

**Training for
Central and Eastern Europe
and
The New Independent States**
**A History of USAID-Sponsored Training
1989–1998**

February 1999

ENI/EEUD (ENI Training Office)
U.S. Agency for International Development
Washington, DC 20523

This report was prepared for ENI/EEUD, U.S. Agency for International Development by Aguirre International under HERNS Delivery Orders 14 and 18, Contract No. FAO-I-00-93-00070-00.

**This report may be ordered from:
USAID Development Experience Clearinghouse
1611 North Kent Street
Suite 200
Arlington, VA 22209
Tel.: (703) 351-4006
Fax: (703) 351-4039
<http://www.dec.org>**

Record Number: PD-ABR-217

**Inquiries regarding this report should be directed to:
James Nindel
ENI/EEUD (ENI Training Office)
U.S. Agency for International Development
Washington, DC 20523
Tel.: (202) 712-5317
Fax: (202) 216-3409
E-mail: jnindel@usaid.gov**

CONTENTS

Preface	v
I. Introduction	1
II. History	3
A. Central and Eastern Europe	3
B. New Independent States	6
C. Program Staffing	8
D. Participant Data	8
III. Funding History	11
A. Central and Eastern Europe	11
B. New Independent States	11
IV. Training Planning	13
A. History	13
B. The Training Events On-Line Library	14
V. Training Implementation and Follow-On	17
A. Policy	17
B. Procedures	18
C. Follow-On	19
VI. Training Cost	21
A. Introduction	21
B. The Difference Between CEE and NIS Costs	22
C. Differences Between USAID and USIA Programs and Costs	24
D. Cost Containment Efforts	26
VII. Reporting, Publicity, Monitoring, and Evaluation	29
A. Reporting	29
B. Publicity	30
C. Monitoring	32
D. Evaluation	32
VIII. Partnership Activities	37
A. Management Training and Economics Education Program (MTEEP)	37
B. NIS Institutional Partnership Program	38
C. Partnership for Freedom	41

IX. Evolution of the ENI Website: www.enitraining.net	43
A. History and Current Status	43
B. Future	46
X. Support Services	47
XI. Lessons Learned	49
A. Overview	49
B. Training Program Design	49
C. Training Management	52
Appendix A: AED’s Final NET Project Report—Executive Summary	57
Appendix B: Monitoring and Evaluation Report for CEE Training Conducted Between 1992 and 1998	61

LIST OF TABLES

Table 1: Training in Central and Eastern Europe	9
Table 2: Training in the New Independent States	10
Table 3: Lessons Learned: Characteristics of Good and Poor U.S. Training Programs	50
Table B.1: To what extent have skills and education from the U.S. training program been utilized?	63
Table B.2: What is the level of impact? (For PIET Participants)	65

PREFACE

Purpose

The purpose of this document is to chronicle the evolution of training and partnership programs in Central and Eastern Europe and the New Independent States beginning with the Support for East European Democracy (SEED) Act (PL101-179), adopted November 28, 1989. The report generally focuses on the administration of the programs, the processes used to implement training, and budget information. In addition, there is a section which attempts to capture lessons learned as a result of this 10 year effort.

This document is not an evaluation of what happened but rather a chronicle. However, without knowing the results, the reader is certainly left thinking “so what.” We have, therefore, shared some of the output and evaluation materials with the reader in this Preface and in Appendix A (an Executive Summary of AED’s final report on the NET project—1993–1997) and Appendix B (the Introduction to a report by Aguirre International covering CEE training from its inception through 1997). More recently, an evaluation of both CEE and NIS training was conducted by Aguirre International; some of the findings are included in this Preface, but the reader is encouraged to obtain a copy of the finalized report.

The primary audience for the paper and its attachments is USAID; however, there may be information contained in the document that will be of interest to others involved in developing and implementing programs in this part of the world.

Training Outputs

During the 10 year period covered by the report, a minimum, 20,000 individuals from ENI assisted countries have received some form of training in the U.S., in their own countries, or in another country outside the U.S.

Training has been provided as part of technical assistance contracts and grants, through stand-alone training projects, or as part of partnership programs. Since the funding levels for assistance to NIS countries have been higher than that for Central and Eastern Europe, the numbers of trainees from NIS has been greater, with the ratio being approximately three NIS trainees for every one CEE trainee.

The majority of training activities have been short-term (less than 6 months) because the population of the target countries is generally well educated but has lacked the necessary skills to establish and maintain free market economies or democratic societies.

Some longer term training has been supported in order to create the infrastructure in the educational system to continue to train economists, accountants, financial managers, political operatives, and others who will ensure that future leaders will have access to education and

training opportunities in their own countries.

Partnership Outputs

The first partnership project developed was the Management Training and Economics Education Project (MTEEP) which was initiated in 1992. Its purpose was to develop management training and economics programs in existing universities in Central and Eastern Europe. Rather than deploying a host of consultants to work with the indigenous institutions, USAID determined that pairing U.S. colleges and universities with host country institutions would be more efficient and would also result in lasting ties between and among the participating organizations.

In 1995, a similar program was established in the NIS, the Institutional Partnership Project (IPP). U.S. colleges and universities as well as professional organizations were asked to propose similar pairings with host country institutions and organizations. In total, more than 35 relationships developed from these two programs. In the case of the MTEEP, management and economic curricula were developed, business centers established, distance learning programs initiated and continuing education made part of college and university offerings. The IPP had similar results but with an added design requirement that all partnerships develop materials which could be replicated for use by other organizations throughout the NIS. Funding was made available to catalogue, advertise and distribute the materials. When funding finally ceased in 1998, materials from this project had been distributed to at least 200 repositories (libraries, schools, business centers, etc.) throughout the NIS. The numbers of discrete publications/videos/CDs exceeded 500.

