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**PHASE I
LOCAL GOVERNMENT PROGRAM EVALUATION:
DEMOCRACY ACTIVITIES IN POLAND AND BULGARIA**

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EXECUTIVE SUMMARY

In 1991, the United States Agency for International Development (USAID), Office of Democracy Initiatives, awarded four grants designed to support democracy in Central Europe by strengthening municipal governments in Bulgaria and Poland. This evaluation report, prepared by a three-member team of specialists in training, local government administration and finance, assesses the results of the four cooperative agreements which govern the use of these grants. The evaluation team reviewed background materials and interviewed key actors involved in all aspects of the four projects.

In Bulgaria, a grant (\$637,170) made to the University of South Carolina was evaluated. This project focused initially on efforts to train elected local government officials and their key staffs. When the training environment proved unsatisfactory, largely because of the lack of competent indigenous training partners, USC shifted to providing consulting assistance to mayors in major cities and technical assistance to three Bulgarian municipal associations.

The three grants reviewed in Poland were: (1) to Rutgers University to work with the indigenous Foundation in Support of Local Democracy (\$2,570,000); (2) to the International City Managers Association so that it and the National League of Cities could give technical assistance to the Association of Polish Cities (\$217,950); and (3) to Milwaukee County for an exchange program in which officials of Polish municipalities could study American local government practices (\$568,640).

Summary Assessment of the Four Projects

The evaluation team concluded that the agreement with Rutgers University's Local Democracy in Poland and the Foundation in Support of Local Democracy (FSLD) was the most effective, in part because of its strong overall design, but mostly because the presence and growing capability of FSLD made it possible to deliver and then replicate training for local officials that was directly relevant and useful. The evaluators identified a number of instances of positive impact on local government operations.

In addition, the team found that the University of South Carolina's use of capable American city/county managers to advise specific cities in Bulgaria (such as Stara Zagora, which US consultant Jim Budds visited over a two-year period) has clearly increased the knowledge of mayors and other key municipal officials and improved the quality of local government operations. Specific examples were identified by the evaluators.

The work with municipal associations in both countries (by ICMA in Poland and by USC in Bulgaria) seems to be producing useful results, although it is hard to identify much impact as yet. Most local officials were enthusiastic about the usefulness of this technical support.

The exchange programs, including the Milwaukee program for Poland and a separately funded USC program in Bulgaria, have had clearly positive effects on many individual participants. Program design made it difficult to measure their impact on actual accomplishments of the trainees on their return to their native localities. Individual interviews, however, document administrative and procurement reforms initiated by certain participants.

As one would expect, the overall impact of the grants tends to be related to their size and scope. As the largest and most extensive, the Rutgers/FSLD project has helped create a nationwide training network for local governments that appears to be an important factor in the continued growth and development of local government. The Milwaukee, ICMA and USC grants achieved more modest results, but have, on balance, contributed useful support for local government reform in both Poland and Bulgaria.

None of the projects have been clearly ineffective, although the early efforts of USC to initiate training programs in Bulgaria were an admitted failure because of the lack of strong counterpart institutions and the unpreparedness of many Bulgarian officials to benefit from training. The USC grant was re-directed in the first year to better meet the needs of the Bulgarians and the political climate in the country.

There were also problems with specific components, but the team concluded that none of these resulted in a serious deficiency. The Rutgers/FSLD project required time and work, largely by Polish FSLD trainers, to adapt the training modules. It is also agreed that the initial translation services provided by Rutgers to its subcontractors were unsatisfactory in some cases.

The Milwaukee program produced uneven results. Despite the fact that meaningful learning experiences were designed for all participants, the evaluators found that the participants who have made the best use of their training are those who are in positions to implement change in their communities. Similarly, the most effective South Carolina consultancies seem to have depended on both the receptiveness of the host community and the talent of the US consultant.

The assistance provided to the Association of Polish Cities by the International City Managers Association and the National League of Cities appears to have strengthened the Association, enabling it to survive an increasingly negative attitude toward local government at the national level.

Overall Impact of the Projects

Local governments in Poland and Bulgaria have been strengthened as a result of the funded activities. While progress toward complete decentralization is quite slow, the evaluation team found examples of new-found strength and capacity in local governments in each country. Examples of direct impact include such changes in the practices of local

officials as adoption of procedures for competitive bidding. These are cited in the body of this report.

The degree of strengthening varied widely between the two countries and among municipalities within each country. But the overall effect, considering the modest funding, staffing and time involved, was both positive and impressive.

National conditions were a major limiting factor for most project activities. The lack of support from central government agencies, during much of the project period in Poland and nearly all of the time in Bulgaria, made it harder to carry out the projects and extend their impacts.

Key Findings and Recommendations

- The program elements subject to this evaluation represent a range of approaches to meeting the training and technical assistance needs of local government. They included formal training programs, training of trainers, short-term advisors, assistance to municipal associations, and personnel exchanges and visits. Each of these approaches has potential merit but the overall impact varies with at least four factors in addition to the competency of the provider: the receptiveness of the recipient, the capability of the recipient, the availability of a competent indigenous partner, and the national political environment.
- In addition, there is a "point in time" dimension to each form of assistance. Formal training in discrete aspects of local government administration is more effective after the local governments have been in place for two or more years. Similarly, the training-of-trainers program was significantly enhanced by placement in the heart of a successful indigenous organization, which could only exist in a relatively stable political environment.

Short-term technical assistance is very useful for newly elected officials within newly created municipal governments. Early assistance to municipal associations should include training on the most basic issues of democratic interest group politics, whereas later assistance can focus on the administrative and communications issues critical to transition and maturation of an advocacy organization. Personnel exchanges in the early stages of transition appear to expand the horizons of public officials in newly democratic environments, while at a later stage, content-driven (rather than exposure-driven) internships are more likely to prove effective.

The following chart summarizes the strengths and weaknesses of the five models as they could be observed in the four grants under review:

PROGRAM ELEMENT	STRENGTHS	WEAKNESSES
Formal Training Programs	Wide audience Readily replicable Supports institution building May lead to self-support	Requires strong local partner Requires tolerance of national government to survive
Training of Trainers	Creates cadre of capable trainers Supports institution-building Leverages capacity May create future leaders	Requires strong indigenous partner institution, Requires some on-going institutional support
Short-term Advisors	Provides hands-on, direct assistance to multiple communities Flexible Relatively low cost per municipality Promotes independent thinking	Requires careful screening for "fit" Requires trouble-shooter to address problems of "fit" Requires strong commitment, competence from recipient
Assistance to Municipal Associations	Excellent for capacity building Promotes indigenous capacity Relatively low cost per participant Easily replicable	Requires receptive recipient Prone to lose impact if leadership changes Selective impact
Personnel Exchanges	Builds individual leaders	No institution-building impact Relies for impact on individual capacity, predisposition Relatively high cost per participant Requires excellent management

- All types of assistance provided in these projects were effective under some circumstances. The one that has the greatest potential for cost-effective impact, however, is intensive training of local officials where counterpart indigenous organizations are in place, as they are in Poland but are not as yet in Bulgaria. The next most cost-effective approach is having US local-government experts give on-site advice and assistance for substantial periods of time.
- Aid to municipal associations is warranted especially where the national government is unsupportive of local government.
- Exchange programs, while potentially valuable for selected individuals, tend to be costly on a per unit basis and quite variable in impact.
- Future assistance in Poland should be concentrated on further strengthening the extensive training and consulting base already present in FSLD and its nationwide system of training centers and schools.
- In Bulgaria, where the need is greater and there are apparently no strong counterparts or cooperative central agencies, an ongoing program of training and technical assistance should be undertaken.
- In both countries, efforts should be made to enlist central government institutions in the decentralization and strengthening process, despite the poor political prospects for this thrust at present.

I. FRAMEWORK

This evaluation of Democracy Initiatives projects in Poland and Bulgaria sought to assess the effectiveness and efficiency with which the grantees carried out their training and technical-assistance activities and the degree to which these activities achieved USAID's goals for the projects. The Scope of Work is contained in Appendix A. Within the Scope of Work there were a series of questions which the evaluators were asked to address. Although the body of this report responds generally to these questions, the evaluators have responded to the questions specifically as well. See Appendix B. The "Objectives and Measures" developed by the evaluation team and approved by USAID prior to the field visits to Bulgaria and Poland are in Appendix C.

For this evaluation, effectiveness was defined as a subjective, post-program implementation assessment of the degree to which a program met USAID's stated goals for the Democracy Initiatives. Efficiency was defined as a subjective, post-program implementation assessment of program activities completed within the project's budget constraints. An approximate cost-per-person trained was calculated when that data was documented by the grantees but, because of variations in length and intensity of training, the cost figures for the four projects are not comparable.

There were four separate projects to be evaluated: one in Bulgaria and three in Poland. In Bulgaria, the University of South Carolina provided consulting services to a number of municipalities and municipal associations. The Polish projects were (1) Rutgers University's work with the Foundation in Support of Local Democracy, (2) Milwaukee County's internship program for Polish municipal officials, and (3) International City Managers Association's assistance to the Association of Polish Cities.

It is important to note that these projects were "cooperative agreements" and not *contracts* between USAID and the organizations. Unlike a contract, with its deliverables and specified line-item budget, a cooperative agreement is more flexible and most often used for general education and development programs when USAID has determined that close management of the project is not necessary. The grantees were not asked to collect impact data or to provide analysis of the probable impact of their work on government policy change. Hence the evaluators found little data collected by the grantees that could be used as the basis for impact analysis.

It should also be recognized that there are other democracy-promoting projects, funded by USAID and other donors, operating in both countries. Many have similar goals and objectives and work with the same counterparts. In addition, the grantees responsible for the projects evaluated here also manage other related programs with similar objectives to those being evaluated. Thus there is no hard evidence which allows the segregation of impact by project.

A. METHODOLOGY

The three-person team of evaluators accomplished its work in a series of steps, following an initial briefing by USAID staff.

- First, team evaluators reviewed the extensive documentation available on the four projects, including original and revised applications for financial assistance, USAID approval documents, trip reports, progress reports, and other materials.
- Second, the evaluators conducted a series of interviews in the US with almost all those who had significant involvement in the project. Interviews were conducted in person, when feasible, and by telephone.
- Third, the evaluation team conducted two-week assessments in Bulgaria and Poland. Key actors were interviewed. USAID Mission staff were briefed at the start and conclusion of the field work.
- The evaluation team then briefed USAID officials in Washington and prepared a draft report, summarizing the team's findings and recommendations.
- This final report incorporates comments and responds to questions raised by reviewers of the draft document.

Appendix D lists the individuals interviewed by the evaluation team.

Throughout the evaluation, the team was conscious that it had two objectives. The first and most immediate task was to assess the accomplishments of the four projects and the validity of their approaches, given the constraints within which they had to operate, in order to give USAID useful information on which to base decisions to renew, revise or terminate these activities. Part II presents these findings. The second, broader task was to use the evaluation's findings to make recommendations that might assist USAID in defining effective program strategies for Eastern Europe and the NIS. Part III presents the team's principal recommendations.

B. THE TWO COUNTRIES

Bulgaria and Poland share a number of common features as a result, in part, of more than four decades of Communist government. After initial "post-change" periods of governance by democratic forces, both countries are now governed by political coalitions in which the influence of former Communists is dominant. In both countries, the democratic forces began major decentralization efforts by creating a new framework of municipal governments. In both, the resurgence of former Communists in the national parliaments has halted, for the foreseeable future, any further decentralization and the strengthening that these municipal structures urgently need.

There also are significant differences between the two countries. Bulgaria has a much smaller population, approximately nine million, only a fourth the size of Poland's. Its economy also is less well developed. Communist ideology penetrated far deeper into Bulgaria, where virtually all economic sectors were nationalized, in contrast to the situation in Poland, where the agricultural sector remained largely in private hands and where post-change privatization of the nationalized sectors has proceeded rapidly. Poland had an effective base of opposition to Communism in the Roman Catholic Church, while Bulgaria, sharing religion, alphabet and other important cultural features with Russia, had a much weaker opposition movement.

The Situation in Bulgaria

Bulgaria is highly urbanized, with about two-thirds of the population living in cities. Population growth is low if not actually negative. The largest city is Sofia, the capital, which has about 1.2 million residents, about 13 percent of the total. Plovdiv, the second city, has about 350,000 people and there are a number of medium-sized cities with between 100,000 and 250,000 people.

Bulgaria's economy is still in deep recession, but seems to be improving slowly. GDP is forecast to be roughly stable in 1994. Inflation is high, estimated at about 80 percent a year, and the value of the lev, the Bulgarian currency, is falling rapidly against the dollar.

The country's industrial and agricultural sectors are both in serious trouble. Small scale privatization of retail stores and service establishments and restitution of seized property has advanced slowly, but in the agricultural sector former state farms (cooperatives) still control most of the land.

Bulgaria today is in a difficult political freeze. The former Communists, now called Socialists, are supported by the ethnic Turkish party and hold a slim majority in the national Parliament, but are unable or unwilling to move ahead on any significant policies. As a result of this central government weakness, little action is being taken on privatization of agriculture or commerce or other on measures to strengthen the economy. The principal opposition, the United Democratic Forces (UDF), holds the mayoralty and a majority on the city council in most of the major cities.

The government sector remains highly centralized. There is little tradition of local self-government. When in power initially, the UDF began restructuring and decentralizing government power, but its efforts were halted after it had dismantled the regional levels of national administration and established about 200 independent municipal governments. The municipalities have weak and unclear authority. Elimination of the layers of government that previously existed above the municipality has left the major cities burdened with costly region-serving functions, such as hospitals and secondary schools, that they do not have the revenue base to support.

In the larger cities, where the University of South Carolina program mostly focused, directly-elected mayors and appointed deputy mayors and municipal secretaries are charged with carrying out all government functions. City councils are elected under proportional representation. Most cities have very large city councils of at least 65 unpaid members. Sofia has 101! The combination of no pay, multi-party representation and unclear legislative authority has led to frequent conflict between councils and mayors, with the privatization of municipal property a subject of major dispute.

Most local revenue still comes from the national government. There is no clear program of revenue-sharing or entitlement. Municipal governments have no clear authority to raise revenue from their own sources. Financial pressures were at the forefront of the concerns of the mayors interviewed by the team.

There are a number of municipal associations in Bulgaria, but they tend to be weak and several, including the two that purport to be nationwide, are split along partisan political lines. No other significant intermediary institutions, such as training organizations with the task of strengthening local governments, were identified.

The Situation in Poland

Poland is substantially urbanized, with about 61 percent of the national population of 39 million living in urban areas. Population growth overall is slow, a half percent a year. Warsaw has about 2 million residents, or about 5 percent of the total.

Poland suffers from high inflation, currently about 30 percent per year. Nevertheless, the economy is growing impressively in real terms. GDP growth for 1994 is estimated at 4 percent. The country's agricultural sector, only a quarter of which was ever nationalized, continues to be strong. Small scale privatization of retail stores and service establishments and restitution of seized property (where the owners are known) has been largely completed.

Poland, like Bulgaria, is now governed by a parliamentary majority made up of the Socialists (the former Communists) and the Peasant Party. Of the two, the Peasant Party was described by knowledgeable observers as the more confirmed supporter of centralism.

When democratic forces took power after the "change" in 1989, there were important moves toward decentralization and the separation of the central government from its two lower levels of administration, regions and municipalities. The municipalities were made independent, with city councils to be elected every four years. At the 1990 election, democrats won power in most large cities and many smaller communities out of the more than 2,500 municipalities into which the country was divided. Led by the founders of the Foundation in Support of Local Democracy (FSLD), the democratic government began implementing a carefully planned decentralization strategy that began with

independence for municipalities (*gminas*) and would have seen the subsequent creation of independent counties (*powiats*) and then regional governments somewhat like the German states. The plan to extend decentralization to the equivalent of counties and states was disrupted when the democrats fell from office.

Municipal responsibilities are divided between tasks delegated by the central government and *own tasks*. The delegated tasks include aspects of health, education and welfare. *Own tasks* include most of the common municipal functions such as streets, sewers, water supply, etc. To pay for the delegated tasks, municipalities share in national revenues from the business and personal income taxes and a tax on extractive industry. They also receive funds from shared taxes that are collected centrally. The revenue-raising authority of municipalities for their *own tasks* consists primarily of a modest property tax, vehicle and business fees and other minor sources. There are central limits on these revenue measures and localities can cut but not raise the rates on taxes or fees. Together, local taxes and fees account for about 40 percent of local revenues. The remainder comes from state revenue-sharing under a formula.

Poland benefits from a wealth of intermediary institutions that support decentralization and local government. FSLD with its 16 Regional Training Centers (RTCs) and five schools is an important force described at greater length later in this report. Training units, of variable quality, are attached to the regional districts of the central government (*voivods*). Some universities and private ventures are also engaged in training local government personnel. There are at least five nationwide membership organizations of local officials.

II. EVALUATION

This section presents the conclusions of the evaluation team, based on its review of documents and interviews in the U.S., in Bulgaria and in Poland. We begin this section by describing and assessing the performance of specific projects and activities. Then we assess the various forms of technical assistance tested in the four projects. Finally, we summarize the team's overall conclusions about the programs carried out in the two countries, rating the specific indicators of accomplishment.

A. EVALUATION OF THE INDIVIDUAL PROJECTS

This section describes the work of the four projects being evaluated. Its evaluative information includes measurements of participation, the design and delivery of learning events, cost-effectiveness and other indicators of accomplishment for each of the four projects. Appendix E sets out the methodological tools and materials used in the process of the evaluation.

1. BULGARIA: UNIVERSITY OF SOUTH CAROLINA

The University of South Carolina's cooperative agreement of September 1991 was designed to foster decentralization and strengthen local government in Bulgaria. It was initially designed as a training program in the three largest cities of the country (Sofia, Plovdiv and Varna) and was to include intensive training visits during which courses would be given and special materials developed (including manuals and videos) in both English and Bulgarian. It was also expected that one or two Bulgarian institutions would work with USC to become the repository of the materials produced and thus contribute to the sustainability of public administration training.

After the first training courses, USC evaluated the response and the Bulgarian political and legal climate for the program. Based on the results, and in consultation with USAID, USC refocused its program on providing short term advisors and on-the-job training to assist municipalities and municipal associations.

Participation

Municipal authorities were targeted for training and consultation, with 306 participants in the formal sessions. USC's end-of-course evaluations were generally positive. Participants were satisfied with the training. However, USAID and USC determined that consultations had greater impact than the planned training. From May 1992 to the present, USC resident advisors have worked in six cities, Gorna Oriahovista, Haskovo, Pleven, Stara Zagora, Varna and Vidin, and with three associations, the Association of Democratic Municipalities, Black Sea Municipalities and the Association of Rhodope Municipalities.

Design and Delivery of Learning Events

The evaluators reviewed a representative sample of training materials, which were competently designed, and of seminars, which were competently conducted. Course materials were translated into Bulgarian and the courses were presented in accordance with adult learning principles. Copies of the materials were given to participants. Consultation services, which were held in the cities or at the associations where the consultants worked, also resulted in development of materials for the Bulgarian participants.

Cost

The total amount of this cooperative agreement was \$637,170. As Project Manager, Glenda Bunce has been able to produce intense programmatic activity for the USAID investment. Overall, USC's cooperative agreement has provided nearly twice as much training as could have been provided had full burden rates been charged by consulting firms or universities with approved overhead rates. The other services provided,

including the interns and Glenda Bunce's coordinating and management time, also came at very low rates due to the nature of the cooperative agreement. Finally, the U.S.IA companion grant managed by Ms. Bunce also reduced the overall cost to USAID since it enabled her to stay in touch with mayors and associations throughout the life of the project. See Appendix G for a more detailed discussion of training costs.

