-up days.

How this network can be sustained after the project ends merits thought now. There are options to start exploring for local partners who might take on ETP network nurturing in Bucharest: the new coordinating group of 52 NGOs or perhaps the Romanian Ecological

Society⁴ in Pitesti the GAMA group or the new CDD NGO, in Ploesti the NGO People and the Environment in Sibiu where the NGOs are new and mostly student based the choice is not very clear But in each sub-region, ETP needs to cultivate a willing and able partner to keep the roster of all former ETP trainees and to agree to host periodic alumni gatherings and to keep them regularly informed through a newsletter or other means One strategy would be to develop the ability of the new coordinating body of 52 NGOs, based in Bucharest to take on such a task nation-wide--with a small seed grant to start the effort Including workshops now being conducted ETP's 16 courses will have had some 500 participants Since many have taken two or more courses some 350 to 400 individuals have had ETP training several have taken as many as four and five courses This is a rich, broad-ranging human resource pool that needs to be cultivated for continuous reinforcing action It will grow and mature as the program continues

2 *NGOs*

The team heard of many cases where ETP training has strengthened NGO capacity in Romania The REC reports better grant applications to it from ETP-trained NGOs and more importantly better designed and more valuable action projects as a result IFES also reaffirms that the strongest NGOs in Romania are those which have taken part in the ETP program The follow-up workshop which REC and ETP jointly sponsored in Bucharest on Earth Day 1994 resulted in 52 NGOs formally agreeing to cooperate and coordinate their actions Unfortunately, only three NGOs have actually been partners in Consortium-organized workshops the Romanian Ecological Society in Bucharest, "People for the Environment" in Ploesti and "Alba Mont" in Alba Iulia Each in spite of their mistreatment by the Consortium in terms of delayed funding and untimely materials delivery, has been strengthened in the process In Pitesti the environmental NGO explosion is a direct result of ETP workshop follow-through and the vigorous support of staff in the national EPA office for that district In Pitesti, the team met with three formally organized NGOs that have grown out of the ETP workshops plus the impressive GAMA coordinating group which is not a registered NGO but acts as an energy center for strategic action among NGOs and other actors in the Arges River Basin area In each locality visited the team was informed of effective public information campaigns that have involved the local media Among the most impressive of these engagements was in Bucharest where the Romanian Journalist Association is headed by a committed environmental activist, with strong ETP connections through the ICC

3 *Environmental Businesses*

In Pitesti the team saw how the GAMA group had involved a local recycling business in a major pilot project for urban waste management In Bucharest the team met an ETP alumnus who had successfully competed for a European Development Bank-funded hazardous waste disposal project while maintaining his strategic position for 'clean room' servicing technologies

⁴ The team was advised that a Consortium member questions this choice because the Society is dominated by a rather large extended family group Even if this may be the case our direct observation was that the group is one of the most reliable hard working dedicated small NGOs in Romania and is a serious resource in the NGO sector

He insisted that ETP had made his survival and success possible. The team heard from the manager of a Petro-Chemical plant in Pitesti who credits ETP's training for his ability to link up with WEC for funding to improve the firm's instrumentation to monitor its effluent and thus reduce pollutants into the Arges river. But, beyond anecdotal evidence, it is important that ETP Consortium partners, sub-grantees and program module executors be obliged to do systematic follow-up as discussed above. No evidence was found that ETP management is incorporating follow-up impact assessment requirements into its RFPs for either U.S. or local proposals for new workshops. Thus far, no Romanian private business has been a grantee for an ETP workshop. Hopefully, this will be remedied in the future.

4 *Local/Regional Government and Public Institutions*

Workshop participants from municipalities and regional environmental authorities of the Ministry of Environment (the EPAs) consistently report specific improvements that they credit to ETP training. In fact, in Sibiu, Pitesti, and Timisoara, the EPAs were the local partners for Consortium or grantee workshops. Clearly in Sibiu and Pitesti, the EPAs have significantly benefitted in new knowledge and coordination skills with NGOs and other stakeholders. The EPA staffs have been strengthened and their capacity to do cross-institutional coordination for environmental action has been dramatically enhanced. Their consciousness of the need for public participation has been ratcheted up to a first priority and therefore their appreciation of the role of NGOs has been permanently altered.