Training Success

Participant Satisfaction

Trainee satisfaction has been measured since the inception of both the CEE and NIS training programs. There has not been a significant difference between CEE and NIS trainees in terms of program satisfaction over the years. There is a correlation between participant understanding of the program objectives and content and his/her satisfaction with that program. A comprehensive list of traits of a successful program is located on page 51 of this report. This was developed as a result of the participant satisfaction surveys done for NIS programs but could as easily have been developed as a result of surveys from CEE participants.

97% of CEE participants reported that the training program they attended was either good or very good.

96.5% of NIS participants reported that the training program they attended was either good or very good.

The important point here is that participant satisfaction, while not critical in a reengineering sense, will often be the determining factor in regard to whether learning takes place. A participant who is overly concerned or upset about his or her accommodation, food choices, airline arrangements, interpreter skills, spending money or any number of other issues may fail to focus on the training offered. Without learning, there can be no implementation of skills in the workplace and without changes in the workplace, there is little or no impact from training.

This point is made to emphasize the continuing need for collecting data on how participants perceive the training experience and to use that data to make changes in how programs are implemented.

Application of Training

Determining whether training has been applied in the workplace requires a fairly rigorous follow-up effort in-country. Efforts were made to conduct this kind of follow-up in both CEE and the NIS during the period between 1992 and 1998. A series of two Returnee Questionnaires were sent or personally administered to returned participants. The first Returnee Questionnaire was collected between 3 and 6 months after the participants returned to their home countries. The second returnee questionnaire was administered approximately one year after the end of the participants' U.S. training period. Similar (but not identical) questions were asked of the trainees in CEE and NIS (see the following example).

To What Extent Have the Skills and Education Acquired During the U.S. Training Program Been Utilized by Training Participants?

- More than 70 percent of returned CEE participants indicate that they utilize their training often or very often, and another 27 percent indicate that they do use their training some of the time. This is a 97 percent total positive response.
- More than 85 percent of returned NIS participants state that they have utilized training on their jobs.

Impact of Training

The ultimate question that must be answered when assessing if training makes a difference is not whether the individual has applied new skills to his/her job performance but rather whether those new skills made any difference in the performance of the organization. Between 1992 and 1998, general data on improvement in the workplace was collected. The following are examples of the kinds of data reported on the quantifiable measurable impact of training.

Impact on Job Performance or Office Functions

- 85 percent of CEE participants report improved job performance.
- 48 percent of CEE participants report positive impact on office performance.
- 97 percent of NIS participants have shared the ideas and techniques learned during training with their colleagues and supervisors.
- 92.4 percent of participants have changed their approaches to problem-solving and the evaluation of ideas as a result of their training.

Impact on Employing Organization

26 percent of CEE participants report that training has had an impact on the employee organization, above the working group level.

Impact on Company Policy

88.9 percent of NIS participants have been able to use the knowledge they gained from their training to affect policy decisions at an organizational level.

Impact on Government Policy

4 percent of CEE participants report that they have used their skills to influence or impact government policy.

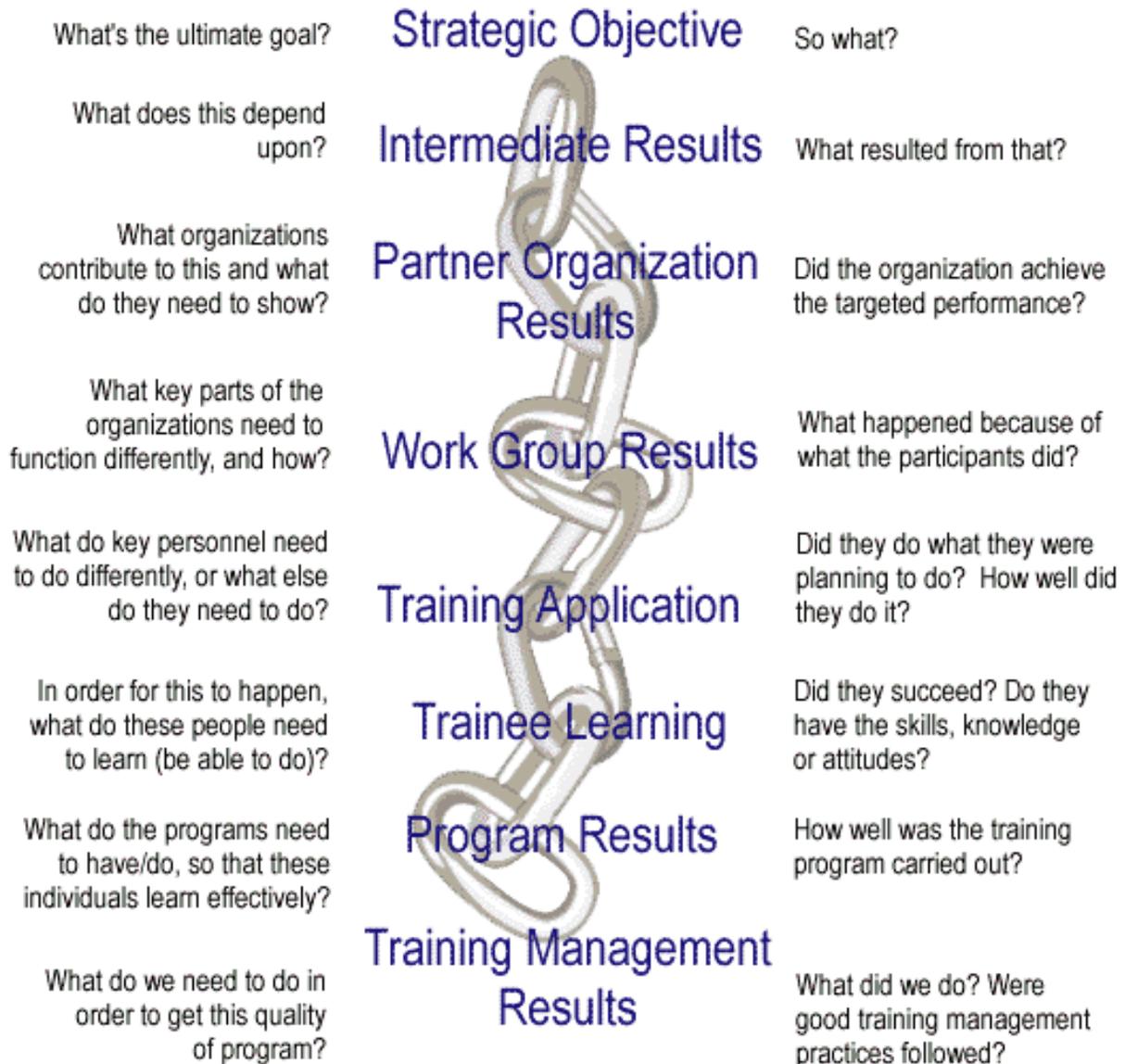
This data supports claims that training makes a difference but it does not provide the kind of information that is now required under USAID's re-engineered approach to measuring success.