Effectiveness

Primarily through interviews with municipal officials and association executives, the evaluators determined that USC's consultation services were clearly effective in assisting local officials to develop and implement processes which improved the functioning of various aspects of municipal government.

Two anecdotes reveal much about the effects of USC work in Bulgaria:

(1) Bulgarian local leaders said that the intermittent nature of the consultancy meant that they had to learn how to work, rather than learn what to do, from the consultants. A story told by the mayor of Stara Zagora describes the impact of consultant Jim Budds on the mayor's own political progress:

The city needed to pass local legislation on privatization (sale of municipal enterprises). But the legislation bogged down in the 65-member city council without the 33 votes necessary to pass it but also without any vocal opposition that backed specific changes in the mayor's proposals. The mayor said he kept asking himself "What would Jim do in this situation?" This enabled him to use what he had absorbed from Budds about democratic political strategy to take such successive steps as: (1) delaying the vote until he had the chance to organize community support behind the idea, (2) holding a press conference and releasing the names of the council members in favor of passage of the law (and by implication, those opposed) and (3) making cosmetic changes in the preface to the law to enable fence-sitters to come out in support on the claim that they had achieved necessary changes in it. The net result was that the law passed, putting Stara Zagora in the forefront of Bulgarian municipalities in privatization.

(2) Even in situations where USC deemed its efforts unsuccessful, some positive groundwork was laid, as indicated by what happened in Sofia when the city rejected USC's offers of consultation. Nicola Daskolov had contact with the USC program in two capacities:

Formerly, he was an official with the municipality of Sofia and was the principal interface with USC for that government. He is now the executive director of the Association of Democratic Municipalities, the largest and most national in scope of the municipal associations in Bulgaria. (ADM has 73 member cities comprising about

4 million residents, or about half the population of Bulgaria and more than half of the urban population.) Daskolov said that USC was very active in trying to help Sofia and ADM several years ago, but the effort fell apart. The fault, he said, was entirely on the part of the Bulgarians. Sofia and ADM were in a state of confusion after the elections of 1991, were being buried under a host of "technicalities" by the national government and also were being deluged by would-be "helpers" from the U.S.. Daskolov says that ADM now plans to ask for renewed assistance, suggesting that USC's initial effort was not so much ill-conceived as ill-timed.

Measuring the effectiveness of the internships was inconclusive. Interns worked in Varna, Stara Zagora and Haskovo. All were experienced professionals now enrolled as graduate students in the University of North Carolina's Urban and Regional Planning Graduate Program. While all seem to have made some contributions, their work was not formally evaluated by USC. Ms. Bunce reported that the interns were productive and that they provided basic information about city operations that was useful to the Resident Advisors. The interns were not interviewed by the evaluators, who were not able to ascertain that the interns' contributions were used and applied to any significant degree.

Conclusions

The evaluators conclude that the short-term intermittent consultations provided by the USC consultants were useful and that the approach should be considered in other locations, whether provided through a firm or through a university. Measures of impact, and not just of output, should be included in future methodologies.

The fact that this cooperative agreement was one of several efforts that the University of South Carolina conducted in Bulgaria also seems to have been a critical element in its success. The combination of programs has supported Ms. Bunce's travel to Bulgaria during the past four years and has allowed her to be involved in a large number of mutually supportive training and technical assistance initiatives, most of which were not funded by the USAID cooperative agreement. In attempting to duplicate the USC model, the challenge will be to locate other places that have multiple programs and a director such as Ms. Bunce.

2. POLAND: RUTGERS UNIVERSITY

Work under the Rutgers University program began in November, 1991. The goal of the cooperative agreement was to strengthen local governments in Poland through the development of an indigenous capacity to train local government officials. The grant supported capacity building for the Foundation in Support of Local Democracy (FSLD), both in the central office and in its network of Regional Training Centers (RTC's).

Central office activities concentrated on improving the Foundation's internal organization and management. Curriculum development, course modules and training of trainers in adult learning techniques formed the core of assistance provided to the RTCs. The first four core course modules were provided through subcontracts to Johns Hopkins University, the Institute for Public Administration (IPA) and the Community Development Training Institute (CDTI). Training of trainers and institutional development assistance was provided by a contract with Goldman Associates.

Participation

The two target groups for training and consultation have been municipal officials and FSLD staff. In the first four courses, 1,335 government officials were trained and over 200 FSLD staff, including Foundation Headquarters staff, RTC directors, TOT trainers, and part-time instructors. Response to the training has been largely positive as measured by end-of-course questionnaires. Interviews of selected participants by the evaluation team gave high marks to most scheduled training provided through the grant.

Design and Delivery of Learning Events

The training materials developed under this grant have been well documented by Rutgers and its subcontractors. The modules were, for the most part, developed in collaboration with Polish partners. The most useful programs have been the Organization Capacity Building and the Training-of-Trainers modules prepared by Lenore Goldman of Goldman Associates. The CDTI, Johns Hopkins as well as the Goldman Associates model were valuable for their content as well for illustrations of adult learning. Process examples were as important as the actual course material.

The IPA module and the organizational development capacity building exercise delivered by Dr. Deborah Cutchin were designed and implemented less effectively. The main problems with both of these were timing, packaging, and difficult content area. With respect to the Institute for Public Administration module, the rush to offer training courses in Poland compressed the preparation time and resulted in materials arriving in the country just four days before the first training event, leaving too little time for perfecting the translations and developing Polish examples. Cutchin's organizational development work at FSLD headquarters seemed to be too much too soon, although it was well received at one of the Regional Training Centers. Some FSLD staff members

were not ready to accept ideas of this nature at that time. Goldman's later work resolved some of the same issues and took place at a time when FSLD was more prepared to take action.

Cost

The total amount of the cooperative agreement was \$2,569,888.00. The amount of the subcontracts for the training modules were \$72,223 to Johns Hopkins; \$77,430 to CDTI; and \$147,546 to IPA. In addition, Goldman Associates received \$175,110. Taking the module subcontracts together (\$297,199), the average cost of training each member of the initial group of 1,335 Polish government officials was \$223. Since the Goldman contract included training and consultation, there is no meaningful way to determine a per participant cost for training provided under that contract. Based on training costs in other regions, and the extended utility of both course work and process, the \$223 per participant cost appears reasonable.

Effectiveness

End-of-course evaluations and the fact that FSLD training programs across the country have been increasing in the number of offerings and individuals trained confirm that participants have been satisfied and the training courses have been effective. The evaluators asked general questions of some 75 people throughout the country who participated in all kinds of courses. Everyone gave high marks for the training received, often citing relevant content and always noting that the adult training techniques were very effective. Typical comments were: "The courses really made me think." "I realized that I could help change problems." "I learn more when I can participate in the discussion instead of just listening to a lecture."

The RTCs visited noted that their number of courses and participants have gradually increased over time. For example, in Bialystok, the RTC offered 41 courses with 1,700 participants between January and May 1994; only 900 people had attended 49 courses in the year-long period between January and December 1993.

It is more difficult to document the specific impact of training courses on the lives and work of the participants, since most participants are subjected to non-training influences as well. The following anecdote is one of the best illustrations of the direct impact of FSLD training:

As a direct result of the training program prepared by CDTI in partnership with the Bialystok RTC, the city of Kryniewe in the Bialystok region adopted its own regulations governing municipal purchasing and public works construction, based largely on the models prepared by the Bialystok/CDTI collaboration. These regulations called for the first time for competitive bidding. Previously, the municipality simply arranged for its purchases or construction through one of the

monopoly state enterprises under the voivod (regional administration of the central government). Recently, a road paving project was initiated which involved at least three new practices, all learned from the CDTI course. First, the city competitively bid the construction work. Second, the director assigned a staff member as a project manager to monitor the contractor's work and to report periodically to the director on progress against the time schedule, quality of work and cost. In previous projects of state enterprises the city had been able to check the work only when it was said to be complete. Finally, recognizing that the new paving would disrupt traffic and affect the residents of the city, the director of communal services placed notices in the local newspaper and on the radio informing the residents of what was to be done and asking their forbearance, a truly pioneering effort in municipal sensitivity to the public.

Other Indicators of Accomplishment

FSLD's broad base of financial support, as well as its growing ability to generate fee income from training and technical assistance, serve as significant indicators of long term sustainability. Training activities overall are nearly 50 percent self-funded. Furthermore, the FSLD today has been largely created through the institution-building component of the grant. For example, role clarification and strategic vision came about through a participatory process that included Warsaw office managers and staff as well as the staff of the RTCs and the five Schools of Local Government which are also operated by the FSLD. The hiring of a new coordinator of American Programs with adult education experience and a redefined relationship between the central office and the RTCs has also contributed to networking among the centers and upgraded the overall management of the training function within FSLD.

The continuing use and adaptation of the training modules demonstrate the multiplier effect of this grant. Both the municipal budgeting and community development curriculum have been used repeatedly; all of the curricula have had repeated use, depending on the electoral cycle and other local administrative changes. Perhaps even more important, the Training-of-Trainers program (TOT) has brought 20 dynamic individuals into the organization. (The TOT process was rigorous; twenty of the twenty-six who attended received certificates.) These professionals have developed a team approach to their role with the unintended side benefit of creating a cadre of second generation FSLD leaders. The TOT component within FSLD is responsible for marketing training, sharing course modules and experiences, defining needs and identifying content experts around the country.

Although FSLD is becoming more self-sufficient, there are several reasons why funding should be continued. First, FSLD is a young organization that will continue to have "ups and downs" and that will strengthen itself through relationships with funding sources. Secondly, USAID's specific agendas can be promoted by specifically targeted grants to accomplish definite objectives. As FSLD matures administratively, the cost to USAID for additional training and technical assistance provided through FSLD will decrease.

Finally, as FSLD becomes part of USAID's team of operating organizations, it can serve as a sounding board and advocate of commonly held policies.

The Rutgers/FSLD model has several elements worth replicating. The extraordinary devotion of core FSLD personnel to democracy and local government's role in sustaining it creates an environment in which the grant's primary energy can be devoted to output of specific materials; the underlying philosophical orientation already exists. While finding such an indigenous partner is extremely rare, its contribution to the success of a grant should not be underestimated.

Another strength of the program is the relationship between Rutgers University and FSLD. The university-based Local Democracy in Poland program successfully markets FSLD to U.S.-based funding sources and identifies potential collaborating organizations which can support FSLD. Having a U.S. partner institution to support its work has allowed FSLD to develop a broad base of financial support and provided an outlet for information about its needs and successes to potential supporters in the U.S.. Johanna Rugulska's leadership role on both sides of the Atlantic has been significant in FSLD's overall success.

3. POLAND: MILWAUKEE COUNTY

Work under the Milwaukee County grant began in August 1992. The goal of the cooperative agreement was to provide short-term internships for Polish local government officials in public agencies within and around Milwaukee County, Wisconsin.

Participation

Municipal officials were the target group for participation in this internship program. There were 26 participants in the program as of February 1, 1994. An additional group of six has since participated, a sixth is planned for elected officials this fall and two additional groups are planned for late fall and early winter 1994-95, for a total of 50 participants. Three groups of five, seven and eight officials each completed six-week internships in Milwaukee. The topics on which the three groups concentrated were local government services, economic development and urban planning.

Design and Delivery of Learning Events

The internships included a number of shared sessions, followed by internship assignments tailored to individual interests and responsibilities. At the end of the first internship, the participant was expected to prepare a case study of a problem observed in Milwaukee and, in the later groups, an action plan setting out a strategy for applying skills or knowledge gained in the internship to a situation in Poland. In order to better

identify participants in the program and to follow up on their return to Poland, FSLD was employed to assist Milwaukee County.

The evaluators reviewed a representative sample of training materials, individual learning plans, case studies and action plans. The materials were professionally designed and reflected extensive effort to assure that each participant gained important knowledge and skills. Interviews and surveys of the participants upon their return indicate that the learning events imparted new skills, attitudes and knowledge, and that many had successfully applied those new tools within their local governments. The evaluator's interviews of participants yielded anecdotal support as well.

Cost and Effectiveness

The total amount of this cooperative agreement was \$568,640, of which \$324,698 has been expended on the first four groups. The duration of the program, combined with intense individual attention, make this the most expensive of the projects being evaluated on a per trainee basis, and somewhat more expensive than comparable U.S.IA programs. Its overall cost-effectiveness, in terms of the dollar value of local government impact and improved fiscal management, varies widely by participant. For those participants with substantial authority in Poland, significant service and cost improvements have been made. The following example demonstrates this:

The Krakow social service director related how her study of the social welfare system in the U.S. has led to two changes, one currently implemented and the other on the drawing board. The one she has implemented is to change the food stamp program in the city from one that gave coupons only to a specific neighborhood restaurant to a system like that in the U.S., where several vendors will take the coupons. This change will enable the recipients to get better food at markets and will cut the monopoly of selected shops. Her pilot project is nearing an end and she plans to implement this new system city-wide. In addition, she plans to advocate nationwide redesign through the social worker's professional association for other cities. The second reform related to the structure of public assistance. She saw how social workers were able to ensure that the most needy received assistance in Milwaukee. She is proposing a nation-wide change of this sort in Poland.

Other Indicators of Accomplishment

The Milwaukee program is sustainable with continued USAID support, although there is some question whether Milwaukee County officials can continue to produce appropriate, challenging internships on an ongoing basis. This problem would ease if funds could be found to support mentors or internship managers within county agencies.

At present, the program has only a modest multiplier effect. Two-thirds of the participants report having presented papers or reports on their experiences to their peers

but there is no way of judging the impact of these activities. The recent addition of an active coordinator in Poland through FSLD has resulted in the forming of an "alumni association" which will help participants to network upon their return. As the cadre of interns grows, the multiplier effect may grow as well, but the program is unlikely to have the long-term impact of an indigenous training institution.

As for replicating the Milwaukee model, the evaluators conclude that the relationship between the County leadership, Milwaukee's Polish-American community and the interns would be very difficult to replicate elsewhere.

4. POLAND: INTERNATIONAL CITY MANAGERS ASSOCIATION

Work under the ICMA grant began in December 1991. The goal of the cooperative agreement, which also provided technical assistance to similar associations in the Czech Republic and Slovakia, was to provide institution-building technical assistance to the Association of Polish Cities (APC). The underlying assumption was that an active, effective association of municipal governments would foster decentralization and strengthen local government in Poland.

Participation

The target group for participation was the small professional staff of the Association of Polish Cities.

Design and Delivery of Learning Events

The learning events included a number of activities, such as short-term technical assistance provided by ICMA and National League of Cities (NLC) staff in Poland, short-term internships by APC staff in the U.S. at NLC and ICMA offices, assistance in planning and conducting a national conference called the *Conference of Mayors/Economic Congress of Polish Cities/Investment Opportunities in Polish Cities*. ICMA and NLC officials also provided reports, curricula and other written materials to APC.

The evaluators reviewed a representative sample of trip reports and materials made available to APC staff. The materials were professionally prepared and were tailored to meet the tasks described in the grant application. Interviews of the participants indicate that the learning events were successful in imparting new skills, attitudes and knowledge, and that the measures of outcome set by USAID have been largely achieved.

Cost and Effectiveness

The total amount of this cooperative agreement was originally \$300,000. Near the end of the work, certain unspent funds were redirected to other activities, reducing the budgeted amount to \$217,949. It is a difficult program to evaluate in terms of cost effectiveness because, with the exception of a target for income to be raised through dues, which was met and exceeded, no measures of financial effectiveness were established.

Other Indicators of Accomplishment

APC clearly holds a position of influence within Polish local government, which results directly in substantial dues and fee income. It will survive without additional USAID assistance. A better question may be whether additional assistance would result in more impact at the national level on behalf of local government reform. Clearly, without some such activity, decentralization generally, and local government reform specifically, will continue to be mired in the turmoil of powerful national interest groups.

At present, APC's conference and seminar program promises to offer opportunities to multiply the impact of the technical assistance, although it is not clear that these programs derived from this most recent technical assistance.

The ICMA model can be replicated. The key question is not how to replicate it, but how to measure its impact beyond management and budget indicators. Another factor to be considered in deciding on future assistance of this type in Poland is whether it should not also be extended to the four other national associations.

B. ASSESSMENT OF THE PROGRAM ELEMENTS

The program elements evaluated here include a range of approaches to meeting the training and technical-assistance needs of local government: formal training programs, training of trainers, short-term advisors, assistance to municipal associations and personnel exchanges and visits. Of the alternatives most often available for use by USAID in strengthening local government in developing countries, there was no stationing of long-term advisors or direct assistance to central government units in these projects. The programs, arranged by element, were as shown below:

- Formal Training Programs: Poland (Rutgers, FSLD and the RTCs, U.S. subcontractors) and Bulgaria (USC).
- Training of Trainers: Poland (FSLD and the RTCs).
- Short-term Advisors: Bulgaria (USC in various cities)

- Assistance to Municipal Associations: Poland (ICMA and APC) and Bulgaria (USC and various associations).
- Personnel Exchanges and Visits: Poland (Milwaukee) and Bulgaria (various exchanges and visits).

The evaluation team's overall assessment is that each of the approaches has potential merit in a given situation. Overall impact varies with at least four factors:

1. **Underlying receptiveness of the recipient.** Results of assistance to both individuals and organizations varied, based on the willingness of the recipient to examine ways in which the assistance might be used. Institutions were least receptive to change, but even individuals demonstrated the capacity to dismiss certain skills and recommendations out of hand.
2. **Underlying capability of the recipient.** Both individuals and municipalities differed greatly in their abilities to put new skills, knowledge or attitudes into practice. The more sophisticated the community and the more personally powerful the individual recipient, the more likely the training or technical assistance was to precipitate change in the operation of local government, at least in the short term.
3. **Availability of a competent indigenous partner.** The only truly unsatisfactory results occurred in the absence of local input or oversight. By contrast, the most effective programs were those with substantial local involvement and ownership.
4. **National political environment.** Local government obviously exists within the purview of the national political system and is thus limited by the biases of that system. Certain forms of assistance require at least the tolerance of the national government, while others are better suited to the opportunities presented in individual municipalities.

The following chart summarizes the strengths and weaknesses of the five models as they could be observed in the four grants under review:

PROGRAM ELEMENT	STRENGTHS	WEAKNESSES
Formal Training Programs	Wide audience Readily replicable Supports institution-building May lead to self-support	Requires strong local partner Requires tolerance of national government to survive
Training of Trainers	Creates cadre of capable trainers Supports institution building Leverages capacity May create future leaders	Requires strong partner institution Requires some on-going institutional support
Short-term Advisors	Provides hands-on, direct assistance to multiple communities Flexible Relatively low cost per municipality Promotes independent thinking	Requires careful screening for "fit" Requires trouble-shooter to address problems of "fit" Requires strong commitment, competence from recipient
Assistance to Municipal Associations	Excellent capacity building Promotes indigenous capacity Relatively low cost per participant Easily replicable	Requires receptive recipient Prone to lose impact if leadership changes Selective impact
Personnel Exchanges	Builds individual leaders	No-institution building Relies for impact on individual capacity, predisposition Relatively high cost per participant Requires excellent management

It is difficult to capture the "point in time" dimension in the above table; yet this is a critical variable. The experience of these four projects suggests that formal training in discrete aspects of local government administration is more effective after the local governments have been in place for two or more years. Similarly, the training-of-trainers program was significantly enhanced by its placement in the heart of an existing organization, one that could only exist in a relatively stable political environment. This is an issue of later, rather than early stage assistance. By contrast, short-term technical assistance was very useful for newly elected officials within newly created municipal governments. While such assistance also would be of use later in a municipality's development, it might reasonably be replaced by training and assistance from indigenous institutions.