5 *Journalists*

As indicated above, the team heard many reports of increased and more effective media engagement with environmental issues as a result of ETP training. Several new radio and television programs have been introduced that focus on the environment as a result of journalist participation in ETP training. (During team visits, the local TV in Ploesti organized on-camera interviews with the evaluation team and filmed the ongoing ETP workshop there. In Pitesti, a journalist attended some of the interlocutories and subsequently requested interviews.) Earth Day in Romania has become a major public information and involvement event in every major area where ETP is active. Clearly, much of this action preceded and is unrelated to ETP, but it has been a significant reinforcing and contributing influence to these positive developments.

6 *Sustainability*

The OAR/Romania has a clearer picture of his sector strategy than any of the country USAID offices that the team met. However, there is still lacking a clear and focused strategic orientation to the environment sector as it relates to ETP. This report emphasizes the team's view that the most efficient way to get there from here would be to take a river basin approach. Indeed, Bulgaria and the Yantra program is an example of how it can work. The ETP has already been engaged in three river basins: the Arges, the Olt, and the Prahova-Mures. It should choose to focus on these basins--or on one or some among them--to provide a rational geo-administrative framework for action. Such a strategic focus could be clearly linked to USAID's regional

concerns with the Danube River Basin. With such a focus, River Basin Councils could be formed through ETP workshops to begin the process of institutional development leading to sustained efforts for coordinated environmental action. This focus provides a natural mechanism for NGO government, business, industry, media, and citizen action engagement. The river basin, with its watershed area, is a natural socio-geographic, resource-based area that is susceptible to coordinated action. No other strategic option occurs to be an alternative that could be used by USAID/ETP/Romania in this time frame. Lacking such a focus, the team has grave doubts about the sustainability of the ETP and other environmental initiatives of USAID in the currently fragmented system of delivery and project management.

APPENDICES

Appendix A

TOWARD AN ETP MANAGEMENT INFORMATION SYSTEM

This is a rough draft of suggestions to ETP/UM/HHHI on an approach toward the design of a Management Information System (MIS) for the ETP project

A Suggested Components of the MIS

The MIS will be composed of several components or files each of which will require appropriate user-friendly design to fit the data to be collected and maintained in that file. The Major suggested components are listed and briefly discussed here

A 1 Base-line Survey - A Qualitative Inventory of ETP Target Groups

At relatively low cost and in a short period of time, ETP in each CEE country can prepare a base-line data base and a qualitative inventory of its primary target groups in the region(s) where the project is now active. Separate surveys/inventories will have to be prepared for any new region(s) that are selected for ETP activities. An approach to developing this file or MIS component could be as follows

- From existing research and reports, prepare lists of all known environmental NGOS, environmental businesses, major 'polluting industries', units of local/regional government with environmental functions, research and training institutions (universities) with environmentally oriented activities
- With the aid of a small team of ETP alumni/partner organizations from each of the target groups up-date the inventory with the best available data supplemented by interviews among the target group community. The results of this would be to establish the numbers of organizations in each group, their locus, size, functions, scope of activity, principal officers, and other descriptors
- With the same team conduct selective interviews to collect additional data against the inventory regarding qualitative factors: financial condition of organization, limits on capacity to perform mission, institutional developmental needs, personnel developmental needs, and from this an extrapolated initial listing of probable training needs

A 2 ETP Activity and Grantee Tracking File

This file would include a listing of all ETP workshops given and planned by Consortium Partner grantee (showing type) with data on the dates, locus, logistical arrangements, number of attendees, follow-up actions, costs, and a summary of the evaluations of the workshops. Specific impact tracking indicators would be identified for each workshop for cross reference to the following file

A 3 ETP Impact Tracking File

This file would be derivative from A 2 above and from A 5 below. Both from each training and from the trainee profiles, impact tracking indicators would be entered into the file with follow-up dates to signal the need for an action to collect information regarding impact status. The file would be searched periodically (weekly?, monthly?, quarterly?) to signal to the ICC that a follow-up action (telephone call, letter, form) should be made to up-date the status of the indicator. The file would be used for periodic impact reports (quarterly?, semi-annually?, annually?)

A 4 ETP Financial Management File

This component would include ETP's standardized accounting system for all in-country accounts. Its components would include the detailed annual country budget with its components, the dollar values and disbursement records on all grants, the ICC's operating budget and separate designated accounts such as discretionary funds for follow-up activities, etc. It would be used for all financial management purposes. Among those would be a tracking system for regular (weekly, monthly?) reports on grants disbursements due and actually made so as to provide the ICC with a ready and accurate record for tracking UM disbursements against grant commitments and thus to trigger follow-up actions as needed. Obviously, it would also be used for all manner of financial accounting, periodic reports, and financial planning and analysis.