Training Impact in a Reengineered Environment

The question that remains unanswered from the data collected is whether training influenced the achievement of USAID's Strategic Objectives. The major difficulty facing evaluators in attempting to measure the influence of training on the achievement of Strategic Objectives is that training can only be one of the factors influencing success in achieving objectives. For that reason, training objectives need to relate to how job performance will change as a result of

training and how that job performance will influence a work group. Presumably the work group will be responsible for some intermediate action that is critical to the achievement of a specific strategic objective. The following diagram indicates how training needs to be designed in order to be able to measure impact.

USAID Training Results Chain



The ENI Training Evaluation Model

The entire ENI monitoring and evaluation process was reformed in 1997–1998 as a result of the new GTD implementation contracts in the region. The three contractors—AED, World Learning and Aguirre International—revised the instruments and the procedures for evaluation. A set of core questions which responded primarily to the information needs of the ENI Bureau was developed for both the Exit and Returnee Questionnaires. The revisions to the Returnee Questionnaire involved a substantively different approach to evaluating training outcomes.

This new approach reflects the broader re-engineering process in USAID and seeks to more closely integrate training into Results Frameworks and enable missions to report on the contribution to Strategic Objectives more effectively. The new impact evaluation process uses an interview format with a defined protocol that assesses whether pre-defined performance improvements are achieved at the individual and organizational level. This evaluation system is built on continuing efforts by the ENI Bureau to improve the focus on results, including the introduction of the Results Chain conceptual framework. All of the interviews completed in this first year were for programs that had been planned and implemented prior to the intensive training in the Results Chain. Therefore, the step model of related objectives for learning, application, and organizational impact had not been consistently applied in all programs. To compensate for this, the training included a session in *retrofitting* the training objectives and training plans into this model by scanning all of the available documents (training request, TIP, action plan, etc.). This served as an interim step that allowed the evaluation process to get started, but is not reflective of the full application of the training for results model.

As of December 1998, Aguirre International had received 240 completed questionnaires from 14 countries in the ENI region, relating to nine different Strategic Objectives. Of these, only a few countries had a sufficient number of completed questionnaires to allow a country report.

As a general measure of the impact and utilization of the training being conducted, a few aggregate analyses were conducted. These measures offer at best generic impressions about the management of the programs under different missions and in response to different objectives. However, the programs are very different and the rigor in planning and evaluation is different in each country. For these reasons, the country comparisons are inherently flawed and should not be used to draw conclusions comparing one country program to another. These measures, if they prove of value to the ENI Bureau, will be more comparable after another year of experience. However, even with more uniformity in planning and evaluation, *the primary valid use of this data will be at the mission level in tracking progress against specific objectives, and by the contractors in monitoring their programs.* The following is an example of the more targeted assessment of training results taken from the draft ENI Evaluation Report produced in February 1999.

Analysis of Impact by Strategic Objective Area

Table *: So 1.2—Increased Soundness of Fiscal Policies/Fiscal Management Practice

Strategic Objective	Completel y	Almost Completel y	Partially	Not at all	Total
Achievement of learning objectives	17	15	0	0	32
Accomplishment of objectives for applying training at work	5	15	11	1	32

The learning objectives that were most often cited by participants in this area were to learn about the U.S. banking system, to learn about the U.S. tax system, to acquire specific knowledge in their functional fields, and to learn U.S. business practices. It is noted that most of these objectives were stated in relatively vague terms.

In seeking to apply the training at work, the most common activities cited by the participants, stated generally, were to initiate new projects and services, to improve specific operational procedures, and to influence or make policy.

Participants identified the major constraints to applying the skills and knowledge at work as: the training does not apply to the reality of the country (25%), the country lacks relevant or suitable legislation (19%), and that participants lacked the financial, staff, or equipment support necessary to implement the changes.

This kind of analysis can be of considerable utility if used to compare responses by SO. For example if SO 1 participants respond more favorably to the impact questions or have fewer constraints to implementing training than SO 2 participants, this might result in a review of the training process used to design and implement SO 2 programs. Perhaps supervisors are not as engaged in the training process; perhaps the objectives for the training activity are not realistic given the home country environment. These are useful findings but they still are not impact findings. Training impact cannot be assessed in the absence of assessing other interventions. The training can be perfect, but SO teams may have failed to consider that one or two individuals are not sufficient to make an organizational impact. The training may be perfect, but the particular skills offered are significantly more advanced than those needed given an institution's stage of development. The training may be very appropriate to the needs of the trainee and the institution and there may be considerable supervisory support, but there is no impact because there is insufficient energy available to run the machines. So, perhaps it may make sense in the future to look at this kind of data but to also consider measuring the actual contribution of training through expanded case studies: "What wouldn't have been done in the work place if training hadn't taken place?"