Assistance to municipal associations appears to have a similar timing quotient. While aid may be useful throughout the transition from authoritarian to democratic government, early stage assistance must reflect the most basic issues of interest group politics, whereas later stage assistance can focus on the administrative and communications issues critical to transition and maturation of an advocacy organization.

Personnel exchanges, specifically short-term internships of the sort supported by the grant to Milwaukee County, are similarly flexible in their time horizon. Early stage exchanges and internships appear to expand the horizons of public officials in newly democratic environments, while content driven (rather than exposure driven) internships for officials with one or more years experience (and significant organizational authority) offer the opportunity to enrich the management environment of an operating community. While this evaluation is too limited to draw firm conclusions, it seems probable that the optimal timing for an internship is a function of the overall political environment and the previous exposure of the individual official.

C. OVERALL EVALUATION OF THE PROJECTS

USAID explicitly stated the following goals for the four projects being evaluated:

- (1) To contribute to the democratic process in Poland and Bulgaria by strengthening government at the local level.*
- (2) To improve the effectiveness of local government in these countries by strengthening municipal public administration.*
- (3) To utilize training and/or technical assistance focused on a selected number of municipalities as the primary tool to strengthen municipal public administration.*
- (4) To lay the groundwork for widespread achievement of more effective local government by strengthening the capacity of indigenous institutions related to local government, such as municipal associations.*

At the outset of its work, the evaluation team presented for USAID review a set of four objectives and 13 measures, consistent with the four goals. See Appendix C for these objectives and measures, as approved by USAID. Three additional measures were added following field visits, further elaborating the findings.

In order to summarize the evaluation in terms of the original 13 indicators, the evaluation team developed a tally sheet which appears on the following page. On the sheet, assessments were made of each of the measures on the basis of a score of 1 to 10, with 1 representing the poorest possible accomplishment and 10 representing the best possible. The summary scores on the form integrate the separate scores given by each of the three members of the evaluation team. By agreement of the team, greater weight in scoring individual measures was given where one or another team member had special expertise or knowledge in evaluating, for example, adult education practices or municipal financial management. The scoring process was inevitably subjective and value-based. It should be noted, however, that there was little difference in scoring by the three evaluators on most measures and the table summarizes the overall judgment of team members. The three additional objectives and their related measures were added in the final table.

It is important to recognize that what is being scored here is the degree of success of the grantees in achieving project objectives under real world conditions, such as limits on financial or staff resources, language or cultural problems, political conditions and other difficulties. Thus, for example, the low scores given to the Bulgaria project on strengthening indigenous training institutions is simply a recognition of the lack of such institutions in the country and the resulting inability of the University of South Carolina to accomplish its initial target, a problem already recognized by USC and USAID when they changed the orientation of the project.

The scores assigned by the team for the Polish projects were consistently higher than those for the work done in Bulgaria. This reflects several factors. First, the conditions affecting decentralization and stronger municipal governments in Poland, while far from ideal, are far better than those that presently prevail in Bulgaria. Second, the counterpart institutions that were involved in Poland, FSLD and the Association of Polish Cities, in particular, were far stronger, even at the outset of project activity, than any available in Bulgaria. Finally, USAID invested substantially more funds in the Polish projects than in Bulgaria.

Following the numerical evaluation of components 1 through 4 is an enumeration of all seven objectives and their related indicators, and a summary of the team's findings for each one.

**OVERALL RATING OF EVALUATION COMPONENTS 1 - 4
FOR POLISH AND BULGARIAN PROGRAMS**

COMPONENT/INDICATOR	BULGARIA	POLAND
1. INCREASING GENERAL MUNICIPAL COMPETENCE		
1.1 Display greater knowledge / understanding	5	6
1.2 Application of new knowledge in practice	4	7
2. IMPROVING MUNICIPAL MANAGEMENT CAPACITY		
2.1 Increased and applied knowledge of personnel systems	3	5
2.2 Increased and applied knowledge of financial systems	6	6
2.3 Increased and applied knowledge of municipal services	6	7
3. STRENGTHENING OF MUNICIPAL TRAINING INSTITUTIONS		
3.1 Identification and assumption of responsibility	1	8
3.2 Development of course materials in local government	2	8
3.3 Course materials used in training by local institutions	1	7
3.4 Employment of appropriate adult training methodology	7	9
4. STRENGTHENING OF MUNICIPAL ASSOCIATIONS		
4.1 Associations improving capacity to be self-sufficient	6	8
4.2 Associations displaying self-management capacity	6	8
4.3 Associations serving as spokespersons for municipalities	5	7
4.4 Associations generating and disseminating useful information	4	6
5. FACILITATE ESTABLISHMENT OF LOCAL GOVERNMENT INSTITUTIONS		
5.1 Administrative reforms which improve the quality of local service	2	4
5.2 Administrative reforms which reduce the cost of government services	2	3
5.3 Local government institutions which facilitate participation by the community in the government	3	3
6. ENCOURAGING / FACILITATING GOVERNMENT DECENTRALIZATION		
6.1 Free elections for local government have been held	4	7
6.2 Services previously provided by central government	3	5
6.3 Appropriate tax collections and/or sharing mechanisms	2	7
7. ENCOURAGING AND FACILITATING NATIONAL LEGISLATIVE REFORM		
7.1 Effective lobbying organizations for local government reform	4	7
7.2 National legislative actions	3	6

NOTE: All ranking done on basis of 10 = Best, 1 = Worst

OBJECTIVES AND MEASURES

Objective 1. To increase the competence of public administration practices at the municipal level in Polish and Bulgarian cities through training for and technical assistance to municipal officials and employees.

Indicator 1.1 The people who have been trained and who have participated in the technical assistance activities have a demonstrably greater understanding of general (non-sectoral) public administration practices applicable to municipal government.

Comment: Interviews with public officials, trainers trained by the program, and interns who participated in various activities demonstrated facility with the concept of local vs. national government, understanding of both the desirable and difficult aspects of the environments in which they functioned, and considerable expertise in applying newly learned public administration practices to their responsibilities. Their relative sophistication in discussing the constraints which they face suggests that the training and technical assistance have met this objective.

Indicator 1.2 At least some of the people who have participated in training and technical assistance activities have applied their greater understanding to the situation in their municipal governments.

Comment: Several examples of the application of training and technical assistance have been included elsewhere in this report. Overall, almost all of the individuals interviewed were able to cite specific examples of how they had applied what they had learned through the programs to local government activities in which they were involved.

Objective 2. To improve the capacity to design and operate specific municipal management systems.

Indicator 2.1 The people who have been trained and who have participated in the technical assistance activities have a demonstrably greater understanding of the nature and operation of local government, including municipal personnel systems and at least some of these individuals have introduced improved management practices into their respective municipalities.

Comment: Each of the individuals interviewed displayed an understanding of the nature and operation of local government in the West, and the challenges of implementing such a system in a formerly centralized society. Each of the elected officials reported having implemented improved management practices; professional staff's ability to implement specific change varied with the level of individual responsibility.

Indicator 2.2 The people who have been trained and who have participated in the technical assistance activities have a demonstrably greater understanding of the nature and operation of municipal budgeting and financial management systems and some have introduced improvements into these activities of their municipalities.

Comment: Significant budgeting and financial management improvements have been introduced in those communities whose financial officers have participated in the training. See Appendix B, pp 9-10 for examples.

Indicator 2.3 The people who have been trained and who have participated in the technical assistance activities have a changed view of the appropriate range and content of services for which a municipality ought to be responsible and at least some of these individuals have proposed changes in the range and content of services for which their municipality is responsible.

Comment: A clear understanding of the range and content of local services has been developed, as well as a clear sense of the need for legal and administrative reform to support them. Some changes have been proposed, but too often, those proposals for change are hamstrung by local finances and/or questions of legal authority.

Objective 3. To strengthen the capacity of indigenous training institutions in support of or related to local government.

Indicator 3.1 Indigenous training institutions have been identified and have taken on the responsibility for training municipal officials and employees.

Comment: FSLD has clearly met this objective; no analogous institution exists in Bulgaria at present. See full discussion of FSLD in Appendix B, pp 10-15.

Indicator 3.2 Relevant course materials in the local language have been developed in collaboration with these institutions for their use.

Comment: As above, 3.1.

Indicator 3.3 Indigenous non-governmental institutions related to local government have utilized the course materials to train officials and staff in other municipalities.

Comment: As above, 3.1.

Indicator 3.4 Adult training methodologies have been employed in the courses.

Comment: As above, 3.1. The FSLD Training of Trainers Program is to be

credited with stressing adult learning principles and practices.

Objective 4. To strengthen the capacity of other indigenous institutions, such as municipal associations, in support of or related to local government.

Indicator 4.1 Indigenous institutions are improving their capacity to be financially independent and self sustaining.

Comment: Only two of the programs, FSLD and APC, meet this objective. APC is currently financially independent. FSLD still relies for a considerable portion of its funding on an array of outside sources but generates over 40% of its income from local sources and has instituted policies and practices which should result in increased correspondence.

Indicator 4.2 Indigenous institutions have developed a capacity to manage themselves.

Comment: The assistance provided by these programs has clearly enabled FSLD and the APC to manage themselves. The Bulgarian program has facilitated the development of at least two regional associations which, although not fully developed, are slowly adding functions and developing management capacity.

Indicator 4.3 Indigenous institutions are serving as spokespersons for local governments.

Comment: In Poland, the FSLD and the APC serve as spokespersons for local government interests. In Bulgaria, both the Rhodope Association and the Black Sea Association have spoken out on issues of concern to their member jurisdictions.

Indicator 4.4 Indigenous institutions are generating and disseminating information about local government administration and management to local governments on a scheduled basis.

Comment: Only the APC has fully met this objective, although FSLD's training courses disseminate information on various topics on a regular basis and several of the RTCs have become resource centers for local government.

Objective 5. To facilitate establishment of appropriate local government institutions.

Indicator 5.1 Local government administrative reforms which improve the quality of public services have been implemented.

Comment: While no comprehensive analysis has been compiled for any of the programs, several reforms were reported to the evaluators. In Bulgaria, revisions based on consultations and technical assistance were made to the personnel

system of Gorna Oriahovista, the privatization program in Stara Zagora, and the financial management system of Varna. In Poland, all of the Milwaukee program participants interviewed, and each of the RTC directors, were able to cite specific examples of local government reforms precipitated by training and experience gained through the USAID programs.

Indicator 5.2 Local government administrative reforms which reduce the cost of government services have been implemented.

Comment: No formal data was compiled to measure financial impact comprehensively. However, officials of several Polish cities reported that reforms have been implemented based on FSLD training which have reduced the costs of providing municipal services. Similarly, at least two of the Milwaukee participants cited specific cost savings which resulted from information gained during their internship.

Indicator 5.3 Local government institutions which facilitate broader participation of community residents in local government decision-making have been established.

Comment: No comprehensive data was available, but interviews indicated that in at least one Bulgarian city, Stara Zagora, the mayor created a public information program based directly on discussions with the USC advisor. In Poland, FSLD has been deeply involved in training potential candidates for election to local office. Their success can be measured in part by the increase in both candidates and the issues discussed in the second round of municipal elections which took place in June 1994. In addition, three of the Milwaukee participants cited their creation of a Board of Zoning Appeals process and/or a zoning information process within their communities as examples of their new ability to implement programs to reach community residents more effectively with information about public policies which would affect them.

Objective 6. To encourage and facilitate decentralization of governmental functions.

Indicator 6.1 Free elections for local governments have been held.

Comment: Free elections have been held in both Bulgaria and Poland. In both countries, these elections have been aided by USAID supported projects, including the four projects being evaluated. Local elections in Poland held during the evaluators' visits were observed by Russians, Ukrainians and Byelorussians.

Indicator 6.2 Services previously provided by central government have been assigned to solely elected local government.

Comment: Service delivery has been decentralized to some extent in both

countries, but with the exception of FSLD's involvement with the Polish national government in the late 1980s and early 1990s, there is little evidence that this was in any way related to the programs being evaluated.

Indicator 6.3 Appropriate tax collection and/or sharing mechanisms have been created to support local governments.

Comment: Perhaps the most common complaint of local officials and their advocates in both countries relates to the failure of local government reform in fiscal matters. Local governments in both Poland and Bulgaria suffer from an imbalance between services assigned to them and power to raise revenue to fund services. In Bulgaria, the problem is exacerbated by the absence of cost sharing legislation which permits providers of regional services to require contributions from other municipalities.

Objective 7. To encourage and facilitate national legislative reform in support of local government.

Indicator 7.1 Effective lobbying organizations for local government reform at the national level have been created.

Comment: In Bulgaria, the Black Sea and Rhodope Associations are beginning to function in the national legislative arena, and show significant promise as effective lobbyists for local government reform. In Poland, both FSLD and APC have worked with the national legislature on matters of local government reform.

Indicator 7.2 National legislative actions have been taken to enhance the power and authority of local government.

Comment: No reforms have been implemented in Bulgaria which can be directly attributed to the USC program. While no reforms in Poland can be directly attributed to the FSLD, APC or Milwaukee programs, FSLD has reported that its officials and RTC directors have been invited to participate in several committees working on local government reform. While no reforms were reported to have yet been implemented, both FSLD staff members and local officials trained in its programs are active participants in the (now stalled) movement for local government reform. Similarly, the APC was recognized by local officials interviewed during the evaluation as a voice for local government in the legislature and has successfully advocated at least one policy position beneficial to local government interests. See Appendix B, pp 22-24.

III. FINDINGS AND RECOMMENDATIONS

A. PRINCIPAL FINDINGS

Overall Conclusions

In some respects, local governments in Poland and Bulgaria have been strengthened as a result of the funded activities. The evaluation team found instances of new-found strength and capacity in local governments in each country, including implementation of administrative reforms, installation of systems adapted from U.S. examples and models provided by USAID-funded consultants and joining to promote local legislation.

The degree of strengthening has varied as between the two countries and municipalities within each country. But the overall effect has been both positive and, considering the modest funds, staffing and time involved, impressive in its effectiveness in strengthening local government in both countries.

On the negative side, progress toward complete decentralization has been slowed by national political factors. The evaluation team found little evidence that the funded activities meaningfully furthered decentralization, despite the intentions and efforts of the participants. The problem was that in both countries significant political power shifts at the national level seriously weakened central support for further decentralization.

In some instances, activities provided under this contract have meshed with other donor assistance to help facilitate change. We saw limited evidence that grantees have cooperated with other USAID projects, USIA and Peace Corps activities to promote more widespread understanding of the U.S. local government model and its application. But we also were concerned that there was not as much communication among various U.S.-funded activities as there could have been, especially in Poland. This can be addressed by making it part of the job description of USAID resident staff members to facilitate this cooperation and by writing terms of reference with cooperation benchmarks.

In both Bulgaria and Poland, local government associations have had limited success in influencing specific central government actions. In Bulgaria, the Black Sea Association claims to have successfully promoted the adoption of a regional policy for public works and related development along the shores of the Black Sea, in order to avoid having the central government impose its own design. In Poland, the Association of Polish Cities successfully lobbied for payment to cities for past capital projects initiated by the national government, although as yet no money has actually been paid. Also in Poland, FSLD and its Regional Training Center network has emerged as a major voice for local government reform; for example, the Director of the Kracow RTC was enlisted by the heads of seven large local governments to organize on their behalf a conference to draw attention to the national government's abandonment of local government reform.

Conclusions About the Effectiveness of Individual Projects

(a) **Local Government Training.** Of the four projects evaluated, the team agreed that the cooperative agreement involving Rutgers University/Foundation for Support to Local Democracy (FSLD) in Poland has been the most effective, partly because of the overall design but largely because of the way in which the presence and growing capability of FSLD has made it possible to deliver and then replicate training for local officials that is directly relevant and useful.

(b) **Consulting Assistance to Cities.** In addition, the work involving the University of South Carolina and selected U.S. city/county managers in particular cities in Bulgaria that the team visited (especially Stara Zagora where U.S. consultant Jim Budds made visits over a two-year period) has clearly affected the knowledge and thinking of municipal officials about municipal governance as well as their accomplishments.

(c) **Technical Assistance to Municipal Associations.** The technical assistance to municipal associations in both countries, by ICMA in Poland and by USC in Bulgaria, also seems to be having useful effects, although it is still too early to see much impact as yet. Local government officials involved with these associations were highly positive in their views of the assistance.

(d) **Exchange Programs.** The exchange programs, including the Milwaukee program in Poland and the separately-funded USC program in Bulgaria, had clearly positive effects on their participants. It was harder to trace their impact in actual accomplishments upon the return of the interns to their native localities. In addition, the high per person costs of these programs and the burden they place on the US partner appear to limit any potential for widespread use.

As one would expect, the overall effectiveness of the grants tends to be related to their size and scope. As the largest and most extensive, the Rutgers/FSLD project has helped create a nationwide training network for local governments that appears to be emerging as an important force in the continued growth and development of local government. The Milwaukee, ICMA and USC grants have achieved more modest results, but have on balance contributed useful support for local government reform in both Poland and Bulgaria.

Ineffective or Troubled Activities

No project or major activity studied during the evaluation could be clearly declared to have been ineffective, although the early efforts of USC to initiate training programs in Bulgaria were an admitted failure because of the inability to find strong counterpart institutions and the unpreparedness of Bulgarian officials to benefit from training. Transportation difficulties also apparently added to the problems. This thrust had been abandoned before the evaluation work began.

There were also some problems with specific project components such as, for example, the Rutgers/IPA work. But the evaluation team did not conclude that the problems of this program resulted from a lack of effort. It simply took additional time and work, largely by Polish FSLD trainers, to adapt the IPA-produced training modules. There was also general agreement that the initial translation services provided by Rutgers in the U.S. to its subcontractors were poor.

The Milwaukee program was uneven in results. Despite efforts to design meaningful learning experiences, the program was handicapped by the selection process for participants. For those officials with significant ability to implement change in their communities, the program has been quite useful. For less influential officials, its short-term utility is less obvious. Similarly, the overall effectiveness of the South Carolina consultancies appear to have had as much to do with the receptivity of the host community as the talent of the U.S. consultant.

B. RECOMMENDATIONS

General Policy Recommendations

1. USAID should continue to support local government strengthening.

In both Poland and Bulgaria there is an urgent need for the US to continue to support the forces favoring democracy and decentralization. In neither country does the central government situation appear promising in this regard, at least for the foreseeable future. What is appropriate in both countries is continuing and increasing support for existing municipal governments, whose weaknesses are a threat to democratic progress.

The situation is more critical and difficult in Bulgaria than in Poland, where there is a longer tradition of municipal government and a closer relationship to Western European practices and policies. While Poland may be more strategically important to the US, the team believes that a modest investment in Bulgarian municipal affairs could have a significant positive impact in strengthening the still weak democratic tradition there.