A 5 Participant Roster

This component of the MIS is perhaps the most difficult to establish and to maintain but may be the most valuable to ETP and to the organizations who may be designated as "custodians" and tenders of the ETP network after the project phases out. The suggested data for its preparation is indeed only illustrative and will need considerable further work by UM/HHHI, the ICCs, and the ETP partners (local and US).

Participant Profiles and Trainee Tracking System

Working Draft - for Illustrative Use Only

- 1 Participant Identifiers
 - Name
 - Male/Female
 - Age - Education Level 1-12, 13-17, post G
 - Address and Telephone (personal, business, alternates)
 - Other

2 Major category of interest (professional/personal involvement)

2.1 Non-Governmental Organization

Name, Address, Telephone

- 1 Non-environmental
- 2 General purpose environmental action
- 3 For protected areas/species/eco-tourism
- 4 For

2.2 Government By code National Local Regional

Name Address, Telephone

- 1 Elected Official
- 2 Appointed/non-career official/advisor
- 3 Career Official (Sr Manager Middle Management Technician Administrative/Clerical)

2.3 Business or Industry

Name, Address, Telephone

- | | | <u>Primary Type/Function</u> |
|---|--|------------------------------|
| 1 | Private environmental business | By Code Chemical, |
| 2 | State Industry | Metalurgy, Refining, |
| 3 | Private-National Industry | Production, Marketing |
| 4 | Private-Foreign Capital | Extraction, Services |
| 5 | Private-Joint Foreign/National Capital | |
| 6 | State-Private Joint Capital | |
| 7 | Any combinations of 1-6 above | |

2.4 Academic/Research

Name, Address, Telephone

- 1 Technical University - primarily teaching
- 2 Other University - primarily teaching
- 3 Research Institute

2.5 Media

Name, Address, Telephone

2.5 Combinations if substantially engaged in more than one of the major categories above (2.1 - 2.4) show here

- 3 Workshops attended in any capacity
 [Code each workshop sequentially as offered plus provide a code for sorting by attended 1,2,3,4,5-or-more]
- 4 Workshop as other than "participant only"
 - a As facilitator b Translator b As trainer (use workshop code to identify which ones)
- 5 ETP Follow-up received/took-part in (non-training only)
 - 5 1 On job consultancy (regardless of job type)
 - 5 2 Organizational Consultancy (e.g. NGO advice, Government advice academic/research/curriculum)
 - 5 3 Other follow-up (Participate in evaluation, ETP alumni meeting, etc)
- 6 Experience with ETP or other Grants
 - 6 1 Organization was designated grantee by (partner code)
 - 6 2 Organization received unsolicited grant
 - 6 3 Organization received solicited grant (RFP/competitive)
 - 6 4 If from other than ETP, indicate granting institutions)

NOTES

When the participant tracking file and the others recommended here are designed it is important that sorting and numerical manipulation of data by fields be provided for so that for simple cumulative information one does not have to do a complete listing. For example in the participant field would want to be able to make queries such as

How many participants from NGOS? How many took 2 workshops? 3? More than 4?
 How many government employees? Local? Regional? National?
 List participants by category by locations by type of industry etc

Only if the system has this kind of flexibility for analytical manipulation will it really serve well for analytical purposes and for targeted follow up actions

Future uses of the data bases should be kept in mind as the files are designed

Training on the installation and use of the new program must be planned for all ICCs as well as for all users the ICCs the Consortium Partners and any others

Information sharing on a regular diskette forwarding system must be regularized and a Minnesota help number should be provided in case problems arise in the application of the new system in the field or at the HQ of any consortium partner

If Minnesota cannot mobilize the needed talent to design this system then the work should be contracted out immediately so as to avoid further delay in getting it on line in the field

Appendix B

ETP EVALUATION TEAM ITINERARY and PRINCIPAL CONTACTS

August 24 through October 27, 1994

August 24 - 27

Washington D C

Associates in Rural Development, Technical Support Officer

US Agency for International Development Environmental Officers of the
EN/EEUD/ENR (US AID Regional Mission for Europe)

US Environmental Protection Agency (Project Officers for EPA programs in Central
and Eastern Europe)

August 28 & 29

Minneapolis Minnesota

Principal Officers in ETP Consortium Headquarters at the University of Minnesota
Hubert H Humphrey Institute (HHHI)
Dean HHHI, University Financial Officers, Office of International Agricultural
Programs

August 30 - September 2

Washington D C

ETP Partners WWF, RESOLVE, and telephonically with ISC, CHMR
Pre-departure Work Plan Approvals at USAID with ETP Project Officer, Ms Lori
Freer