Finally, it must be remembered that evaluations are costly. In the ideal world, to measure impact, some assessment of the workplace situation would have to be done prior to any training or education

to establish a baseline for workplace improvement. Any evaluation of the impact of training on the workplace would have to control for other influences on change in the workplace in order to attribute change solely to the training activity. In the best of circumstances, this is very difficult to do. ENI has made great strides in furthering impact evaluations for international training in a cost beneficial way but there is still more to do.

Partnership Success

The MTEEP project was initially evaluated by an independent consultant and then by an evaluation firm. The results of these assessments related specifically to whether the partners were achieving what they had set out to achieve in the grant documents. At the time MTEEP was designed, the Europe Bureau had indicated its focus would be on projects to improve economic development, democracy, and quality of life. These were pretty generic goals and little thought was given to measuring how the projects impacted these goals. Also the MTEEP was a grant program so there was significant latitude available to the participating organizations to do what they wanted as long as they did not stray too far from their stated grant objectives.

The Institutional Partnership Program in the NIS was evaluated in a somewhat different fashion. Because the partnerships were varied (health, energy, road building to name a few), the quality of the material developed as a result of the partnerships could not easily be reviewed in-house. Experts were hired to assess the quality of the output. In more than 90 percent of the cases, the materials were judged to be acceptable and useful for others. No evaluation was conducted of *impact*, however, since impact was not defined as part of the project design.

Were these projects successful? The answer has to be yes. For the most part, they did what they said they would do. Both projects resulted in lasting relationships being established between and among the partners. People were trained and programs were established.

Can these kinds of projects work in a re-engineered USAID? Probably not, unless the intermediate result desired is the strengthening of institutions. Partnerships are generally established using cooperative agreements and grants rather than contracts. This means is that the implementing organizations may agree to work with USAID to achieve intermediate results or Strategic Objectives, but they have great latitude in determining how they will achieve results. In addition, the level of reporting required is minimal and close monitoring is generally not acceptable. If the grant or cooperative agreement is not on track, unless there is proof of serious malfeasance, there is not much USAID can do to get its money back to start over. It is very difficult to hold grantees and cooperative recipients to the same standards of accountability.

Partnerships are being touted as the preferred method of delivering assistance but very careful consideration must be given to how much control the Agency desires over the results before committing its scarce resources.

Lessons Learned

Lessons Learned are discussed at length in Section IX of this report. The following is a synopsis of that section.

The Lessons Learned are categorized under the following headings.

- ▶ Training Program Design
- ▶ Training Management
- ▶ Partnership Program Design
- ▶ Communication

Some lessons learned are the result of careful analysis and others are just opinions. Some lessons learned will be factored into current and future program designs and other will never be used just because to do so would be too costly or time consuming—just not practical.

Training Program Design

- ▶ While contractors can be hired to implement training programs, without the support and involvement of SO/RP teams, the potential for things to go wrong is increased. SO/RP teams need to be involved in the design of the training activities.
- ▶ Training programs must be designed with costs in mind. Although costs are not the only consideration in the design of programs, they have to be a consideration. Costly programs put the entire training program at risk.
- ▶ Training Planning must be done well in advance of budget requests. A well formulated training plan, with articulated training objectives and links to the achievement of strategic objectives is a good marketing tool. If training can be seen as contributing to the achievement of individual SOs then funding for training is defensible.
- ▶ Lessons Learned should be factored into program design (see Table 3, page 53).

Training Management

The purpose of having two large training projects in ENI has been to economize on overhead costs. There are certain benefits to this arrangement but there are drawbacks as well.

■ Benefits

- ▶ Central Office costs can be allocated to each Mission thus eliminating the need for the Mission to absorb 100 percent of any central function.
- ▶ Only one contracting action needs to take place even though the contracting action is supported by multiple Missions.
- ▶ The USAID Missions are relieved of the burden of any contracting action. They must only transfer funds through the NMS system to the office responsible for the contracting action.
- ▶ Reporting for a region is simplified because all of the data rests with one contractor. Developing responses to inquiries regarding gender or cost are relatively simple and do not involve the Missions at all. They also do not require the time which might be required if several contractors were involved.
- ▶ Because all of the Missions in the region are involved with the same contractor, there is more communication regarding training among the involved staff. Each of the Contracts includes resources to enable the contractor to participate in training conferences where that communication channel can be strengthened.
- ▶ If 20 of the recipient countries had independent contracts, any headquarter staff travel to the region would have to be borne by the individual Mission. Now the contractor can send representatives to the region for the purposes of training or technical assistance and all the Missions share in the cost.

■ Drawbacks

- ▶ The issue of contract control is always raised when there is a central contract. There can be only one COTR in the USAID contracting process. Of course in the current situation, the COTR position is in the Global Bureau with technical direction being provided by the ENI-Bureau as the entity that is buying into the Global Training For Development Project. Where does this leave the Missions? The success of this type of setup is solely dependent on the relationship between the technical office and the USAID Missions. If the Missions perceive that their wishes are being ignored, then whether this is the case or not, there is a problem.

Russia elected to withdraw from the centrally managed training program for NIS.

They felt that the contractor would be more responsive if the contract was directly with the Mission. They discovered that as a result of withdrawing from the central contract, they had to reduce their expectation in regard to contractor services because of costs. Whether having a direct contract made a difference in terms of responsiveness is hard to measure. The Mission seems to be satisfied with the current arrangement as it has been in place for several years.

- ▶ Contracting in Washington takes longer. Experience has shown that this is a fact and this has been a significant issue between USAID Washington and the USAID Missions. When, because of lack of action on the part of the procurement officials, it appears that training would come to a halt, it is hard to make a case for centralized program management.