2. USAID should continue to try to influence the central governments.

USAID should also continue to seek opportunities to influence the central governments, despite the current poor prospects. The view of the USAID missions and most local people in both countries is that there is little hope of working effectively in favor of decentralization at the central government level. At least one well-informed person in Poland, active in FSLD as well as central government, argued that it would be effective for USAID to give central government officials exchange opportunities in the US so they could see that decentralization works. The head of the Association of Polish Cities argued strongly that the US should keep working on the central government. This view was shared by the rival National Assembly of Local Assemblies (nala).

In general, however, the evaluation team recommends that until and unless national politics shift, USAID should concentrate its democratization efforts in both countries on direct support for local government and on intermediating institutions that have the same goal. Focus on the national governments should be seen as a supplement to this strategy, to be applied where feasible.

3. USAID should coordinate its own efforts and those of other organizations.

A number of USAID assistance efforts in Poland and Bulgaria, in addition to those that were evaluated in this effort, are directly relevant to strengthening municipal government. So too are programs of other US, European bilateral and multilateral organizations. Coordination of multiply funded and managed efforts is never easy and in some cases may not even be possible. However, the evaluation team was struck by the difficulties it had in obtaining information on related activities, especially in Poland where there were more efforts under way than in Bulgaria. As USAID resident staff increase, some efforts by the staff to coordinate these activities would result in high pay-offs for the countries.

4. Formal training and training of trainers

This is the most cost-effective way to impact a large number of municipalities, but it requires one or more competent and appropriately-oriented indigenous training institutions. Such institutions exist in Poland but not in Bulgaria. Further efforts are warranted to create one or more effective indigenous training institutions and to focus on process as well as content.

5. Full and part-time consultant advisors

The use of part-time, senior advisors in Bulgaria was effective and should be continued. If funds are available for some advisors to be stationed on a two to three year basis in important Bulgarian cities, this should also be tried. Given the fluidity of municipal conditions in Bulgaria, what is important is to invest as much in the presence of seasoned US municipal managers as can be obtained.

6. Technical assistance to municipal associations and other groups

This is a relatively low cost, low risk activity and should be supported in both countries. Assistance efforts should be extended to all appropriate associations and groups, even if they are rivals or not wholly sympathetic to US policies.

7. Exchange programs

At this time, the need for such exchange programs is probably greater in Bulgaria than in Poland. There is also a significant unit cost associated with exchanges and internships.

Where there are special reasons, and sponsors willing to share much of the cost with USAID, exchange programs may still be warranted.

Recommendations Regarding the Future of the Four Projects

8. University of South Carolina

The evaluation team is very favorably impressed with the energy, skill and dedication that USC brought to the scene in Bulgaria. These efforts should continue to be supported and extended to additional municipalities as appropriate candidates and consultants are identified. In addition, it would be sensible to try again the earlier training thrust of the USC program now that there is a base of experience.

9. Rutgers University/FSLD

FSLD has made significant progress since its founding. Future support should focus on the following:

(a) **Accounting and other management systems.** A specialist in nonprofit organization management should be retained to ensure that the accounting and management systems being installed at FSLD are appropriate for its mission and reporting requirements. These systems should include a time accounting system which allocates staff time to projects and programs. This system should take account of the fact that FSLD has a variety of funding sources, each with its own reporting requirements and the new system should easily produce the needed reports.

(b) **Central management structure.** In the absence of the accounting and management system described above, FSLD has been forced to organize its central office to meet demands of funding sources. For example, there is a Division of American Programs and another devoted to European projects, although both cover similar functional and substantive areas. With the new management and accounting system in place, a more streamlined and effective management structure can be established.

(c) **Evaluative and impact data.** In addition to needs assessments and end-of-course evaluations, FSLD should develop a system to measure the impact of its training and other programs on its target area. Some follow-up interviews with those who have participated in training can be instituted and a system for documenting "success stories" should be implemented by all of FSLD's RTCs.

(d) **Trainers' registry.** The demand for trainers country-wide is not met by available trainers in all geographic and substantive areas. There is a need to recruit, orient and evaluate the work of trainers nationwide and match up trainers with opportunities. This will also help to identify gaps in training expertise within the country and highlight needs for expatriate training support.

(e) **Support to trainers.** FSLD should join the American Society for Training and Development and gain access to its unique support services to professional trainers and specialists in organizational development. This is a low cost way to provide needed materials to the trainers on a regular basis.

(f) **Involving the business community.** Creative ways of involving the business community need to be explored, from marketing, training and consultation services to obtaining support for FSLD activities. Models of support exist within the country and could be shared among the RTCs to good effect.

(g) **Marketing plan.** A more comprehensive and sophisticated marketing plan for FSLD's services of training, consultation, publications and community organizing needs to be developed. It should attend to individual needs of the various RTCs as well as to a national agenda.

(h) **Pricing for services.** FSLD should develop a process for pricing its services so that they are consistently applied. The process should be unique to each center but have common principles. It may make sense to charge more to private clients in order to defray costs, but all aspects of any proposed subsidies need to be considered in developing pricing for services policy.

(i) **Relationship to USAID.** It is clear that FSLD needs to understand USAID better in order to determine how it can help USAID to accomplish its agenda in Poland. FSLD can initiate its own education process by setting up a series of meetings and briefings with program officers at USAID. It must learn the best way to report progress so that USAID may tell Poland's story of democratization. Positioning itself as a contractor to USAID instead of a grantee should clarify FSLD's relationship to this important donor. FSLD can offer USAID a number of services and qualities: a ready network to disseminate information; regional offices that can be used as the base of USAID projects; an easy contracting vehicle for a number of programs; a cadre of training and organizational development specialists who can apply their skills in a wide range of topic areas; a structure for delivering resources to local communities through loans, grants and contracts.

10. Milwaukee County

This has been a useful program, but it does not have the characteristics of the broad-based assistance effort that should now receive priority in Poland.

11. The ICMA project

This project appears to have run its natural course. The evaluation team finds that the association of Polish cities is a viable and continuing organization that can now stand on its own.

12. General recommendations

Impact data: Anything that will build into ongoing projects the requirement to collect impact data would facilitate evaluation. It is relatively easy to evaluate training quality and learning which takes place in a training setting. However, it is extremely difficult to demonstrate that trainees actually changed their behavior or that government policies and procedures changed because of training and technical assistance. If grantees build tracking mechanisms and impact measures into their projects, there would be a better chance of assessing the impact of the training and technical assistance.

Further development of indigenous organizations: The most appropriate next stage in technical assistance to municipal associations in Poland would be to extend ICMA's help to other associations, including NALA. In Bulgaria, both the Rhodope and Black Sea Associations as well as the Association of Democratic Municipalities and National Association of Towns and Cities could benefit from a program similar to the ICMA/APC project.

C. SUMMARY

Local governments in Poland and Bulgaria have been strengthened as a result of the funded activities. The degree of strengthening varied between the two countries and among municipalities within each country. Considering the modest funding, staffing and time involved, the results were both positive and impressive.

THE APPENDIX

- A. Scope of Work
- B. Evaluation Questions Posed by USAID and TSS Team Response
- C. Evaluation Indicators
- D. List of Individuals Interviewed
- E. Methodological Tools and Materials

SCOPE OF WORK

A. Purpose

The Contractor will provide an objective, formal, external interim evaluation of the local government assistance component of the Democratic Governance and Public Administration Project (180-0019).

B. Issues for the Strategic Evaluation

The Contractor has these overriding objectives: (1) to assess the implementation of activities undertaken under particular grants and cooperative agreements in Poland and Bulgaria; (2) to evaluate the effectiveness of those activities in strengthening local governments; and (3) to recommend the most effective strategies for future assistance in fostering decentralization and strengthening local government in Central and Eastern Europe. In completing this assignment the team should particularly consider the factors affecting the decentralization of power from central governments to local governments. This information is crucial in order to concentrate and reorient USAID assistance if, and where, it may be necessary to do so.

Within this overall objective, there are four main elements to this evaluation:

(1) The Contractor will review the legislation (current and proposed) regarding local self-government and interview local government officials in each country to understand the legislative structure under which local governments are operating.

(2) The Contractor will identify positive and successful elements as well as negative elements of the USAID assistance to date along with quantitative and qualitative data that shows measurable performance against impact indicators.

(3) Taking into consideration the legislative framework and the current USAID program in this area, the Contractor will provide recommendations for future assistance in both countries.

(4) The Contractor shall provide an analysis of the most appropriate forms of assistance to be provided in various stages of local government reform to be used in planning assistance for other countries.

C. Team Composition

All team members should possess superior written and verbal communication skills. Preference will be given to a team with strong interdisciplinary skills and relevant East, West and Central European experience.

The team leader is required to have experience participating in relevant previous USAID evaluations and/or project design activities.

USAID reserves the right to appoint a USAID employee to act in the capacity of an additional team member, observer, and/or consultant throughout this process.

The following expertise is required:

- (1) an expert with USAID program management, institution-building and evaluation experience who will serve as the team leader;
- (2) an expert with local government experience, preferably a city-manager with municipal finance expertise; and
- (3) an expert with expertise in local government training programs.

Contractor will certify that there is no conflict of interest with respect to the performance of this assessment on the part of the contractor and each team member for this assessment.

Contractor will also guarantee that the approved team members will be available for all aspects of the time schedule. This illustrative schedule requires five days of information gathering in Washington, D.C. prior to departure; two days of information gathering in New Brunswick, New Jersey; one day in Milwaukee, Wisconsin; two days in Columbia, SC; eight days in Warsaw, Poland; two days in Poznan, Poland; eight days in the Regional Training Centers in Bialystok, Szczecin, Olstyn and Rzeszow, twelve days in Bulgaria; five days of drafting of the final report and debriefing; and ten days for report revision and completion. This schedule can be adjusted subject to concurrence of ENI/EUR/PDP/PA.

D. Methodology

Prior to departure, the Contractor shall:

- (1) review background documents, including
 - o project authorizations and RFA
 - o grant agreements and amendments to them
 - o monthly, semi-annual, final (where applicable) and trip reports
 - o materials developed for and during the implementation of the grants/cooperative agreements
 - o local self-government laws of Bulgaria and Poland
- (2) Conduct interviews and hold briefings with USAID staff in Washington, and grantees and phone conversations with AIDRep offices in the field, to decide who to see in the U.S., and the host countries and to schedule appointments. Contractor may need to hire local host country logistical support. Key resource persons include USAID Bureau for Europe and New Independent States (ENI) staff.
- 3) From background documents provided by project officer and meetings with grantees, prior to departure from the U.S., collect information which addresses characteristics of assistance by grantee and by country including:
 - Who have been the recipients of USAID assistance?
 - government institutions
 - professional associations
 - NGOs
 - other
 - What are the costs to USAID of assistance provided?

ENI/EUR/DR Susan Kosinski will obtain country clearances for the team, and will schedule USAID Washington meetings.

(4) During the field work, the Contractor shall conduct an extensive field program review in Poland and Bulgaria, including meetings with U.S. Embassy and USAID Representatives and their staff, meetings with grantee and host country counterpart staff, meetings with other donor representatives active in Poland and Bulgaria, and meetings with a representative sample of participants in project-funded activities such as training.

Poland - In Poland, the Contractor shall assess the courses

delivered by the Regional Training Centers on-site in Bialystok, Szczecin, Olstyn and Rzeszow. If possible, the Contractor shall also assess the RTCs on-site in Krakow and Lodz. The Contractor shall assess the headquarters of FSLD in Warsaw and the office of the APC in Poznan. The Contractor shall rigorously interview a minimum of 6 participants in the Milwaukee County program.

Bulgaria - In Bulgaria, the Contractor shall undertake on-site assessments in the cities of Stara Zagora, Varna, and Pleven. If possible, the Contractor shall also coordinate assessment activities in the cities of Sofia, Plovdiv, Haskovo, Kurdjali and Gorna Orjahovitsa. The Contractor shall meet with at least one of the associations being assisted under the South Carolina program.

A list of contacts in the U.S., Bulgaria and Poland is provided as Attachment 2.

(5) Contractor will brief the USAIDReps upon arrival and will present a summary of preliminary findings to the USAID Representatives in each country (Bulgaria and Poland) prior to departure.

(6) ENI/EUR/PDP staff will hold briefings with the assessment team to ensure pre-field assessment exchanges with USAID/W officials and grantees; and to provide an opportunity for team building.

E. Schedule

The evaluation will start in May 1994, depending on availability of consultants and the availability of the representatives of the organizations being evaluated. The entire assignment will take approximately two months of work over a four month period which will include approximately fifteen days conducting interviews and holding briefings in the U. S. including deciding who to see in the host countries and scheduling appointments for these field meetings, and for collection and review of documents, team building, and pre-field interviews with AID/W officials and grantees in AID/W and elsewhere in the U.S.; approximately one month in Poland and Bulgaria for field project review; five days in AID/W for debriefing and draft report preparation; and one week after receipt of USAID feedback for final report preparation. USAID and grantee reviewer of the draft report usually takes approximately six weeks.

F. Logistical Support

All logistical support will be provided by the Contractor, including travel, transportation, secretarial and office support, interpretation, report printing and communication, as

interpretation, report printing and communication, as appropriate.

G. Work Week

A six day work week is authorized but only after advance approval from ENI/EUR/PDP/PA.

H. Deliverables

One week prior to departure, the Contractor will submit a draft work plan to ENI/EUR/PDP/PA for concurrence, including proposed report indicators that will be tested in the field, and schedule of minimum planned interviews in each country.

The Contractor will propose measures for measuring the impact, effectiveness, and efficiency of assistance delivered and test them against the cases sampled.

The Contractor shall produce a report which includes the following:

- (1) identifies successful activities or accomplishments stemming from USAID's approach to date;
- (2) calls attention to problem areas;
- (3) recommends types of assistance that should be continued or expanded, with justification that supports these recommendations;
- (4) identifies types of assistance that should be discontinued or postponed with justification that supports these recommendations; and
- (5) where appropriate, recommends new initiatives or complementary assistance to be undertaken in the future to ensure achievements towards project objectives.

The goal of the evaluation is to better match USAID's programs with country-specific assistance needs at this point in the decentralization process. In addition, the Contractor will assess the extent of in-country and AID/W coordination of activities. The Contractor shall propose mechanisms for streamlining of these projects where overlap exists and mechanisms for improved coordination where needed. The Contractor's objective is to ensure that maximum benefit will be derived from the expenditure of future U.S. resources in this sector and country. Specific questions to be addressed by the evaluation team are included in Attachment 1.

Immediately after return from the field, the Contractor will

orally present the evaluation findings to USAID staff. The Contractor will submit 60 copies of a draft report not later than 14 days following the team's return to the U.S. for AID/ENI review. USAID's and the grantee's comments will be given to the Contractor within approximately six weeks following receipt of the draft final report. Within ten days, the Contractor will then prepare and submit a final report that responds to USAID's and the grantee's comments. Eighty copies (79 bound and one loose leaf) of the final report, not to exceed 30 pages (plus an Executive Summary of findings and conclusions not to exceed five pages) will be submitted by the Contractor to ENI/EUR/PDP/PA for distribution. The draft and final reports will be presented in hard copy and on a diskette in WordPerfect 5.1 format. Additional material may be submitted in Annexes, as appropriate (e.g. bibliography of documents analyzed, list of agencies and persons interviewed, list of sites visited, etc.).

Based on the results from the completed evaluation and all other pertinent data, the Contractor will prepare a Project Evaluation Summary in USAID's standard format. ENI/EUR/PDP/PA will provide a disk of the WordPerfect macro for this format. The summary will include action decisions approved, evaluation abstract, purpose of activity, purpose of evaluation and methodology used, findings and conclusions, and recommendations. The summary will be submitted at the time of final report submission and will be presented both in hard copy and on a diskette.

EVALUATION QUESTIONS

Contractor's report shall provide a concise, analytical examination of these issues for Poland and Bulgaria in the context of the host country environment, and an examination of grantee management styles and effectiveness.

The specific questions that the Contractor will answer include:

A. General

1. Ascertain whether local governments in Poland/Bulgaria have been strengthened as a result of the activities funded under the Democratic Governance and Public Administration Project (180-0019). Which grants or cooperative agreements have been most effective? Why? Which, if any, have not been effective? Why not?
2. Verify whether the activities funded under this project have furthered decentralization in Poland/Bulgaria, either directly or indirectly. For example, have local government associations strengthened under the project influenced legislation that decentralizes powers to the local level? What is the level of decentralization of authority (service delivery and financial) in each country? How best can future activities support decentralization?
3. Cite specific examples to show how some activities might differ depending on what decentralization stage the country is in. Are some activities more appropriate in a country that is more decentralized (e.g., Poland)? Differentiate from activities which may be more appropriate for countries which are slowly moving towards decentralization (e.g., Bulgaria)?
4. Evaluate whether USAID needs to work at the central government level to promote the decentralization of power. Ascertain whether the alternative of empowering local governments is enough to give the impetus to push for decentralization.

B. Poland/Rutgers

1. Determine the effectiveness of assistance provided by Rutgers and its subcontractors -- Johns Hopkins, Institute of Public Administration (IPA), Community Development Training Institute (CDTI). Provide specific examples to document whether each fulfilled its proposal. Determine whether each hired well-qualified people to perform the work. What was done well? What could have been done better? Cite specific examples.

2. Ascertain whether trainers from Foundation in Support of Local Democracy (FSLD) delivered, by themselves, the training courses that were developed under the cooperative agreement. Evaluate how often the courses were offered.
3. Document the number of people trained in these courses. What positions do they hold in local self-government? Are they staff or elected officials? Disaggregate all data by gender.
4. Document whether fees were charged for the courses. How much? Was it enough to cover the costs of the courses? More? Less?
5. Determine whether the people who were trained as trainers are still working for FSLD in a training capacity, whether as direct hires or on contract. Cite percentages? Determine whether the people trained as trainers are using what was learned in another capacity (other than to undertake training for FSLD). If so, how? If the people trained as trainers are not using what was learned, either for FSLD or in another capacity, why not?
6. Investigate and determine the effectiveness of the courses and the level of participant satisfaction with training received. Document whether course participants learned anything that: (a) they currently use on their jobs; (b) has changed the way they currently do their jobs; or (c) has changed the way the city in which they work operates or delivers services. Cite specific examples.
7. Determine the strengths and weaknesses of FSLD. Document whether the institution-building component of the grant has strengthened FSLD? If so, how? Cite specific examples. If not, why not?
8. Determine whether FSLD is a financially sustainable training organization. If not, why not? What are its sources of funding? If FSLD is not currently financially sustainable, evaluate how soon it should be and what actions are necessary for it to become so.
9. Determine whether FSLD is effectively organized and managed. Are modern management practices being used? Does each person working in the FSLD central office and the RTCs have a position description? Are personnel systems in place that reward those who do well and discipline those who do not?
10. Determine whether the regional training centers (RTCs) relate to the central FSLD office in Warsaw. Is there a free flow of communication between the RTCs and the central FSLD office? Cite specific examples to support your rationale.

11. Determine whether the RTCs are effectively used in the implementation of training programs offered by FSLD.

12. Determine whether FSLD plays a role in the decentralization process in Poland. If so, in what way?

C. Poland/Milwaukee

1. Judge whether the participants of the Milwaukee program were satisfied with it. What was done well? What could have been done better?

2. Ascertain whether the participants learned anything that: (a) they currently use on their jobs; (b) has changed the way they do their jobs; or (c) has changed the way the city in which they work operates or delivers services. Cite specific examples.

3. Ascertain the quality of the case studies that was developed by the participants. Are the case studies currently being used in FSLD training courses? In other ways? If they are not being used, why aren't they? Cite specific examples.