September 3 & 4

Warsaw Poland

ETP ICC/Warsaw, USAID Environmental Sector Officer

September 5 12

Katowice Poland

ETP ICC/Katowice and staff Polish Ecological Club, ETP grantees (six) Officials of
Research Institutes (2) Officials of the Voivodship (Regional or District Government)
Officials of the Katowice Gamina (municipality), Local Environmental Business
persons (3 businesses), Polish trainers and facilitators in ETP workshops (6), Polish
participants in ETP workshops (100+ in all 35 at one half-day working conference)

Dean and Staff of the Silesian Technical University, Industrial Managers (major polluting metal industry), Officials of the Voidodship Environmental Fund ETP UM/HHHI Director Zbigniew Bochniarz (interviewed during his field visit in Poland)

September 10 *Karakow Poland*

Officers of the Environmental Partnership for Eastern Europe,
Project Director Local Environmental Management (LEM) Project

September 13 - 16 *Warsaw, Poland*

US AID Representative and OAR Staff for Poland
USAID/W ENI/EEUD/ENR Officers
Leaders Polish Conflict Resolution NGO, U S EPA/EMTC Poland/Staff Harvard
(HIID)Environmental Policy Advisor, REC-Poland staff, EEC environmental
consultants ETP Workshop Participants (various)

September 17 - 18 *Sofia, Bulgaria*

ICC/Bulgaria and Staff

September 19 *Veliko Turnovo Bulgaria*

Officials Regional Environmental Inspectorate, European College for Business and
Technology, Mayor and officials Municipality of Veliko Turnovo, Bulgarian Academy
of Science Officials and Staff, the Yantra River Basic Council, ETP Participants
(20+)

September 20 *Gabrovo & Sevlievo Bulgaria*

Mayor and officials of Gabrovo Municipality, Gabrovo Technical University
Chardafon Hunting and Fishing Society NGO, Deputy Mayor and staff Sevlievo
Municipality Asbestos Manufacturer Water Company Officials ETP Participants
(15) Local NGOs (3)

September 21 *Varna Bulgaria*

Ecoglasnost (NGO) Varna, Roundtable with 35 ETP Participants, workshop
facilitators Ex-Mayor Varna, Officials Regional Environmental Inspectorate Peace
Corps Varna Economic University

September 22 - 27

Sofia Bulgaria

EMTC Executive Director and Staff, Bulgarian team that evaluated ETP program
Humanity Research Center (NGO) ETP Participants and Grantees (10) Ministry of
Environment officials, US AID Representative (outgoing and incoming) and staff
REC Bulgaria Staff

September 28 - October 1

Bucharest Romania

ETP ICC/Romania and staff USAID Representative and OAR staff NGOs and ETP
Participants and facilitators (various) Director/staff Journalist Association
Director/Staff IFES Harvard (HIID) Environmental Policy Advisor Business persons
(3) WASH program coordinator ETP Grantees (3),

October 2 & 3

Ploesti Romania

ETP Participants and facilitators RESOLVE and 45 ETP course participants
facilitators and trainers Local NGO partners - ETP Grantees, ETP WWF Library
Project staff, Ploesti Technical University Dean and Staff EEC Environmental
Consultants Citizen Democracy Corps, Businessmen, environmental laboratories

October 4 & 5

Sibiu Romania

Regional Environmental Protection Agency officials and ETP Participants (15+)
Mavor of Sibiu and staff Prefect of Sibiu and Staff, District Council members, Sibiu
University Faculty Sibiu University Students (4 NGOs), Sanitary Police and
Preventive Medicine Faculty, representatives 5 NGOs (ETP Workshop participants)

October 6 - 8

Pitești Romania

Regional Environmental Protection Agency and staff (25 ETP participants), Local
NGOs (5) and members (35+ ETP participants), Meetings with groups of ETP
participants (total 50+) GAMA group meetings Mayor vice-mayor and municipal
government staff Pitești, Mayor and staff Topoloveni, Business man in waste disposal
Industrial leaders, Local neighborhood association leaders, University Faculty

October 9 - 11

Bucharest Romania

USAID OAR staff and USAID Representative REC officials, ETP Participants (10+)

October 12 - 17

Washington D C

Report drafting and preparations for debriefing and discussions with ETP Consortium
members

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October 18 & 19

Stillwater Minnesota

Debriefing Consortium partners and six ICCs from Eastern Europe at University of Minnesota retreat center

October 20 - 27

Washington D C

Debriefing with USAID Officials ENI/EEUD/ENR, Draft report preparation and submission to USAID