Partnerships

Both the NIS and CEE partnership programs have found that, for partnerships to succeed, certain conditions must exist

■ U.S. Partners

U.S. partners must have:

- ▶ regional competence and cultural savvy;
- ▶ staff expertise; and
- ▶ some country specific language fluency or access to technically competent interpreters.

These are in the proper order. Without regional competence, the credibility of the U.S. partner organization is suspect. What works in southern Africa may not work in CEE or NIS and the converse is also true. If there is knowledge of the region, then the staff assigned must be experienced.

■ Recipient Country Partner

The recipient country partner must have:

- ▶ adequate infrastructure;
- ▶ existing or access to communication channels to facilitate the establishment of an e-mail link within a month of start-up;
- ▶ understanding of the limitations of the partnership—need to operate according to

USG financial rules and regulations;

- ▶ dedicated staff—dedication does not refer to mental state but rather that staff cannot be working on multiple projects at the same time they are implementing a partnership activity; and
- ▶ some English language fluency or access to interpreters.

■ Other Partnership Lessons

- ▶ The partnership design and development must be undertaken by all parties to the partnership to promote the feeling that a partnership really exists and to ensure that everyone understands the roles and responsibilities under any agreement.
- ▶ Sustainability does not just happen. The concept of sustaining the activities of the partnership has to be an objective from the beginning. All partners must keep this in mind when undertaking different activities... will this activity continue when all the USAID support is gone or can we find other support.
- ▶ Not every assistance activity is suited to a partnership arrangement. There are instances where one-way technical assistance makes the most sense.

Communication

To ensure that a project is successful, all parties to the activity must be engaged and the only sure method to keep people engaged is to keep them informed and to ensure that they have a voice in the decision making process.

In the case of the training activities, this means that:

- ▶ the status of all contracting actions needs to be shared on a regular basis;
- ▶ the status of all budget discussions needs to be communicated;
- ▶ meeting notes should be done whenever policy issues are discussed which might affect the Mission and the contractors;
- ▶ changes in USAID handbooks need to be highlighted for the Missions and the impact of the changes discussed virtually or by phone;
- ▶ any inquiry from a USAID Mission that relates to training needs to be responded to immediately even to just acknowledge that the inquiry has been received and is being investigated. The life line for Mission training staff is the e-mail system; and

- ▶ program support is also a responsibility of USAID Mission management so they also need to be informed. Too much information is always a problem for management; however, if this is a problem, then it is the Mission's responsibility to notify the sender.

Hints for the Reader

There are well over 2,000 files which were created related to training in CEE and NIS. These have been reviewed, and those which may have some historical significance or future utility have been kept. Some documents exist only in hard copy and some in both computer files and hard copy. There is a companion disk to this report with the computer files. Some of the computer files are referenced in the report and can be easily identified as they are italicized in the footnotes. The hard copy documents will be harder to obtain but have been attached to the original version of this document.

I. Introduction

With the end of the cold war, the United States Congress and its Federal Agencies accepted the challenge of assisting with the revitalization of the Eastern Block and Former Soviet Union.

Failure to help these countries to become economically independent, free market oriented societies with an appreciation of the rule of law and other democratic principles would have resulted in chaos in the region and instability throughout the world. These citizens and their leaders had taken great risks in abandoning communism. They risked not only their economic well being but also their national pride.

Assistance had to be carefully planned but it was also urgently needed. As assessments were done, it became very clear that in order for assistance to be of value, it had to include substantial training and exposure to the West.

Training was essential to the development of new market economies. The move from publicly owned enterprises to private ownership required a host of skills which were not taught in these countries. The concept of citizen participation in governance was totally foreign as was an appreciation of the rule of law.

USAID was well equipped to provide training based on its over 50 years of experience in managing assistance programs. A contractor community skilled in arranging training programs existed, and there was certainly an interest and willingness shown by this community to work in both Europe and the New Independent States.

This paper chronicles the history of training implementation from 1989 to the present. It is certainly not a comprehensive reference but does highlight how and why certain actions were taken. It provides a road map to documents which may explain further how training evolved over time. What it does not do is to evaluate the effort. Only history will decide whether the expenditure of more than \$300 million to date on training and partnership activities made a difference.

II. History

A. Central and Eastern Europe

Congress passed the Support for East European Democracy (SEED) Act (PL101-179) on November 28, 1989. This purpose of this Act was to contribute to the development of democratic institutions and political pluralism, and a free market economic system. In the political realm, SEED was to support the adoption of constitutional, legal, and administrative measures that affect the powers of the executive and legislative authorities and the independence of the judiciary, affect the formation and operation of independent political parties and groups, and affect fundamental human rights and civil liberties. In the economic realm, SEED was directed to promote free market economies characterized by privatization of economic entities, the right to acquire and hold private property, simplification of regulatory controls regarding businesses, removal of trade restrictions, liberalization of investment and capital regulations, and dismantlement of wage and price controls.¹

In response to the Act, USAID established a Washington-based “Mission” to oversee all activities in the Region. Because the USAID presence in CEE was slated to remain at low levels, no stand-alone training project was included in the portfolio of initial activities. Technical assistance contractors were authorized to do training and some urgent small requests were funneled through Partners for International Education and Training (PIET), the Agency’s prime training contractor.

In early 1990, the Europe Bureau decided to move forward with an institutional grants program to be administered by its training office. The project, Management Training and Economics Education (MTEEP), was put out for bid in November 1990. The countries targeted for programs were Poland, Hungary, and the Czech Republic with the possibility for expansion into Yugoslavia, Bulgaria, and Romania. The funding level for the first year of the project was \$7.5 million.² This project will be discussed in more depth under the Partnership section of this report.