D. Poland/International City Management Association (ICMA)

1. Determine the effectiveness of the assistance provided by ICMA? Did ICMA fulfill the objectives of its proposal? Verify whether well-qualified people were hired to perform the work. What was done well? What could have been done better? Cite specific examples.

2. Ascertain the strengths and weaknesses of the Association of Polish Citizens (APC). Determine whether the ICMA program strengthened the APC. If so, how?

3. Determine whether the APC is a financially sustainable local government association. If not, why not? Evaluate its sources of funding. If the APC is not currently financially sustainable, when should it be, and what actions are necessary for it to become so?

4. Determine whether the approach used by ICMA for -- paying salaries, providing training/study tours and technical assistance--was effective. Cite examples to show whether the information learned through any of these activities is being used. How is it being used? Investigate to determine whether the people who participated in this aspect of the program will be hired by, or associated with, the APC after the grant ends.

5. Evaluate how the translated materials provided under this grant are being used. Determine whether the computer equipment is being used effectively in pursuit of project goals. If not, why not?

E. Bulgaria/University of South Carolina

1. Determine the effectiveness of the assistance provided by the University of South Carolina. Did South Carolina fulfill the objectives of its proposal? Determine whether well-qualified people were hired to perform the work. What was done well? What could have been done better? Cite specific examples.

2. Determine whether the approach used by South Carolina is a useful one for its resident advisors -- i.e. placing a city manager-type advisor in a Bulgarian city for 4-5 weeks, repeating the process with the same consultant in the same city 3 months later for 4-5 weeks --was effective. Could a different approach have been more effective? Provide specific examples to support your rationale. Ascertain whether this approach of fielding U.S. consultants on this sporadic basis is effective and practical.

3. Determine whether the resident advisors provide technical assistance or information that: (a) is currently being used by local government staff and officials on their jobs; (b) has changed the way the staff and officials do their jobs; or (c) has changed the way the city operates or delivers services. Cite specific examples.

F. Propose measurable indicators of assistance impact and cost-effectiveness for use in future monitoring, as well as data collection and analysis methodologies for reporting on those indicators.

CONTACTS

- * = mandatory, must visit/interview
- ** = optional, should try to visit/interview
- *** = would be useful to visit if time permits

USAID:

Deborah Prindle and Thelma Furlong, ENI/EUR/PDP/PA*
 Susan Kosinski, AID Project Officer, ENI/EUR/DR/DPI*
 Jerry Hyman, Director, AID/EUR/DR/DPI*
 David Olinger, Housing and Urban Programs**
 Jan Kolbowski, on staff for AIDRep/Poland*
 Sonia Hammam, on staff for AIDRep/Poland*
 Brad Fujimoto, on staff for AIDRep/Bulgaria*
 Jim Dzierwa, PD backstop, ENI/EUR/RME/PD*

Milwaukee County

Grant Management/Implementation

1. Maureen Murphy, Milwaukee County**
2. Mackie Westbrook, Milwaukee County**
3. Richard Nyklewicz, Milwaukee County**
4. Lynne Oehkle, Milwaukee County**
5. Don Vogel, Milwaukee County/University of Wisconsin*
6. Don Pienkos, Milwaukee County/University of Wisconsin*
7. Joanna Regulska, Rutgers University (in Poland for the year)*
8. Maria Ptaszynska, FSLD*

Participants

9. Jan Kondratiuk, Bielsk Podlaski***
10. Gregory Buczek, Warsaw*
11. Tomasz Kwiecien, Kielce***
12. Wojciech Malinowski, Kielce***
13. Tomasz Slawinski, Bialystok*
14. Grzegorz Walendzik, Starachowice***
15. Slawomir Urbaniak, Zelow***
16. Ewa Tomczak, Bratoszewice***
17. Andrzej Dabrowski, Bialystok*
18. Stanislaw Dworakowski, Koszalin***
19. Anna Czynska, Pila***
20. Eulalia Matwiejuk, Bialystok*
21. Krystyna Zagorska, Szczecin*
22. Jacek Gmedziejko, Elk***
23. Ewa Gulczynska, Gniezno***
24. Jozef Janicki, Kedzieryn-Kozle***
25. Pauli Jadwiga, Krakow**
26. Ewa Trzaska, Szczecin*
27. Wojciech Balwierczak, Sanok***
28. Slawomir Chilicki, Elk***

Rutgers University

Rutgers Grant Management

1. Joanna Regulaska, Rutgers University (in Poland for the year)*
2. Mirek Grochowski, Rutgers*
3. Connie Burke, Rutgers**
4. Susannah Treesh, Rutgers**
5. Deborah Cutchin, Rutgers*

Local Finance and Budgeting Module

6. Michael Bell, Johns Hopkins*
7. Joni Leithe, Gov't Finance Officers Association*

Management and Organization of Services Module

8. Jan Shapin, Community Development Training Institute*
9. Jon Sasso, CDTI**
10. Cressworth Lander, CDTI**

Professional Management in Democratic Local Government and Roles,
Responsibilities, and Relationships in Democratic Local
Government Modules

9. Ann Marie Walsh, IPA*
10. Theodore Thomas, IPA*
11. Jerzy Hauptman, IPA*
12. William Casella, IPA**

AID-funded Project Manager for FSLD

13. Maria Nagorski, Crime Prevention Council/D.C.*
14. Arek Majszyk, Poland**
15. Halina Burzynska-Chitasombat, FSLD*

FSLD

16. Maria Ptaszynska, FSLD*

RTCs in Poland

17. Bialystok*
18. Krakow**
19. Szczecin*
20. Lodz**
21. Warsaw*
22. Olstyn*
23. Rzeszow*

ICMA

1. Renata Frenzen, ICMA*
2. Michael Murphey, ICMA**
3. Mark Keane, ICMA**
4. John Fletcher, Nat'l League of Cities*
5. Katharine Herber, NLC**
6. Don Jones, NLC*
3. Andrzej Porawski, APC*
7. Joanna Proniewicz, APC*
8. Piotr Wachowski, APC*
9. Wacław Glowinski, APC*

University of South Carolina

Grant Management/Consultants

1. Glenda Bunce, USC*
2. Jim Budds, USC consultant*
3. Jim Finnane, USC**
4. Richard Ellis, USC**
5. David Ammons, University of Georgia*
6. Pete Jenkins, USC consultant*
7. Bob Maffin, National League of Cities*

Bulgarian Cities

7. Sofia**
8. Plovdiv**
9. Varna*
10. Stara Zagora*
11. Haskovo*
12. Kurdjali*
13. Pleven**
14. Gorna Orjahovitsa**

EVALUATION QUESTIONS POSED BY USAID AND TSS TEAM RESPONSES

A. General

1. Have local governments in Poland/Bulgaria been strengthened as a result of the activities funded under the Democratic Governance and Public Administration Project (180-0019)?

Overall, local governments in Poland and Bulgaria have been strengthened as a result of the funded activities. While progress toward complete decentralization is quite slow, the team found examples of new-found strength and capacity in local governments in each country. Examples include joint efforts to promote local legislation of importance to local government, administrative reforms and systems adopted from US examples and models provided by USAID funded consultants.

The degree of strengthening has varied between the two countries and among municipalities within each country. But the overall effect has been both positive and -- considering the modest amounts of funds, staffing and time involved -- impressive in its effectiveness in strengthening local government in both countries.

Which grants or cooperative agreements have been most effective? Why?

The agreement involving Rutgers University/Foundation for Support to Local Democracy (FSLD) in Poland has been the most effective, partly because of the overall design but largely because of the way in which the presence and growing capability of FSLD has made it possible to deliver and then replicate training for local officials that is directly relevant and useful.

But the work involving the University of South Carolina and selected US city/county managers in particular cities in Bulgaria (especially Stara Zagora where US consultant Jim Budds made visits over a two-year period) has had clearly effective results on the knowledge and thinking about municipal governance by municipal officials as well as on what they have accomplished.

The work with municipal associations in both countries (by ICMA in Poland and by USC in Bulgaria) also seems to be having useful effects, although it is still too early to see much impact.

The exchange programs (including the Milwaukee program in Poland, and the separately-funded USC program in Bulgaria) had clearly positive effects on the participants. It was harder to trace their impact in actual accomplishments upon the return of the interns to their

native localities.

Not surprisingly, the overall effectiveness of the grants tends to be related to their size and scope. As the largest and most extensive, the Rutgers/FSLD project has helped create a nationwide training network for local governments that appears to be emerging as an important force in the continued growth and development of local government, both in Poland and in other former Eastern bloc countries and Soviet republics. The Milwaukee, ICMA and USC grants have achieved more modest results, but have on balance contributed useful support for local government reform in both Poland and Bulgaria.

Which have not been effective? Why not?

We found no program which could be clearly declared to be ineffective, although the early efforts of USC to initiate training programs in Bulgaria were an admitted failure because of the inability to find strong counterpart institutions and the unpreparedness of Bulgarian officials to benefit from training. Transportation difficulties also apparently added to the problems. This thrust had been abandoned before the evaluation work began.

There were also some problems with specific components (see discussion of the Rutgers/IPA work below) but the team did not conclude that this resulted in a lack of effect; it simply took some time and work (largely by Polish FSLD trainers) to adapt the training modules. There was also general agreement that the translation services provided by Rutgers in the US to its subcontractors were poor -- but with some on-site work in Poland this was overcome.

The Milwaukee program was uneven in results. Despite efforts to design meaningful learning experiences, the program was handicapped by the selection process for participants. For those officials with significant ability to implement change in their communities, the program has been quite useful while for less influential officials its short-term utility has been less obvious. Similarly, the overall effectiveness of the South Carolina consultancies seems to have had as much to do with the receptiveness of the host community as the talent of the US consultant.

2. Have the activities funded under this project furthered decentralization in Poland/Bulgaria, either directly or indirectly? For example, have local government associations strengthened under the Project influenced legislation decentralizing powers to the local level?

We found little evidence that the funded activities meaningfully furthered decentralization, despite the intentions and efforts of virtually all of the participants. The problem was that in both countries during the period of operation of the activities there were significant political shifts at the national level that seriously weakened central support for further decentralization.

It appears that in both countries, the national political structure is the institution most resistant to change, particularly as it related to decentralization and shifting of power away from the central government.

In some instances, activities provided under this contract have meshed with other donor assistance to help facilitate change. We saw modest evidence that grantees have cooperated with other USAID projects, USIA programs and Peace Corps activities to promote more widespread understanding of the US local government model and its application. But we also were concerned that there was not as much communication among various US-funded activities as there could have been, especially in Poland.

In both Bulgaria and Poland, local government associations have had some success in influencing specific central government actions. In Bulgaria, the Black Sea Association successfully promoted the adoption of a regional policy for public works and related development along the shores of the Black Sea, in order to avoid having the central government impose its own design. In Poland, the Association of Polish Cities successfully lobbied for payment to cities for past capital projects initiated by the national government. The Foundation in Support of Local Democracy and its Regional Training Center network has emerged in Poland as a major voice for local government reform. As an example, the Director of the Krakow RTC has been enlisted by the heads of seven large local governments in organizing on their behalf a conference to draw attention to the national government's abandonment of local government reform..

What is the level of decentralization of authority (service delivery and financial) in each country and how best can future activities support decentralization?

In both countries there has been a significant degree of decentralization of authority to the municipal level. Generally, the degree has been greater with regard to service delivery than to finances.

In Bulgaria, municipalities have been given responsibility for all the common municipal services plus housing and a broad range of retail and other businesses (which few have been able as yet to privatize). Some cities have also been "given" region-serving hospitals without any source of funds to run them. Bulgaria is characterized by an almost complete confusion about what revenue sources are available to municipalities and nearly as little clarity on central government revenue-sharing. On the other hand, there seems to be little to stop a Bulgarian local government that takes initiatives on its own -- except the lack of knowledge of what to do that characterizes many municipal officials.

Many Bulgarian state enterprises have been distributed to the local governments and many public services, including operation of the health maintenance system, have been decentralized. A proportionate share of tax revenue has not yet been forthcoming, however, with the result that local governments are desperately looking for ways to maintain services and resume capital construction projects. It is unclear exactly how much of the current problem is the result of changes in the past pattern of deeply subsidized local government services, and how much is simple revenue shortfall. What is clear is that many basic services are not being carried out, and the local governments are hard pressed to meet their current obligations.

Beyond its structural defects, the local government law in Bulgaria fails to resolve a wide variety of issues, such as cost sharing. Under the terms of the decentralization, hospitals were given to the municipalities in which they were located, while retaining responsibility for providing services to a regional population. No provision was made for proportionate payments from the non-resident jurisdictions, resulting in some municipalities spending as much as 40 percent of their revenue for health care. There is widespread local agreement that major changes must be made in the statute, but there is no agreement to do so among the national political parties.

In Poland, decentralization of local government, including distribution of state enterprises and responsibility for many public services has been accomplished, although the national government has been unable to pass a comprehensive budget act for local government and instead relies on an annual appropriation (not unlike the US's continuing resolution process). On the positive side, a second round of local government officials was elected to new four-year terms during the team's visit in Poland.

In Poland, 2,500 municipalities (gminas) now deliver most of the common public services characteristic of US municipalities plus some that are not, the most notable of which is probably housing. The big unresolved service issues in Poland involve responsibility for elementary and secondary education and health and hospital services. Also, there is a major political battle underway involving county or regional level services, which have not been decentralized. Poland hasn't won the fight for decentralization but there are some strong forces that favor it and they have a very carefully thought-through plan for what they want.

Education and health care have not been decentralized except for pilot undertakings. The plan for local government decentralization adopted by previous governments which called for establishment of a system of county or regional governments called "poviats" has been put on hold as has the follow-on redistribution of national power to a third, state-like level called voivods. The pleni-potentiary for local government reform (equivalent to an assistant secretary in the US government) has recently resigned his post, expressing his belief that the current administration had no intention of pursuing necessary local government reforms. This was borne out during our visit when the government decided to postpone any action on a proposed poviat law indefinitely.

The resource mobilization authority of Polish municipalities is at what might be a reasonable level for a Third World country but is not nearly up to the US or Western European standards to which the Poles aspire. The municipal revenue situation in Poland also seems to be somewhat more adequate than in other Eastern European countries; for example, we heard few impassioned complaints about revenue shortfalls from mayors. There is also a reasonably sensible overall design for local own-source authority, shared taxes and national subsidies. However, there is also a lot of work to do on the financial management and resource mobilization front, based on the evidence we obtained.

3. Should activities differ depending upon what stage the country is at in terms of decentralization? Are some activities more appropriate in a country that is decentralized or decentralizing (Poland) and others more appropriate for countries which are slowly moving towards decentralization (Bulgaria)?

The assumption in this question that Poland has decentralized or is decentralizing is too optimistic. The process in Poland -- at least for the moment -- is stuck at the municipal level and may even be moving into reverse. Despite hopes expressed by some of the FSLD people during our trip, the former Communist (now Socialist) party decided not to break with its Peasant party partner in the present governing coalition to support movement toward more decentralization (specifically, on the poviats issue).

In both countries there is an urgent need for the US to support the forces favoring democracy and decentralization. In neither country does the central government situation appear promising in this regard, at least for the foreseeable future.

What seems clearly appropriate in both countries is continuing and increasing support for the municipal governments that exist and whose weaknesses are a continuing danger for democratic progress. USAID should also continue to seek opportunities to influence the central governments, despite the current poor prospects for success in this regard. Our final report will suggest more defined strategies for the two countries in these regards.

4. Should USAID be working at the Central Government level to effect the decentralization of power or is working at empowering local governments enough to give the impetus to push for decentralization?

At present, it appears to be the view of the USAID missions and most local people in both countries that the central political situation is such that there is little hope in working in favor of decentralization at the central government level -- although the situation seems much clearer and more difficult in Bulgaria than in Poland. Even so, individuals in FSLD as well as the GOP argued that it would be effective for USAID to give central government officials exchange opportunities in the US so they could see first hand that decentralization does work and is not anarchy. Similarly, the head of the Association of Polish Cities argued strongly that the US should keep working on the central government, a view shared by the rival National Assembly of Local Governments.

In general, however, it is our conclusion that until and unless national politics shift, USAID should concentrate its democratization efforts in both countries on direct support for local government and on intermediating institutions that have the same goal. Focus on the national governments should be seen as a supplement to this strategy, to be applied where feasible, and as part of an overall US and western donor agency policy.

B. Poland/Rutgers

- 1. How effective was the assistance provided by Rutgers and its subcontractors (Johns Hopkins, IPA, CDTI)? Did each do what it said it was going to do in its proposal? Did each hire well-qualified people to perform the work? What was done well? What could have been done better?**

In general and in most instances, the assistance provided by Rutgers, Johns Hopkins, IPA and CDTI was effective and each produced what they proposed, hiring well qualified people. That said, there were some aspects which were more effective than others, due to both training and organizational dynamics.

Examples of what was done well:

- Organization Capacity Building and Management of FSLD-Goldman Work
- Training of Trainers Program
- Modules of CDTI and Johns Hopkins

The CDTI, Johns Hopkins and the Goldman Training Modules were valuable for both the content and the way the process was illustrated throughout the training. Process examples were as important as the content, a critical point when considering what should be done in the future. These items are discussed in more detail in subsequent sections.

Examples of what could have been done better:

- IPA Module
- Organization Capacity Building and Management of FSLD-Cutchin Work

The main problems with both of these were the same: timing, packaging, and difficult content area. With respect to the IPA module, the rush to offer training courses in Poland compressed the preparation time and resulted in materials arriving in county just four days before the first training event, leaving too little time for clarifying the translations and developing Polish examples. Cutchin's organizational development work at FSLD headquarters seemed to be "too much too soon." The organization was not ready to accept such ideas presented at that time (although at least one training center reported excellent results with Dr. Cutchin's on site training); Goldman's later work resolved some of the same issues and took place at a time when FSLD was more prepared to take action.

- 2. Are trainers from FSLD delivering the training courses that were developed under the cooperative agreement by themselves? How often are courses being offered?**

Twenty trainers from FSLD are delivering the courses in Poland.

- Module I, *Management and Organization of Services*, was developed by CDTI and the Bialystok RTC. To date, it has been delivered, as designed, 6 times, in 5 different cities. In addition, 10 courses based on this core model have been offered in 4 cities. These courses have been offered between May, 1992 and April, 1994.
- Module II, *Local Finance and Budgeting*, was developed by Johns Hopkins, GFOA, Szczecin RTC and Lodz RTC. To date, it has been delivered, as designed, 7 times in 2 different cities. In addition, 4 courses based on this core model has been offered in Szczecin. These courses have been offered between March, 1992 and May, 1994.
- Modules III/IV: *Roles, Responsibilities and Relationships in Democratic Local Government and Professional Management in Democratic Local Government*, developed initially by IPA and Olsztyn/Rzeszow RTCs, has now been re-designed by Olsztyn RTC. The original courses were offered 9 times in 3 different cities. Olsztyn trainer Miroslaw Warowicki, assisted by Andrzej Szaniawski, combined the two topics into one module and offered it as a revised Professional Management course in March, 1994.

3. How many people have been trained in these courses? What positions do they hold in local self-government? Are they staff or elected officials? What is the gender disaggregation?

A total of 1,335 individuals were trained in the above-named courses, as documented by registration rosters. There is no specific documentation of gender disaggregation nor whether or not they were staff or elected officials, but the Regional Training Center Directors estimate that 40% were women. The RTC Directors and FSLD Warsaw staff said that participants came from both the elected and staff ranks of the municipalities, holding positions such as mayor, deputy mayor, municipal secretary, municipal accountant, engineer and social worker.

The RTCs have gone on to offer many more courses country-wide and these target groups and gender statistics seem to hold. Between 1990 and 1992, FSLD reports that 64,923 individuals were trained in 1,930 courses across the country. For 1993 the figures were 16,613 individuals in 958 courses. Between January 1, and June 15, 1994, FSLD conducted 530 training courses attended by 11,611 individuals. These numbers do not include the students and courses in the five Schools of Local Government.

4. Are fees being charged for the courses? How much? Is it enough to cover the costs of the courses? More? Less?

The RTCs all know what it costs to offer courses; each functions as a cost center within FSLD and accounts for its own income and expenditures. Each center is free to set course fees and to cross-subsidize courses, when necessary, to meet needs of clients. The fees vary

by location and course title. Training and consultation services seem to be demand driven and fees seemed well structured and appropriate. Since FSLD is not a "training organization" but a social change agency, the cost centers must have balanced budgets but training, per se, does not need to be self-supporting as one function of the center. That said, there are no heavy subsidies and the management and pricing of training courses and the overall pricing practices seem appropriate. The Centers have developed significant sophistication in determining the cost receptiveness of local government, and pricing the training to reflect that reality. USAID's support for some administrative and staff costs of the centers, while small as a percentage of overall revenue, is important to the Center's ability to offer training to a wide range of local officials.

5. Are the people who were trained as trainers still working for FSLD in a training capacity, whether as a direct hire or contract? What percentage? Are the people trained as trainers using what was learned in another capacity (other than to undertake training for FSLD)? If so, how? If the people trained as trainers are not using what was learned, either for FSLD or in another capacity, why aren't they?

Of the 24 trainers (14 women; 10 men) who received a certificate from FSLD, only one is no longer with the Foundation because she and her husband have gone to the USA. The rest are working in the various centers, usually contracted as half time employees. Each trainer has been recruited for his/her background and skills and each has been able to apply skills and knowledge in the new roles. In addition, several are employed as training consultants by other organizations (in their free hours). More significantly, in addition to training skills, the group has learned organizational development consultation skills which are utilized in a variety of ways within FSLD and in other organizations.

6. How effective have the courses been? Have people who have taken the courses been satisfied? Did they learn anything that (a) they currently use on their jobs; (b) has changed the way they do their jobs; or (c) has changed the way the city in which they work operates or delivers services? Please cite specific examples.

As measured by end of course evaluations and the fact that FSLD training programs across the country have been increasing in number of offerings and individuals trained, participants have been satisfied and the courses have been effective as training. The evaluators asked general evaluative questions of approximately 75 individuals throughout the country who have participated in all kinds of courses and everyone gave high marks for the training received, often citing relevant content and always noting that the adult training techniques were very effective. A typical comment was "The courses really made me think; I realized that I could help change problems; I learn more when I can participate in the discussion instead of just listen to a lecture.

All the RTCs noted that the number of courses and participants have gradually increased over time. As an example, the Bialystock RTC offered 41 courses to 1,700 participants between

January and May, 1994; in the full year between January and December, 1993, only 900 people attended 49 courses.

It is more difficult to document the specific impact of training courses on the lives and work of the participants, since most participants are subjected to non-training influences as well.

Still, there were a number of specific examples, some of which are listed here by the category requested:

- As a direct result of the training program prepared by CDTI with the Bialystok RTC, the city of Krypnie in the Bialystock region adopted its own regulations governing municipal purchasing and public works construction, based largely on the models prepared by CDTI. These regulations called for the first time for competitive bidding. Previously, the municipality simply arranged for its purchases or construction through one of the monopoly state enterprises under the voivod (regional administration of the central government). Recently, a road paving project was initiated which involved at least three new practices, all learned from the Bialystok/CDTI course. First, they competitively bid the construction work. Second, the director assigned a staff member as a project manager to monitor the contractor's work and to report periodically to the director on progress against the time schedule, quality of work and cost; in previous projects done by state enterprises, the city had been able to check the work only when it was said to be complete. Finally, recognizing that the new paving would disrupt traffic and affect the residents of the city, the director of communal services placed notices in the local newspaper and on the radio informing the residents of what was to be done and asking their forbearance -- a truly pioneering effort in municipal sensitivity to the public.
- After a disaster preparedness training program which included a case study on handling a gas leak, that same city near Bialystock had an actual accident of the same nature. City officials practiced the lessons learned in the training program.
- The city of Bialystock had experienced a long history of transportation and public utilities strikes and slow downs. City officials took courses in community services and negotiation and developed a way to work with the unions and community to prevent strikes and slow downs. The city has managed conflict differently in the past two years and has not suffered strikes in the public services sector during this time period.
- Several mayors and deputy mayors testified to the value of training provided by the RTC in their respective cities. Krakow, Olsztyn and Bialystok have contracted with the centers in their respective areas to provide training and consultation to city officials in their respective municipalities. About 80% of the councilors and city officials in these three have received FSLD training, paid for by the municipalities. Each of these officials said that the work ethic has improved and public service has also improved in their municipalities and the mayor of Olsztyn reported that a poll with 1,000

- respondents reported a high regard for city hall.
- Interviews with Municipal Secretaries in the Olsztyn area indicated that they shared the Mayors' opinion about the value of the center and each shared a story that illustrated how the RTC had responded to training needs and how it is a resource for all kinds of local government problems.
 - The Szczecin Treasurer provided the team with evidence of the changes in municipal budgeting precipitated by the (Johns Hopkins University/GFOA/RTC) budget training. The city has adopted a sophisticated revenue and cost projection process, a capital budget, and publishes the annual budget, a status report on the privatization process, a capital budget program, as well as annual report on all expenditures. Similar reforms have been adopted by Mysliborz, a much smaller city in the same region, that while much less complex, serves as a model budgeting program for gminas of less than 20,000 residents. The Mysliborz Municipal Secretary stated that the budget process has enabled the gmina to obtain a 15 Billion Zloty loan from the Environmental Development Bank with which to finance a much needed sewage plant. 1

7. What are the strengths and weaknesses of FSLD? Has the institution-building component of the grant strengthened FSLD? If so, how? Please cite specific examples. If not, why not?

FSLD, founded in September, 1989, is a non-governmental, independent and non profit organization. It has evolved from an issue-driven social advocacy group staffed by its founding members to a relatively sophisticated organization with a second generation of staff members fully integrated into FSLD operations. It has a mission, goals, operating objectives and an organizational structure which enables it to be demand driven in its programs as well as field initiatives. It accepts funding from a variety of sources and has no more difficulty than other organizations of its type in accounting for the funds. Its annual reports clearly portray a dynamic social change agency, responsive to it's communities of interest. An analysis of its organizational structure indicates that policy and administrative functions are now quite well defined and that there is a division of labor between the Warsaw headquarters and the field offices and schools that are mutually reinforcing without being overly bureaucratic.

The FSLD in operation today has been largely created through the institution-building component of the grant. For example, role clarification for staff and FSLD's vision have come about through a participatory process that included Warsaw office managers and staff along with the staff of the RTCs and Schools. The Training of Trainers (TOT) program has brought 24 dynamic individuals into the organization who have developed a team approach to their role with the unintended side benefit of creating a cadre of second generation FSLD leaders. Marketing of training, sharing course modules and experiences; defining needs and identifying content experts around the country has resulted from the TOT cadre within FSLD. The hiring of a new coordinator of American Programs with adult education experience and a new definition of center-field operations has also contributed to networking among the centers

and an upgrading of the overall management of the training function within FSLD. Another strength is the relationship between Rutgers and FSLD, allowing the US organization to market FSLD to US-based funding sources and to identify collaborating organizations which can support FSLD.

As with any dynamic organization of its age, board and staff members have more work to do than there are hours in the day and FSLD has to struggle to balance its mission, contracts, work demands, new initiatives and management systems. With the arrival and installation of the new computers, planning will be easier and a more sophisticated accounting and management system can be established, a tool much needed to enable better reporting to its various funding sources.

Impact data, measures of cost effectiveness and other useful information can be gathered and analyzed. FSLD may need some targeted technical assistance with incorporating information systems into its management and assistance in packaging the information in the most suitable way for its several audiences. Although the office does not appear to have more administrative personnel than is necessary to carry on its programs, it is perceived by some (outside of FSLD) to be administratively top heavy. A management audit might be useful to sort this out now, and to assist FSLD in structuring its job descriptions and cost allocations to reflect more clearly the line and staff work of various staff members.

In summary, further capacity building assistance to FSLD should focus on financial planning, monitoring, management and reporting; personnel management, implementing employee evaluations and handling personnel planning; and, improving overall marketing of FSLD training and other services.

8. Is FSLD a financially sustainable training organization? If not, why not? What are its sources of funding? If FSLD is not currently financially sustainable, how soon and what is necessary for it to become so?

The answer to this question must be placed in the context of FSLD's total program, and its status as a relatively young NGO. Overall, training programs and their funding accounts for only 25% of FSLD's program. As a stand-alone program, training is clearly self-sustaining, although the revenue with which to do so is a mix of fees, grants and contracts. FSLD as a whole is dependent of similarly diverse revenues, but has avoided dependence on any one donor or agency, and broadened its sources considerably from its early days. At present, FSLD estimates that about 60% of its income is generated from its own programs and products, with the remainder coming from a variety of US and European sources. Training is offered within this framework and does not represent a budget deficit to the foundation; as long as the training programs are priced appropriately and subsidies to certain courses transparent, FSLD is within the range of financial sustainability for NGOs. To maintain its overall stability, however, FSLD will need to continue to attract sponsors and contracts. An analysis of FSLD's budget through the years reveals that there are diversified funding sources and that the expenditures reflect the workplace of FSLD.

According to FSLD audited financial reports, its income over the years has been as follows:

YEARS	FSLD CASH INCOME	IN-KIND/CO-OP PROGRAMS
1990	6.5 Billion Zlt.	12 Billion Zlt.
1991	15.4 Billion Zlt.	30 Billion Zlt.
1992	34.0 Billion Zlts.	90 Billion Zlt.

The category of "in-kind/cooperative" refers to a variety of programs which FSLD cooperates with a donor or other organization on real programs but through which no cash appears on FSLD's books.

The following table outlines the percentage of FSLD income from various sources between 1990 and 1993. It also records other characteristics of the income that FSLD has received over its history.

Category	1990	1991	1992	1993
Sponsors/Donor	75%	46%	61%	35%
Self-generated	25%	54%	39%	65%
% of total income provided by USA	35%	12%	26%	17%
% of sponsor support by USA	78%	28%	45%	35%
%USAID of all FSLD Income	-0-	-0-	-15%	9%

9. How effectively organized and managed is FSLD? Are modern management practices being used? Does each person working in the FSLD Central office and the RTCs have a position description? Are personnel systems in place that reward those who do well and discipline those who do not?

Given its length of operation, mission and structure, FSLD is effectively organized and managed. As a result of the past year's planning and organizational consultations, FSLD has undergone some reorganization and has restructured some of its management systems. Job and department descriptions are in place both in the central office and in the RTCs. Personnel Systems in both the Warsaw office and the RTCs are being upgraded. In 1994 a new course in human resources management is being designed and, as part of this process, FSLD will adopt a new personnel system which will reward the effective and give negative feedback to those not so effective staff members. The one year process for adoption of this kind of a system seems appropriate. With the institution of further computer-based systems, the management systems will reflect the organizational and management structure now in place. Within the year, an E-MAIL system will link the FSLD offices around the country; this will assist with all management functions. Computer software and training is planned in 1994 to get systems in place.

As noted above, it had been suggested to the team that FSLD is top heavy administratively. As noted above, with current information in hand, it does not appear to be so. Rather, the impression seems to be created by the inartful characterization of most senior management personnel as administrative rather than programmatic. The team's experience suggested that each senior manager had in-depth program responsibilities, with administrative responsibilities added above and beyond programmatic ones. However, inasmuch as there is no way to document the percentage of staff time that goes to administrative vs. programmatic functions, that observation cannot be formally verified. The new computerized management system and the new personnel system will allow for the tracking of staff functions in the future and should provide a clear answer to this question.

10. How do the RTCs relate to the central FSLD office in Warsaw? Is there a free flow of communication between the RTCs and the central FSLD office?

RTCs are field offices of FSLD headquarters in Warsaw. There are regular senior management meetings attended by senior central office staff, center directors and the policy board of the organization. Two of the three members of the organization's executive committee are Center directors (Szczecin and Krakow; the Executive Director is the third member). As separate cost centers of FSLD, however, the RTCs have a good measure of autonomy and respond to the needs of citizens in their service areas. National program initiatives are planned by the RTCs and FSLD Warsaw staff. Inasmuch as some of the RTCs started as local civic committees, they were initially more independent. As the Warsaw office of FSLD has developed strength and capacity, independent legal and administrative structures have been abandoned in favor of inclusion in

the nationwide organization. The organizational development and institution building work supported by USAID has facilitated this process and assured good communication between the RTCs and the central FSLD office. This will be enhanced with the new E-MAIL system. .

11. Are the RTCs effectively used in the implementation of training programs offered by FSLD?

Yes. The RTCs are the outlets for virtually all FSLD training programs. They initiate much training on site, as well as respond to local needs.

12. Does FSLD play a role in the decentralization process of Poland? If so, in what way?

Yes. FSLD is the primary training organization for local government candidates, officials and staff members. By transferring skills and knowledge and providing information which will change attitudes of those in charge of local government, FSLD contributes to strong local government and, by inference, enhances the decentralization process in the country. It is not possible to measure whether or not FSLD is making an impact on national government policy. However, there are a number of anecdotes which indicate that it has influence and is positioned to make more input when the national government rules on several pending legislative issues relating to local government.

C. Poland/Milwaukee

1. Were the participants of the Milwaukee program satisfied with it? What was done well? What could have been done better?

Virtually all of the participants stated their satisfaction with the program. Its intensity, flexibility and depth were most often cited as its strongest points. The Milwaukee County coordinator, Don Vogel was also frequently credited with personally assuring the individual participant's success, as were the Milwaukee officials and host families. Examples of strengths cited by participants were:

- having several from one city creates new attitudes, even if they go in serial sessions
- hospitality with families added great value
- important professional connections have been made - help is only a letter, fax or phone call away.
- weekly meetings were very important in resolving problems, clarifying specific experiences
- four week stay is minimum; best is 5 or 6 weeks
- books, other materials which were brought home were important

Criticism was limited to language, logistics and miscellaneous selection issues. As reflected in the Regulaska evaluation, the question of language proficiency remains key. Clearly, participants must have working knowledge of English to succeed without the additional expense of personal translators. Still, this requirement significantly limits the applicant pool, particularly among elected officials. At the same time, even those who were selected struggled with language in the early weeks of their stay, and suggested that some intensive language training early on would improve the program's overall effectiveness.

The host family approach had to be dropped because of the logistical problems which resulted. The combination of dispersed internship locations coupled with dispersed housing required many hours in transit. If individual transportation arrangements had been budgeted, this problem could have been avoided.

Selection issues range from the kinds of individuals selected, to the desirability of geographic and professional concentration. In order to assure diversity among candidates, and because of the firm language requirement, the level of professional authority varies quite significantly among participants. While it is not immediately clear how or even whether the selection process could have been done "better", it is clear that the ability of individuals to immediately apply their newly acquired knowledge is a direct result of their relative position in the local government from which they originate.

Related selection issues related to professional and geographic concentration. It was generally agreed that selection of a single profession or topic of interest put great stress on the

host community's ability to produce high quality internships, yet the creation of a cadre of participants in a common discipline appears to be very useful in producing a longer-term, mutually re-enforcing professional associations. It is possible that this problem could be alleviated if funding for mentors was approved.

Finally, if the program is continued, it appears that selection of more than one participant from a given community magnifies the effect of the program, by creating colleagues with shared experiences. Already, participants have created opportunities to work together, sharing information and experience more broadly with colleagues in related areas of interest .

2. Did the participants learn anything that: (a) they currently use on their jobs; (b) has changed the way they do their jobs; or (c) has changed the way the city in which they work operates or delivers services?

The format used to guide interviews with Milwaukee program participants asked specifically for examples of skills, knowledge or attitudes gained as a result of the internship which could be applied in the participant's daily professional assignments. All of the participants interviewed reported new skills, knowledge and/or skills which they use and has changed the ways in which they work. Ability to change the way the community in which they work varies dramatically, largely with the level of responsibility of the participant.

Examples of applied skills/knowledge/attitudes include:

- FSLD's Milwaukee program coordinator returned from her four week site visit understanding how a volunteer bureau works in the US and plans to implement this in the future. She also saw how important it was to communicate with the Milwaukee coordinator to service the needs of the clients for the internship.
- The Krakow social service director related how her study of the social welfare system in the US has led to two changes, one currently implemented and the other on the drawing board. The one she has implemented is to change the food stamp program in the city from one that only gave coupons to a specific neighborhood restaurant to a system like that in the US, where several vendors will take the coupons. This will enable the recipients to get better food (at markets) and will cut the monopoly of selected shops. Her pilot project is nearing an end and she plans to implement this new system city-wide. In addition, she plans to advocate nationwide redesign through the social workers' professional association for other cities. The second reform is related to the structure of public assistance. She saw how eligibility social workers were able to ensure that the most needy received assistance in Milwaukee and she is proposing a nation-wide change so that this administrative change can take place. She believes that this will be more efficient and that it will be an area where change will take place in the near future.
- Two city engineers from one municipality brought back information about how to use

a geographic information system (GIS) and expect to have a modest system in place next year. They have also changed the contracting system of the city. In a related outcome, the mayor from another city says he has employed consultants to set up a GIS for his municipality to assist in economic development.

- The Director of Economic Development for the City of Bialystok learned how to develop an action plan for the city and upon his return submitted a 10-page promotional plan to the councilors which is expected to be implemented; he said that he came back with new confidence and he now knows what to do in this role. The economic development director from another Polish city said that he made personal contacts with US businesses in the Milwaukee area during his internship and that one firm has now placed a representative in his city. Another resident from the Bialystok region also developed an action plan for local development and used it as the basis of his election platform; he was elected to the city council in June, 1994.
- One participant, the Deputy Mayor responsible for public works, public transportation, and economic development was able to compare the operation of his city's public transit system with that of Milwaukee, and identify areas where savings and improvements could be made. The result was that he has been able to keep annual subsidy increases to 20% despite inflation of over 150% in the same period. He has also implemented a capital budgeting system, and reorganized the procurement process, to include a pre-qualification phase, shortening the time require and reducing the cost to the City of many procurements.

3. What is the quality of the case studies developed by the participants? Are the case studies currently being used in FSLD training courses? In other ways? If they are not being used, why aren't they? Please explain.

The case study process was determined to be of limited value and has been replaced with an action plan assignment. The quality of the case studies that were completed is rather uneven, although the language problem may account for some part of the differential products. They are not being used in FSLD courses, largely because the trainers have found that Polish or other Eastern European examples are far more instructive than those from the US. We were unable to identify any other regular use of the case studies, beyond that of the individual participants who used their own study in a class or presentation before a professional society.

Despite this result, it was noted by several participants that the process of preparing the case study was useful, in that it required a disciplined analysis of many factors. The process is still in use, if the particular product is not. Similarly, the general evaluation of the action plan assignment was that, regardless of its ultimate utility in Poland, the skills gained in its preparation were a critical benefit of the program.