In 1991, the Congress authorized new legislation which not only expanded the target countries for CEE but also specifically mentioned that funds should be used for exchanges and training. On November 18, 1991, the Bureau issued a draft project paper for the Participant Training Project for Europe. On January 3, 1992, an interagency team met to review the project and it received final internal approval on January 2, 1992.³ Congress was notified of the project on February 10, 1992. The life of project was to span 5 years with funding of approximately \$20 million. The

¹ <http://www.info.usaid.gov/regions/eni/seed/viii.htm>

² RFA SPO/EE-91-002 (hard copy only)

³ Proposed Participant Training Project for Europe (No 180-0045) and Minutes of Interagency Review - hard copy only.

first year of funding was set at \$4.3 million. The focus areas for training were Democratic Institutions (25%), Economic Restructuring (50%) and Quality of Life (25%). To assist with the transformation of the recipient countries, it was also decided that training in the U.S. was a critical element of the program. In no other way would participants be able to observe how the skills learned could be applied.

The program design included three components:

- ▶ Academic Training
- ▶ Institutional Grants: MBAs to three weeks of specialized training
- ▶ Servicing Country Training Needs: short-term training

In addition, there was language which allowed for responding “to the quickly changing human resource development requirements in Europe...through funding unsolicited proposals that meet this requirement, or even IQC or other quick contracting mechanisms as appropriate.”⁴ This section of the project was ultimately to be used to fund 20 or more different activities. A listing of all activities funded and evaluations of these activities can be found in copies of the PTPE Evaluation Reports prepared by Aguirre International and submitted to USAID.

Component one, academic programs, were “awarded” to USIA through an Inter-Agency Agreement. Under this component, academic programs were limited to two years. Components two and three were awarded to Partners for International Education and Training (PIET). PIET had an existing contract with USAID’s Office of International Training which could be accessed through a buy-in provision. The contractor was actually a consortium of international assistance contractors: Amideast, the Asia Foundation, the African-American Institute, and the Experiment for International Living (renamed World Learning). The selection of PIET through this mechanism was based on the need to become operational very quickly and using the buy-in eliminated the requirement for conducting a procurement competition. Initially, the agreement was for only 1.5 years which allowed the Bureau to determine if the contract met its needs. The 1.5 year period also coincided with the end date of the current PIET contract. (Subsequent amendments to the contract were made, and PIET remained the implementing contractor until Spring 1997.)

A relatively unique feature of this activity was that the contractor was asked to set up offices in all the recipient countries. As was mentioned, USAID did not anticipate establishing large operations in these countries. The necessary in-country training-related functions normally done by the USAID office in the past could no longer be accommodated. In addition, the contractor was charged with processing of **all** USAID-funded participants not just those funded through the training project.

⁴ Project Memorandum, Participant Training Project for Europe (No. 180-0045) dated 2/12/92 (hard copy only).

Because PIET had also been given responsibility for the institutional grants program, they initiated competitions for providers. They were responsible for program implementation and oversight of the grantees. (Note: These may have been subcontracts since PIET was a contractor and at that time, grants could not be awarded by contractors unless special authorizations were obtained. The name of the program however was institutional grants.)

Since the initial awards in 1991 and 1992, some changes have occurred. The institutional grants program has been phased out. The MTEEP program has been reduced. Missions have grown larger and the decisions regarding program funding now rests with them. All existing Missions have elected to continue funding training activities and the training component throughout the region has, at a minimum, doubled in size. The original mix of countries authorized has changed and grown (started with 10 countries: Poland, Hungary, Czech Republic, Bulgaria, Romania, Yugoslavia, Albania, Estonia, Latvia and Lithuania). The Czech Republic and Estonia have graduated. Assistance to Yugoslavia never happened, but a program was started in 1998 in Serbia (Federated Republic of Yugoslavia). Bosnia, Croatia, Slovakia, and Macedonia were added.

The PIET contract ended in 1997. USAID's Global Bureau (the home of the PIET contract), replaced this mechanism with 5 different contracts(ors). They all have Indefinite Quantity Contracts (IQC) which means that each contractor can receive funding up to a certain amount without competition. The current ceiling for each of the contracts is \$80 million. World Learning (WL) was one of the 5 contractors eligible to provide training service and, in the Spring of 1997, they were awarded the contract to service the CEE Missions. This was hardly a blip on the screen since WL had been part of consortium that made up the PIET organization, and they had been the PIET presence in the region.

The Project Authorization for training in CEE has been amended three times. Currently the project ceiling is at \$107 million (from an estimated \$20 million in the beginning) and has a projected end date of February 21, 2004 (seven years longer than the original projection.)⁵

⁵ See Computer File Folder: History/CEE, File : CEE Auth 3

B. New Independent States

The path of history for the New Independent States is somewhat similar to that of CEE. Assistance was authorized by the Freedom Support Act of 1992. This is the same piece of legislation that expanded the SEED Act.

USAID established a stand-alone task-force to implement and oversee assistance for the countries of the Former Soviet Union. Training and partnerships were being considered at the very outset. The project paper authorizing a training project and partnership programs was completed in February, 1993. The project paper set forth the objectives of the training and partnership activities, countries to be served, and funding levels. Once the project was authorized (February 12, 1993, almost one year after the CEE project had been authorized), the Task Force contacted the Global Bureau's Office of International Training in order to buy-into the PIET contract. The difference between CEE and the NIS was that at no time was consideration given to establishing a long term relationship with PIET. The Task Force wanted to utilize PIET to set up offices and assist with immediate training needs and short-term planning until such time as a contract could be competitively awarded to service the region.⁶

In June, 1993, an RFP was published to identify a contractor to provide long term training related services.⁷ The RFP called for the establishment of 4 primary offices and 8 satellite operations (for Belarus, Moldova, Kyrgyzstan, Turkmenistan, Uzbekistan, Tajikistan, Azerbaijan, and Georgia). The services requested were: *processing of participants funded through the contract*, English language testing for all potential USAID-funded trainees, and maintenance of all training records. The project was called New Independent States Exchanges and Training (NET).