D. Poland/ICMA

1. How effective was the assistance provided by ICMA? Did ICMA do what it said it was going to do in its proposal?

In its proposal, ICMA and its sub-grantee, the National League of Cities (NLC) said that it would assist the Association of Polish Cities (APC) through technical assistance, training, support of APC staff for an initial period and preparation of informational materials. All of these actions were accomplished to the satisfaction of the client organization. There was also evidence provided to the evaluators by APC to indicate that the combination of APC and ICMA/NLC substantially accomplished most of the targeted tasks, as measured by a series of indicators set forth in the original ICMA proposal:

- Newsletter: APC is not publishing its own newsletter. Instead, it prepares an insert that is published every two months as part of a national weekly publication, "Community", that has a circulation of 40,000, including many local officials.
- Policy Organ: The Executive Director of APC, Andrzej Porawski, says there is a "functioning policy task force" in the form of APC's own Board of Directors, elected from its municipal members.
- Legislative Influence: APC has had some (but probably not much) influence on new legislation. The principal positive example offered was APC's work to get the national government to agree to pick up sunk costs of prior capital projects that it was trying to impose on municipalities. APC led a fight to get the government to pay these costs and won a favorable ruling from the Supreme Court; however, the Parliament has yet to decide if it will abide by the court ruling. Because the current government is not very sympathetic to the municipal cause, APC -- despite what it claims is very good access to the government -- could not cite any other wins.
- Membership: APC did not meet the indicator target of increasing its membership from 100 to 150 cities. However, it has reached a total of 139 members, including all but one of the larger cities in the country.
- Seminars: One seminar (on marketing) was presented by ICMA/NLC consultants in November, 1993. Porawski says that they plan to hold more but that they decided to delay them until after the June, 1994, round of municipal elections so that the attendees could be local officials with full four year terms ahead of them.
- Revenue: APC has exceeded the own-source revenue goal of \$US 130,000. Its current revenue is budgeted at \$US 250,000 and in addition it raises money from its members and other participants for conferences and expositions.

◦ Retain Staff: APC has partially met the goal of retaining the three ICMA-trained staff members. The legal services/lobbyist is on staff full-time, and so is another staff member, the information specialist. Unfortunately, this second person is seriously ill and unable to work. The third staff member, the finance specialist, was discharged by APC as unsatisfactory. Interim assistance is being provided by a University of Lodz professor, during the search for a new person for this position. There appears to be both the intent and resources available for APC to support the three positions.

Did ICMA hire well-qualified people to perform the work?

Review of the trip reports, resumes and other documents indicate that the persons used by ICMA were well-qualified to provide the assistance proposed. In addition, interviews and discussions with APC confirmed the appropriate qualifications and approach of the people hired both in the US and in Poland..

What was done well?

ICMA/NLC appears to have supported an organization already in being and with spirited leadership (which is still in place). Trip reports, residual materials, and revenue growth suggest that the assistance was professional, focused, and well received. The organization is generally recognized as a significant voice (though not the only one) for Polish municipalities. Its professional competence appears to have been enhanced by ICMA -- although the evaluators had no good base of information on APC prior to the project to measure the degree of change.

What could have been done better?

If USAID had agreed, ICMA could have broadened the scope of its assistance to include other municipal associations (as USC did in Bulgaria).

Poznan is the headquarters site of a number of Polish local government associations in addition to APC. Prominent among these is the National Assembly of Local Authorities (NALA). While APC views NALA as non-representative and non-democratic, our interviews with NALA top staff do not bear this out. NALA does have more official status than APC: it is housed in a government building and is formally allied with the voivods (central government regional administrators), but its makeup (an assembly of locally elected representatives from the regional assemblies of local governments) appears to allow fully democratic representation. NALA is well-staffed and has worked with FSLD on several training activities.

In addition to APC and NALA, there are at least three additional associations, for large cities (closely associated with APC), small municipalities and for rural communities. The

existence of these other organizations raises a question of whether similar assistance to one or more of the others might not have significantly strengthened the voice of local government at the national level. Given the intractability of the national system as well as the deep economic and political dislocation in the rural areas, capacity building for these other organizations could enhance grassroots support for various local government reforms.

2. What are the strengths and weaknesses of the APC?

Strengths:

- Membership and History: APC's principal strengths are its long history (it has pre-war roots although it could not operate from 1939 to 1989) and the fact that it includes the largest municipalities. This strength has been enhanced recently, with the formation of a related association of the largest cities designed to deal with the particular problems of major cities including Warsaw, Lodz, Bialystok, Szczecin, Poznan and Krakow. As in the US, these cities have large, diverse populations whose service needs transcend those of the other 2400+ gminas.
- Conference and Seminar Program: The annual conference of mayors, its trade fair and other topical seminars form the organizational underpinnings of an active, effective advocacy group.
- Lobbying: The legislative program, despite the enormous obstacles to effective influence on behalf of local governments, exhibits a clear understanding of the Byzantine national legislative process, and provides a focal point for growing sophistication of mayors regarding their interests and needs.
- Independence from Local Government Control: The organization's dues-driven financial base combined with leadership drawn entirely from local officialdom assures independence from the central government's political agenda.
- Leadership: The organization's dynamic executive director, himself a locally elected official, is also an evident source of strength.

Weaknesses:

We saw no evident weaknesses, but neither was it possible to judge overall impact beyond the measures noted above. There was some indication among the local officials interviewed that there were "too many associations, and none was very effective." When pressed for examples of success, only APC was cited, notably for the revenue decision mentioned above. The US experience suggests that multiple associations, if not ideal, are certainly one indicator of a pluralist society. As is the case with virtually all of the programs being evaluated, it is too early to assess the global value of APC, and differentiate its impact from the non-assisted organizations. Still, it has gathered a broad,

representative membership, it is self-supporting, it is active, and it is communicating with its members and related constituents. This bodes well for the future, and represents a productive investment of USA's resources.

Has the ICMA program strengthened the APC? If so, how?

The ICMA assistance has certainly increased the general professional competence of APC and has helped it recruit and train new staff members (although for reasons noted above, only one such person is actually in place at the moment).

3. Is the APC a financially sustainable local government association? What are its sources of funding?

APC is self-sustaining, at least at its current level of operations, from dues paid by the member municipalities. The association has also been able to fund additional services, such as conferences and expositions, through registrations and sponsorships. Its membership is now comprehensive enough that it is able to charge non-members a higher fee than members, and to make other service distinctions (apart from participation in governance) between member cities and non-members.

4. Was the approach used by ICMA -- paying salaries, providing training/study tours and technical assistance -- a useful one? Is the information learned through any of these activities being used? How?

The ICMA approach appears to have been generally useful although it is hard to determine incremental benefit, given that APC was apparently already operating reasonably well before the assistance program. It would have been interesting to compare how other local government organizations in Poland would have responded to comparable levels of assistance.

Are the people who participated in this aspect of the program going to be hired by, or associated with, the APC after the grant ends?

Two of the three trained have been hired, but as noted above, only one is currently at work (for reasons beyond APC's control).

5. How are the translated materials provided under this grant being used?

The materials were available at APC, but since no seminars have yet been held by APC, there was no indication as to their use.

How about the computer equipment, is it being used effectively in pursuit of project goals? if not, why not?

The computer equipment is in use in preparation of materials and maintenance of membership records. It is extremely useful in pursuit of the institutional development goals set out in the proposal.

E. Bulgaria/University of South Carolina

1. How effective was the assistance provided by the University of South Carolina? Did South Carolina do what it said it was going to do in its proposal?

In its current format, the assistance provided by the University of South Carolina (USC) has been effective in strengthening local government capacity in Bulgaria. USC, with the concurrence of USAID, restructured its initial approach to providing technical assistance in Bulgaria. We believe that these changes reflect a realistic recognition of what was needed in the situation.

US assistance in Bulgaria is taking place within a challenging and changing political atmosphere, a condition that has been in effect throughout the course of the time during which the University of South Carolina has been operating its program. In addition, since USAID had only a skeleton field staff in the initial stages of this project, it was particularly difficult for the USC team to receive feedback locally on work in progress.

In general, the work of the University was quite effective, given its approved agenda and since the focus of the work continued throughout to be in support of local governments. The University did what it agreed to do in its amended plan of action.

Did it hire well-qualified people to perform the work?

The people hired, based on our interviews with them in person and over the telephone, were well qualified to do the work. This was also the conclusion of the Bulgarian local officials with whom they worked.

What was done well?

- **Direct advice and assistance:** The single most effective element of what was done by USC was direct advice and assistance offered by experienced US city and county managers on 3-4 week trips over the course of one or more years. The single best reflection of this was the work of Jim Budds in Stara Zagora (see below for more detail).
- **Leadership:** The dedicated leadership and networking ability of Glenda Bunce has been a critical element of the program's success. She has developed excellent relationships throughout the country which have facilitated the assessment of needs and identification of suitable consultants for clients in Bulgaria. Her frequent visits and ability to retain these relationships in Bulgaria are facilitated by her position in Columbia, South Carolina which puts her in contact with resources useful for her Bulgarian counterparts.

- **Leveraging other US assistance:** Leveraging its USAID grant along with the Sister Cities, Mayors' Study Tour and USIA projects allowed USC to have more impact than could have been predicted in the initial stages of the grant. Being able to focus all programs on supporting key local governments allowed for reinforcement in selected cities of key ideas and agendas.
- **Local government direct assistance focus:** The decision to work at the local level, and to focus on consultations instead of training, meant that the unit of government most willing and able to change was the principal target of the grant.
- **Work with Associations:** Capitalizing on regional areas of interest instead of tackling national issues was the right way to start this kind of assistance and has laid the foundation for future demand-driven training and consultation support to the municipalities.
- **Collaboration with Peace Corps:** Bunce's ability to engage Peace Corps volunteers working on local government issues allowed for the reinforcement of key ideas in selected cities and provided support for the US interns working in Bulgaria under this program.

What could have been done better?

- **Collaboration with Office of Housing Consultant Team:** The South Carolina consultants could have benefited by a closer working relationship with consultants being managed by the Office of Housing. The shared internship with the Urban Institute did not work as well as expected, although there was no negative impact in the municipality. The lack of a full USAID field office in Sofia made coordination somewhat difficult, however, and it was no more Bunce's responsibility than that of the Office of Housing consultant team to cooperate.
- **Internship Program:** Although the interns seemed well prepared for their assignments, the net benefit to the cities they worked in did not seem to be enough to justify the time and energy needed to support the interns.
- **Local Consultant/Coordinator:** The coordination for this project has been done from South Carolina, with no in-country coordinator hired under the grant to handle Bulgarian coordination. While it cannot be said that the program suffered due to this fact, in-country coordination would have probably enhanced collaboration and the internship program.

- Initial USC "Failures": Even those situations where the USC deemed its efforts unsuccessful, they have laid some positive groundwork, as indicated by what happened in Sofia where the city rejected USC. Nicola Daskolov had contact with the USC program in two capacities: Formerly, he was an official with the municipality of Sofia and was the principal interface with USC for that government. Now, he is the executive director of the Association of Democratic Municipalities, the largest and most national in scope of the municipal associations in Bulgaria. ADM has 73 member cities comprising about 4 million residents, or about half the population of Bulgaria and more than half of the urban population. Daskolov said that USC was very active in trying to help Sofia and ADM several years ago, but the cooperation fell apart. The fault, he said, was entirely on the part of the Bulgarians. Sofia and ADM were in a state of confusion after the elections of 1992, were being buried under a host of "technicalities" by the national government and also were being deluged by would-be "helpers" from the US. ADM has asked for renewed assistance, suggesting that initial work was not so much ill-conceived as ill-timed.

2. Is the approach used by South Carolina for its resident advisors -- that is, placing a city manager-type in a Bulgarian city for several weeks, then repeating the process with the same consultant in the same city some months later -- a useful one? Would a different approach be more effective? Is this a practical approach in terms of being able to field US consultants on this sporadic basis?

Intermittent Consultant Approach: while not a usual mode of consultation sponsored by USAID, this has been an appropriate one for local governments in Bulgaria. It allowed the city governments to absorb the consultation and to time the support around real city events. In addition, the working relationship developed over time between the consultant and mayor proved to be very useful.

An additional advantage of this approach was that it enabled USC to employ seasoned public administrators -- who may not have been available on a full-time basis -- with the ability to give advice that combined technical, financial and political components in ways that were sorely needed by Bulgarian local officials in the very unstructured situation that prevailed.

An incidental benefit cited by some Bulgarian local leaders was that the intermittent nature of the consultancy meant that they had to learn how (rather than what) to do from the consultants. The anecdote below, told us by the mayor of Stara Zagora, describes the impact of consultant Jim Budds on the Mayor's own political progress:

The city needed to pass local legislation on privatization (sale of municipal enterprises). But the legislation bogged down in the 65-member city council without the 33 votes necessary to pass it but also without any vocal opposition that backed specific changes in the mayor's proposals. The mayor said he kept asking himself "What would Jim do in this situation?" This enabled him to use what he had absorbed

from Budds about democratic political strategy to take such successive steps as : (1) delaying the vote until he had the chance to organize community support behind this ideas (2) holding a press conference and releasing the names of the Council members in favor of passage of the law (and, by implication, those opposed) and (3) making cosmetic changes in the preface to the law to enable fence-sitters to come out in support on the claim that they had achieved necessary changes in it. The net result was that the law passed, putting Stara Zagora in the forefront of Bulgarian municipalities in privatization

Would a different approach have been better?

There is no evidence to indicate that a different approach would have been preferable, given the scale of the project and the limited resources available to it, as well as the serious shortage of other institutional resources in the country at the time.

Is this a practical approach?

This is a quite practical approach. There are many skilled US local government consultants who could work in this way, especially if they could be assured of a minimum number of days work with a given city over the course of a year or two. In fact, it closely resembles the way that many US consultants work with their domestic clients.

To provide this type of consulting most effectively and on a larger scale, there will need to be more systematic recruitment, support and evaluation processes in place. Also, this should probably not be the only approach utilized; it should be supplemented by training programs, dissemination of appropriate literature information and models, etc.

3. Did the resident advisors provide technical assistance or information that: (a) is currently being used by local government staff and officials on their jobs; (b) has changed the way the staff and officials do their jobs; or (c) has changed the way the city operates or delivers services? Please cite specific examples.

The resident advisors provided technical assistance or information that is currently being used by the cities where they worked. We encountered a number of examples of how city staff and elected officials have changed the way they do their jobs and the way the cities operate and deliver services. Some cases in point:

- In Haskovo, consultant Pete Jenkins assisted the city in articulating its privatization program. After the council voted down the mayor's privatization agenda in 1992, Jenkins assisted the mayor in negotiating a package which could be passed by the council.

- Also in Haskovo, Jenkins provided hands-on assistance in siting a sanitary landfill, raising and resolving practical matters that had been ignored previously (such as where the leachate would drain).
- In Stara Zagora, Mayor Anton Andronov and consultant Jim Budds developed a very productive relationship. The Mayor related a number of examples of ideas he had gained from the consultation, including adopting a "no hire" attrition approach for city workers to decrease the payroll without political damage (the mayor said that attrition cut his payroll 15 percent in the first year it was applied, a high but credible figure). As described above, he also applied Budds' ideas on negotiation to work with the council to avoid a negative vote on privatization. The mayor said that he had learned how to deal with the press from Budds. When asked by the evaluation team if he had done anything to increase revenue from auto parking, he cited that as an area that Budds had already worked on with him. (Mayor Andronov is a lawyer who had no prior public experience before his election.)
- The Black Sea Municipal Association was assisted by consultant Bob Maffin who worked in setting up the Association's structure and in developing a reasonable working agenda. The mayor who is head of the Association said that Maffin's assistance and advice were invaluable to them in such efforts as lobbying to oppose the Ministry of Construction's "brutal" plan for development in the tourist zone along the Black Sea. All mayors of the key municipalities in the region, regardless of party affiliation, are now members and they are optimistic about further influencing national development plans for this region by pressuring Sofia.

EVALUATION INDICATORS

The evaluation goals and indicators presented below should be viewed within the framework of limitations that arise from the fact that this evaluation was designed and conducted *after* the events being evaluated have occurred. This means that only *post-measures* could be utilized, in contrast to the more technically desirable and precise *pre-measures* that could have been embedded in the program design, had the evaluation been planned in advance of the events. Two types of post-measures were available: *measures of usage*, which can show, for example, whether the effects of a training or technical assistance experience can be observed subsequently in some actual change in municipal practice, such as the introduction of a new budgeting format; and *measures of retention*, which can indicate whether the training still has a discernible impact on the persons who experienced it.

The evaluators planned and used a *semi-structured instrument*, a somewhat flexible outline of questions to be asked and interpreted, in order to obtain information on both of these types of post-measures. In light of the variety of conditions under which training and technical assistance activities were delivered, a fully structured (or invariable) instrument was not, in our view, be appropriate.

The project goals listed below are arranged in a descending order of generality, proceeding from what we perceive to be the highest order of outcome that USAID is seeking to more particular outcomes that may be reasonably expected to be traceable to the actual training and technical assistance grants being evaluated.

The objectives and their related indicators have been framed so as to capture, to the greatest degree feasible, the common features of the somewhat differently organized and operated training and technical assistance programs in Bulgaria and Poland. We believe that this approach will enable the evaluation team to provide to USAID more relevant information about training and technical assistance programs of this type, in addition to findings relevant to the two country efforts in particular.

PROJECT GOALS

- To contribute to the democratic process in Poland and Bulgaria by strengthening government at the local level.
- To improve the effectiveness of local government in these countries by strengthening municipal public administration capacity on a broad (non-sectoral) basis.
- To utilize training and technical assistance efforts focused on a selected number of municipalities as the primary tool for testing an approach to strengthening municipal public administration.
- To lay the groundwork for widespread achievement of more effective local government by strengthening the capacity of indigenous institutions related to local government.

OBJECTIVE AND MEASURES

Objective 1. To increase the competence of public administration practices at the municipal level in Polish and Bulgarian cities through training for and technical assistance to municipal officials and employees.

Indicators:

- 1.1 The people who have been trained and who have participated in the technical assistance activities have a demonstrably greater understanding of general (non-sectoral) public administration practices applicable to municipal government.
- 1.2 At least some of the people who have participated in training and technical assistance activities have applied their greater understanding to the situation in their municipal governments.

Objective 2. To improve the capacity to design and operate specific municipal management systems.

Indicators:

- 2.1 The people who have been trained and who have participated in the technical assistance activities have a demonstrably greater understanding of the nature and operation of local government, including municipal personnel systems; at least some of these individuals have introduced improved management practices into their respective municipalities.
- 2.2 The people who have been trained and who have participated in the technical assistance activities have a demonstrably greater understanding of the nature and operation of municipal budgeting and financial management systems and at least some of these individuals have introduced improvements into the budgeting and financial management activities of their municipalities.
- 2.3 The people who have been trained and who have participated in the technical assistance activities have a changed view of the appropriate range and content of services for which a municipality ought to be responsible and at least some of these individuals have proposed changes in the range and content of services for which their municipality is responsible.

Objective 3. To strengthen the capacity of indigenous training institutions in support of or related to local government.

Indicators:

- 3.1 Indigenous training institutions have been identified and have taken on the responsibility for training municipal officials and employees.