At the same time as the RFP process was underway, a summit meeting was held in Tokyo with the G-7 countries. One of the topics at that meeting was assistance to Russia. During the pledge period (when the leaders attending the conference commit to additional levels of financial support), President Clinton offered \$200 million to provide education and training for Russian citizens. The original authorization for the NET Project (which included funding for USIA's programs) was for \$90 million which was to support the program in all NIS countries until December 30, 1997. The result of the Tokyo summit was that the projections for the RFP were obsolete even before a contractor was identified; however, to halt the process in order to revise the figures would have seriously impacted USAID's ability to move forward with any training so in September of 1993 a contract for training services was awarded to the Academy for Educational Development. Because there was sufficient funding to begin the program and

⁶ PIET set up offices in Moscow, Kiev, Almaty, and Yerevan at a time when getting heat, light, and phone service was an extraordinary accomplishment. They not only managed to establish offices and recruit staff but they also managed to send participants to training programs in the U. S. and set up training processing systems. With little in the way of advance notice, the PIET staff did an admirable job and need to be recognized for their contribution to training in the NIS.

⁷ See Computer File Folder History/NIS, File: Original NET SOW

because there was sufficient authorization to carry the program through the first year, no action was taken to amend either the contract or the project authorization until 1994. At that time, the AED contract was revised and shortened. The contract had been for 3 years with two option years with a ceiling of approximately \$94 million. It was clear that the ceiling would be reached within two years so the amendment allowed the contractor to use up the ceiling in a shorter time period. A companion exercise was carried out at this time to amend the project authorization document. It should be noted that when the original RFP was published, there was a reference to “an expanded Russia program” but the drafters of the RFP never envisioned the funding levels that became available as a result of the Tokyo meetings.

The original design of the NET project included the requirement that training be conducted in the U.S. The rationale was very similar to that used when developing the CEE program. If participants are to implement market reforms, improve quality of life, and adopt democratic principles and practices, reading or hearing about how these work is insufficient. People need to experience how this is done thus the program emphasis in the first year was on U.S.-training. The language in the original project authorization was fairly prescriptive and said that most training would take place in the U.S. and that in-country training would be used to prepare people for U.S. training. This requirement began to be a problem for USAID Missions early-on as there were some kinds of programs that were ideally suited for in-country delivery. The NET project had the funds to support these programs but the project authorization was standing in the way of accessing the funds. Since the project authorization document was going to be amended to increase the funding ceiling, this was an ideal time to loosen the requirement for U.S.-based training. The 1994 amendment ultimately increased the life of project ceiling to \$300 million, allowed for in-country and third country training, and extended the life of project to December 31, 1999. The project has been amended one additional time in 1996 to extend the life to December 30, 2000.⁸

Since the inception of the NET project and assistance to NIS, the State Department has played an important role in determining how assistance would be handled. A coordination office was established under the head of an Ambassador-rank political appointee. The Ambassador was charged with ensuring that resources were appropriately spent by the U.S. Federal Departments and Agencies working in the region. Since most of the resources to be used for assistance in the NIS were allocated to USAID, the coordinator also made decisions regarding reallocation of those resources to other Departments and Agencies. Within the Office of the Coordinator were housed several staff who were assigned to different assistance areas, such as education and training, economic restructuring, etc. Because of the existence of this oversight body, the USAID NIS task force and, subsequently, the ENI Bureau had considerably less decision making flexibility in regard to the budget. In addition, having an additional layer of oversight has and will likely continue to increase the reporting burden for program managers.

C. Program Staffing

⁸ See Computer File Folder: [History/NIS](#), File: [NIS Proj Auth 2](#)

When the CEE program came on line, there were three USAID direct-hire staff assigned to manage both the training activity and the MTEE program. Evaluation functions were carried out under contract (see Section VII).

The NIS program was similarly staffed with three individuals handling the work in the summer of 1993. The major difference between staffing for the CEE program and the NIS program was that none of the NIS staff were direct hire employees of the Agency. Originally the individual in charge of the training activities was a personal services contractor and the other two staff were contract employees. When the NIS program tripled in size, an additional contract employee was hired and finally, when the partnership program was initiated, one more person came on board.

When the merger of CEE and NIS took place in 1994, a new division chief was assigned responsibility for training and partnership programs and one additional direct hire was assigned to the unit to oversee contracting actions. CEE still had two staff to manage MTEEP and training. On the NIS side, four people handled training and partnerships.

In 1996, the Agency was required to conduct a reduction in force exercise. As a result of this reduction, one direct hire staff person was lost and since that time, all training, partnership and social sector activities (an addition to the portfolio in 1995) have been managed by two direct hires assisted by two personal services contractors and four institutional contractor staff.⁹

The level of effort assigned to manage these programs has not changed substantially since the beginning of the programs although additional contract resources were added to support functions such as evaluations and training planning. During the past year, more management information specialists have been working with the program as part of an effort to develop the ENI Website and Internet resident training planning system.

D. Participant Data

With the advent of reengineering, there is less focus in the Agency on “inputs” which in this case are the trainees themselves. In the final analysis the numbers of people trained are fairly meaningless without an assessment of how the skills, knowledge, and abilities imparted during training were put to work toward the achievement of objectives. That said, there is still a significant interest in numbers by outside groups, such as the U.S. Congress. For this reason, data collection is an important part of the training process. The following tables show cumulative training numbers for CEE and NIS from 1993 to mid-year 1998. This particular set of charts also shows how well each country is doing in regard to including females in the training programs. Data are also available by: training location; duration; and age. These are special reports which are generated by the implementing contractors.