- 3.2 Relevant course materials in the local language have been developed in collaboration with these institutions for their use.
- 3.3 Indigenous non government institutions related to local government have utilized the course materials to train officials and staff in other municipalities.
- 3.4 Adult training methodologies have been employed in the courses.

Objective 4. To strengthen the capacity of other indigenous institutions (such as municipal associations) in support of or related to local government.

Indicators:

- 4.1 Indigenous institutions are improving their capacity to be financially independent and self-sustaining.
- 4.2 Indigenous institutions have developed a capacity to manage themselves.
- 4.3 Indigenous institutions are serving as spokespersons for local governments.
- 4.4 Indigenous institutions are generating and disseminating information about local government administration and management to local governments on a scheduled basis.

Objective 5. To facilitate establishment of appropriate local government institutions.

Indicators:

- 5.1 Local government administrative reforms which improve the quality of public life have been implemented.
- 5.2 Local government administrative reforms which reduce the cost of government services have been implemented.
- 5.3 Local government institutions which facilitate broader participation of community residents in local government decision -making have been established.

Objective 6. To encourage and facilitate decentralization of government functions.

Indicators:

- 6.1 Free elections for local governments have been held.

- 6.2 Services previously provided by central government have been assigned to freely elected local government.
- 6.3 Appropriate tax collections and/or sharing mechanisms have been created by which to support local governments.

Objective 7. To encourage and facilitate national legislative reform in support of local government.

Indicators:

- 7.1 Effective lobbying organizations for local government reform have been created.
- 7.2 National legislative actions have been taken to enhance the power and authority of local government.

INDIVIDUALS INTERVIEWED AND/OR BRIEFED BY TEAM

US ORGANIZATIONS

USAID

Charles R. Aanenson, USAID/Poland
Tamara Arsenault, USAID/Poland
John Babylon, USAID/Bulgaria
Rebecca Black, USAID/Poland
Larry Birch, USAID/ENI/DG
Brad Fujimoto, USAID/Bulgaria
Evgenia Georgieva, USAID/Bulgaria
Sonia Hamman, USAID/Poland
Amanda M. Kim, USAID/EEUD/UDH
Susan Kosinski, USAID/DG/RLG
Ted Landau, USAID/ENI/ECA
David Olinger, USAID/EEUD/UDH
John Tennant, USAID/Bulgaria
Gerald Zarr, USAID/Bulgaria

GFOA

Joni Leithe

ICMA

Chuck Anderson
Renata Frenzen
Peter Fieden
J. Winter (Resident Advisor in Poland)

IPA

Theodore Thomas
Anne Marie Walsh

MILWAUKEE COUNTY

Maureen Murphy, Milwaukee County, Chief Administrative Officer
Richard Nyklewicz, Vice-Chair, Milwaukee County Council
Don Pienkos, University of Wisconsin, Project Consultant
Don Vogel, University of Wisconsin and Project Director
Mackie Westbrook, Milwaukee County Executive

RUTGERS UNIVERSITY

Connie Burke, Fiscal Director, Local Democracy in Poland Program (LDP)
Mirek Gochowski, Acting Director, LDP
Joanna Regulska, Director, LDP
Susannah Treish, Administrative Coordinator, LDP

UNIVERSITY OF DELEWARE

Sandra A. McCollum, In-Country Coordinator (Bulgaria)
Rouslan A. Badzhief, Associate In Country Coordinator (Bulgaria)

UNIVERSITY OF SOUTH CAROLINA

Jim Budds, Consultant
Glenda L. Bunce, Director, International Programs
Pete Jenkins, Consultant

URBAN INSTITUTE

Michael Hoffman (Resident, Bulgaria)
Maya Kolea (MTK-Consult-Resident, Bulgaria)

BULGARIA

Associations

Nicola Daskolov, Executive Director, Association of Democratic Municipalities
Iliyan Tsonev, Mayor of Byala and Head of Black Sea Municipalities

Gorna Oyahovista

Nikola Ivanov Kolev, Mayor

Haskovo

Dobri Belivanov, Deputy Mayor

Sofia

Bojko Georgiev, Head, Local Budget Office, Ministry of Finance
Michael Yanakiev, Director, Bulgarian Association for Fair Elections and Civil Rights

Stara Zagora

Anton Andronov, Mayor

Varna

Christo Jordanov Kirchev, Mayor
Stanka Raicheva, Secretary of the Municipality
Several Department Heads

POLAND

Associations

Anna Brzozowska, Twinning Officer, National Assembly of Local Authorities (NALA)
Nicola Daskolov, Executive Director, Association of Democratic Municipalities
Waclaw Glowinski, Counsel, Legislative Affairs, Association of Polish Cities (APC)
Gabriela Ozorowska, Director, National Assembly of Local Authorities (NALA)
Andrzej Porawski, Executive Director, Association of Polish Cities (APC)

Bialystok

Ewa Booncak-Kuchurczyk, Deputy Mayor
Slawomir Chilicki, Milwaukee County Intern
Ursad Gminy, Mayor of Krypie, Bialystok Region
Bogdan Jankowski, Director of the Training Center
Jan Kondratiuk, Milwaukee County Intern

Eulalia Matwiejuk, Milwaukee County Intern
Urząd Miejski, Director Communal Services, Municipality of Kryprie, Bialystok Region
Tomasz Slawinski, Milwaukee County Intern
City Council President and Trainer

Cracow

Janusz Baster, Director, Malopolski Institute of Local Government and Administration (MILGA)
Krzysztof Lipski, Organizing Manager, MILGA
Three Trainers/Lecturers

Kazalin

S. Dworakowski, Milwaukee County Participant, Urban Planner

Kielce

Andres Bednarz, Director RTC and Board Member of FSLD

Lublin

Ryszard Setnik, Director RTC

Olsztyn

Jozef Grezegorczyk, Mayor
Zbigniew Konieczny, Director, Training Center
Slawomir Ostrowski, Coordinator Polish American Club, FSLD
Slawomir Rozanski, Trainer
Miroslaw Warowicki, Psychologist and Trainer

Piva

Anna Czynska, Town Planner and Participant in Milwaukee County Program

Poznan

Lech Langowski, Director, Poznan Department of Information and Development

Rzeszowski

Slawomir Ostrowski, Coordinator, Polish-American Business Club, FSLD
Wieslaw Mysliwec, Director RTC

Sanok

Wojtek Balwierczat, Mayor and Milwaukee County Participant

Starachowice

Grzegorz Walendik, Mayor and Milwaukee County Participant

Szczecin

Elzbieta Balazy, Assistant Director
Pawel Bartnik, Coordinator of Training
Miroslaw Czeka, City Treasurer of Szczecin
Eugenia Dziedzic, Chief Accountant, Training Center
Ignacy Dziedziczak, Professor at Szczecin University, Trainer
Przemyslaw Fenrych, Coordinator of Training and Trainer
Urszula Glod, City Treasurer of Szczecin
Dominik Gorski, Assistant Director, Training Center
Slawomir Machosicz, Regional Audit Officer and Trainer
Stefania Marcinkiewicz, City Treasurer of Mysliborz
Grzegorz Jankowski, Consultant

Włodzimierz Puzyna, Director Training Center
Adam Sosnowski, Director of the West Pomeranian School of Local Government
Janusz Szewczuk, Coordinator of Training and Enterprise Club
Władysława Krystyna Trzcinska, Municipal Secretary, Dobra
Ewa Trzaska, Milwaukee Participant
Irystyna-Władysława Trzcinski, Secretary of Gmina and leader, Secretaries' Forum
Wojciech Wisniewski, Mayor of Dobra Szczecinska
Krystatyna Zagorska, Milwaukee Participant

Warsaw

FSLD

Halina Burzynska-Chitasombat, Director of American Programs
Małgorzata Herbich, Coordinator of Milwaukee County Internship Program
Maria Ptaszynska-Woloczkoicz, Chairperson of the Board, Executive Director

Individuals

Wojciech Balwierczak, Milwaukee Participant
Grzegorz Buczek, Milwaukee Participant
Krystina Galezia, Interpreter
Sławomir Osa-Ostrowski, Journalist
Czesława Rudzka-Loretz, Senior Official, Supreme Audit Officer of Polish Government
Michael Kulesza, Retired Head of Local Government Reform Program, Government of Poland
M. Malinowski, Economic Development Advisor/Businessman / Intern in Milwaukee
Jadwiga Pauli, Milwaukee Participant
Andrzej Toth, Interpreter
Grzegorz Walendzik, Milwaukee Participant
Ten FSLD Trainers Who had participated in the TOT program

Wroclaw

Sławomir Klaszycki, Director RTC

METHODOLOGICAL TOOLS AND MATERIALS

In the process of conducting this evaluation, the team recognized that tools and materials available to it would be limited, since there was no comprehensive evaluation design built into the projects which were the subject of this evaluation. With respect to training, evaluation may be seen as a tool for improving the quality of learning events. In examining the **training programs**, the evaluators followed a protocol which is briefly described in the following paragraphs.

Purpose of Training Evaluations, Measures and *Tools*

- (1) **To improve the design or delivery of learning events**
 - (a) Performance Measures of Skills, Knowledge and Attitudes (SKA)
 - (b) Profile of characteristics of learners
 - (c) Analysis of design and delivery
 - (d) On-the-job measures of usage and retention of SKA

TOOLS: objective tests, performance observations, product ratings, attitude scales, demographic forms, personnel records, checklist of design elements, checklist of delivery skills, anecdotal records, questionnaires, interviews, organizational records.

- (2) **To increase the use of the learning on the job**
 - (a) On-the-job measure of usage and retention of SKA
 - (b) Identification of organizational and personal constraints to on-the-job use

TOOLS: observations of performance, anecdotal records, questionnaires, Interviews, organizational records.

- (3) **To make decisions about learning in the organization**
 - (a) On-the-job measures of usage and retention of SKA
 - (b) Documentation of organizational SKA profiles
 - (c) Cost-benefit (Cost Comparisons and Return on Investment)
 - (d) Benchmarking (Comparisons with other Organizations on learning quality and effectiveness)

TOOLS: observations of performance, anecdotal records, questionnaires, Interviews, Organizational records, objective tests, attitude scales, cost comparisons, return on investment, comparisons with other organizations on learning quality and effectiveness.

TIME FRAMES OF PERFORMANCE MEASURES:

Performance measures can be categorized by their *time frames*: the when and how often of their use. Time frames for measuring include prerequisite measures, premeasures, embedded measures, postmeasures, measures of usage and measures of retention. *Prerequisite measures*

are administered to determine whether or not the participant has the knowledge and skills needed to benefit from the upcoming learning event. *Premeasures* are "pretests" that relate to the same skills, knowledge and attitudes in the planned training. *Embedded measures* are administered periodically during the learning event. *Postmeasures* are administered at the end of the learning event to determine the extent of learning that occurred during the event. *Measures of Usage* are administered some time after the learning event to determine the extent to which the skills, knowledge and attitudes gained therein are actually being used on the job. *Measures of retention* are other measures that are employed after the event, determining the accuracy with which the skill is being performed. The following chart summarizes these performance measures.

TIME FRAMES OF PERFORMANCE MEASURES

MEASURE	WHEN APPLIED	QUESTION ANSWERED	PURPOSE
Prerequisite	Before Learning Event	Does the participant have the background knowledge needed to learn _____.	<ul style="list-style-type: none"> --To create a homogeneous group --To guide the design of a learning event
Pre-measures	Before Learning Event	Does the participant already know _____?	<ul style="list-style-type: none"> --To determine if the participant needs to be involved in a specific learning event --To tailor the content to a specific population. --To compute the learning gain from pretest to posttest --To motivate the participant to learn
Embedded Measures	During the Learning Event	Has the participant learned this portion of _____?	<ul style="list-style-type: none"> --To determine if participant has mastered a concept that is a prerequisite to further learning --To obtain an accurate measure of learning when individuals participate in only select portions of the learning event
Post-measures	End of the Learning Event	Has the participant learned all of the _____?	<ul style="list-style-type: none"> --To compute the learning gain from pretest to posttest --To determine which participants need assistance to meet minimum criteria --To construct and maintain an accurate organizational record of skills and knowledge --To certify employees to meet regulations
Measures of Usage	After the learning event	To what extent has the participant used _____ on the job?	<ul style="list-style-type: none"> --To increase the usage by (1) identifying constraints to usage; (2) identifying ways to prove the learning event --To provide data with which to make decisions about learning in the organization
Measures of Retention	After the learning event	For what length of time can the participant accurately perform _____?	<ul style="list-style-type: none"> --To improve the learning event --To determine the point at which relearning is needed.

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The vendor of training should build the following into the event: prerequisite measures, premeasures and embedded measures and they should build postmeasures, measures of usage and measures of retention as well. Outside evaluators check the documentation retained by the vendor, and then develop some way to determine the usefulness and retention of the completed training.

Measuring the Design and Delivery of a Learning Event

- Does the design contain elements of good instruction?
- Was the intent of the design carried out in the classroom?
- Did the instructor use appropriate techniques of instruction?

Measuring Usage

Measures of usage are administered some time after the learning event to collect data related to the skills, knowledge and attitudes on the job. Collecting usage data serves two purposes: (1) finding ways to increase use and (2) making decisions about learning in the organization. In the first instance, there are three key questions:

- (1) What kinds of on-the-job assistance can the instructor offer to participants that would increase their implementation of the skills, knowledge and attitudes?
- (2) In what ways does the learning event itself need to be modified to assist participants in implementing the skills, knowledge and attitudes?
- (3) What organizational constraints are making the implementation of the skills, knowledge and attitudes difficult?

In looking at the organization, the questions are:

- (1) Are the skills, knowledge and attitudes employees gained useful to them on the job?
- (2) What skills, knowledge and attitudes currently reside in the organization?
- (3) What is the relationship between the cost of the employees' learning skills, knowledge and attitudes the benefits the organization receives from that learning?

Measures of Retention

Measures of retention, like measures of usage, are employed after the learning event. These measures determine the accuracy with which the skill is being performed. Many skills decrease in accuracy over time, particularly skills that are practiced infrequently or for which performance feedback is not available. The amount and type of initial practice Retention is evaluated for two reasons: (1) to improve the learning event by adjusting the amount of practice and (2) to determine the point of which relearning should occur to maintain skill accuracy. Four conditions affect the length of time skills are retained: task difficulty, task importance, task frequency and feedback.

Participant Interview Questions

In interviewing those who have participated in training activities, five key questions should be asked:

- (1) How have you used the training?
- (2) What benefits can be attributed to use the training?
- (3) What problems did you encounter in using the training?
- (4) What were the negative consequences of the training and/or its use?
- (5) What criteria did you employ to decide if you were using the training correctly or incorrectly?

TYPES OF INTERVIEWS

Interviews can be classified into three types: structured, semi-structured and unstructured. As a rule of thumb, more structure is needed when several individuals are conducting the interviews. Semi-structured interviews were utilized in interviewing participants in training events. The evaluators were guided by the following in preparing for interviews.

STEPS IN THE INTERVIEW PROCESS

Preparing for the interview

- Review objectives of learning event
- Formulate specific questions
- Plan how the data will be analyzed-the plan will guide in formulation of questions

Conducting the Interview

1. Introduction
 - state the purpose
 - provide assurances of confidentiality, if appropriate
 - indicate the approximate length of time the interview will take
 - establish rapport with the respondent
 - ask permission of tape recording will be used
2. Demographic questions if needed
3. Ask interview questions (and probe to elicit additional information)
4. Close the interview by asking "what have I not asked that I should have asked?" and summarize the major points that the respondent made to serve as a validity check
5. Ask permission to come back for additional questions if necessary.

INTERVIEW PROCESS FOR PARTICIPANTS IN THE MILWAUKEE INTERNSHIP PROGRAM

Individual and Group Interviews were conducted by the team with 14 persons who participated in the Milwaukee County Internship Program. Prior to the interviews, each individual was asked to complete a written questionnaire. In all cases there were individual interviews; in some cases there were group discussion/interviews as well. The written interviews were completed in Polish and then translated for the benefit of the evaluators. In sum, the interview process was as follows:

I. Overview of Exercise and Review of Questionnaire

Clarification of questions and description of how anonymity will be preserved.

II. Administration of Individual Questionnaires

Each person will fill out the questionnaire in either Polish or English. These will be given to the of member of the evaluation team who will conduct a personal interview as well.

III. Personal Interviews

Each participant will be interviewed by a member of the evaluation team. This will clarify the participant's response to the written form as well as allow for some additional questions.

IV. Group Discussion (Optional)

At the conclusion of the individual interviews, there may be a wrap-up session to document any general points of interest and/or concern about this internship program.

**SEMI-STRUCTURED INTERVIEW QUESTIONS
FOR INTERNSHIP PARTICIPANTS**

PARTICIPANT EVALUATION # _____
INTERVIEWER _____

- 1) To what extent have you used _____? (a specific skill--drawn from the ones the participant listed in response to the questionnaire)
- 2) What were the most important lessons for you in the internship?
- 3) In what situations have you used that SKA (Skill, Knowledge, Attitude)?
 - (a) describe an example:
 - (b) with what frequency have you used that SKA?
- 4) What resulted from using the SKA?
 - (a) What amounts were involved (dollars, time savings, etc.?)
 - (b) Who else could I talk to who would support the results?
 - (c) What records support the results?
- 5) In what ways had you hoped to use that SKA and were unable to accomplish it?
 - (a) What made using the SKA difficult?
 - (b) How did you (try to) overcome that difficulty?
 - (c) What could have happened in the internship that would have better prepared you to perform the SKA? To overcome the constraint? (Repeat the preceding questions for each of the SKA's involved.)
- 6) What did you learn that we have not talked about? (Unintentional Learning)

This outline guided the interviewers as they spoke with the participants in the internship program. The questionnaire on the following page was the one developed in the field that the participants completed on their own and which was translated and analyzed by the evaluators. Ample space was given on the Polish version of the form to allow for detailed written comments.

QUESTIONNAIRE FOR PARTICIPANTS IN THE MILWAUKEE PROGRAM

PARTICIPANT EVALUATION # _____

Name _____
Position _____
Address _____

Tel _____
Fax _____

Description of Current Work

Dates Spent in Milwaukee _____ to _____
Time Spent Elsewhere in the USA:
Dates: _____
Location(s): _____

Internship Assignment and Narrative Description of the Internship and your Learning Goals

Reflecting on the Internship experience,

- Did you acquire any significant new skills as a result of this internship?
_____ Yes _____ No. If yes, please list the most important ones:
- Did you acquire any new knowledge as a result of this internship?
_____ Yes _____ No. If yes, please list some examples:
- Did you acquire any new attitudes as a result of this internship?
_____ Yes _____ No. If yes, please list some examples:
- Did you learn anything that you currently use in your job as a result of this internship?
_____ Yes _____ No. If yes, please list some examples:
- Did you learn anything that has changed the way you do your job as a result of this internship?
_____ Yes _____ No. If yes, please list some examples:
- Did you learn anything that has changed the way you do your job as a result of this internship?
_____ Yes _____ No. If yes, please list some examples:
- Did you learn anything that has changed the way the city in which you work operates or delivers services as a result of this internship?
_____ Yes _____ No. If yes, how?

CASE STUDY TITLE: _____

Brief Description of Lesson of the Case Study
How has your case study been used in Poland?

OVERALL IMPRESSIONS:

- (1) Were you satisfied with the internship? _____ Yes _____ No
Comments
- (2) What aspects of the internship were handled most effectively?
- (3) Which aspects of the internship could have been handled better?