⁹ See Computer Folder History, File: 1995 Training Staff (this is a snapshot in time)

Table 1: Training in Central and Eastern Europe

Participant Training Project for Europe (9/93 through 5/97) & Global Training for Development Project (GTD) 5/97 to 6/98 U.S., Third Country, and In-Country Training			
	Total	Females	Percent
Albania	249	107	43%
Bosnia	614	166	27%
Bulgaria	431	164	38%
Croatia	210	114	54%
Czech Rep	243	101	41.6%
Estonia	25	8	32%
Hungary	231	84	36%
Latvia	134	75	56%
Lithuania	175	66	37.7%
Macedonia	195	104	53%
Poland	412	160	38.8%
Romania	292	153	52.4%
Serbia	Established in 1998	Not available	Not available
Slovakia	240	83	34.6%
Slovenia	23	9	39%
Total	3,474	1,394	40%

Table 2: Training In the New Independent States

New Independent States Exchanges and Training Project (NET) (9/93 through 12/96) & Global Training for Development Project (GTD) 1/97 to present U.S., Third Country and In-Country Training				Follow-on/in-country training 9/93–12/96 Follow-on training (eliminated as a category with advent of GTD contract). This training still takes place but is counted as in-country training.		
	Total	Females	Percent	Total	Female	Percent
Russia	5,270	1,908	36.2%	2,567	1,066	41.5%
Kazakhstan	1,683	724	43%	Follow -286	Follow - 79	28%
				Seminar - 6	Seminar - 3	50%
Kyrgyzstan	1,172	490	42%	Follow-175	Follow - 42	24%
				Seminar - 0	Seminar - 0	0.00
Tajikistan	588	132	22%	Follow - 251	Follow - 39	16%
				Seminar -1,123	Seminar - 275	24%
Turkmenistan	851	340	40%	Follow - 252	Follow - 73	29%
				Seminar - 0	Seminar - 0	0.00
Uzbekistan	1,222	283	23%	Follow - 244	Follow - 43	18%
				Seminar - 326	Seminar - 179	55%
Armenia	453	128	28%	61	21	34%
Azerbaijan	297	96	32%	54	19	35%
Georgia	282	64	23%	97	34	35%
Total	11,818	4,165	35.4%	NA*	NA*	NA*

*Because some programs are series, individuals may be counted twice thus totals are not appropriate

III. Funding History

A. Central and Eastern Europe

The following chart represents funds for activities in support of USAID Training. The MTEEP levels are not included. PIET funded 17 or 18 small grants from the 1994 allocation.

B. New Independent States

The following chart represents funds for activities in support of USAID Administered programs excluding funding for the Institutional Partnership Program which received \$29,000,000 in 1995 and an additional \$300,000 in 1997.

USAID-Administered (CEE)	
FY 1993	\$4,777,000
FY 1994	\$10,179,000
FY 1995	\$8,030,000
FY 1996	\$8,225,000
FY 1997	\$9,290,000
FY 1998	\$11,235,000
FY 1999	\$8,160,000
Total:	\$59,896,000
(1999 figure is an estimate)	

USAID-Administered (NIS)	
FY 1993	\$13,565,000
FY 1994	\$60,500,000
FY 1995	\$31,830,000
FY 1996	\$12,170,000
FY 1997	\$11,400,000
FY 1998	\$14,425,650
FY 1999	\$18,950,000
Total:	\$151,940,000

1993: Includes: \$1,000,000 for State Department Diplomatic Training, \$738,600 for Pepperdine Grant, \$2,726,443 to Partners for International Education and Training (PIET), \$7,683,000 for the Academy for Educational Development, and \$592,000 for U.S. and overseas administration.

1994: Of the \$60,500,000, \$1,200,000 was obligated to Pepperdine University, \$2,200,000 to Washington State University, \$2,000,000 to Global Bureau for a scientist exchange program (CAST) and \$800,000 for program administration (U.S. and overseas). The balance went into the AED contract for training.

Beginning 1995, individual grants were no longer funded.

1999 notified amount.

IV. Training Planning

A. History

In 1992, the first year of the CEE buy-in to PIET for training services and in 1993 when the NIS training activity was put in place, USAID's Handbook 10 was the prevailing guidance for USAID training. At that time training plans were still requirements for USAID Missions. The training planning process included references to training needs assessments and to the development of a comprehensive Mission plan to include all training supported by the Agency whether that training was through technical assistance activities or through stand-alone training projects.

Unfortunately HB 10 requirements have often been ignored, and, in the case of Central and Eastern Europe, the training planning process as described in HB 10 was not instituted. The contractor, PIET, made an effort to develop a plan for the funds which were in the contract but they were not empowered to insist on compliance from technical assistance contracts so that a comprehensive plan could be developed. In addition, with the advent of assistance to CEE there were a number of new players providing assistance and many of them were unaware of the requirements of HB 10. All in all, there was no pressure to develop a comprehensive plan.

In the case of the NIS, the Washington-based task force which was guiding assistance to NIS countries established a training unit. The objective of the unit was to provide technical assistance to the Task Force and Mission personnel on all training related matters.

As part of the technical assistance, as soon as it was known that training would be a significant element in the assistance package, a member of the unit went to each of the Missions to assist with the training needs assessment and training planning process. Training needs assessments were very simplistic in design and based on discussions with Mission personnel, government officials, and technical assistance contractors.¹⁰ Sample program designs were developed and translated into Russian so that counterpart organizations would understand what USAID required in the way of documentation for training.¹¹ A package was developed for Central Asia describing the process and including nomination forms, employee/employer agreements, and other descriptive materials.¹² By the beginning calendar year 1994, each Mission had a plan which was supposed to be the result of the assessment. In reality, the training plans were developed in response to available budget and in almost all cases did not include much in the way of information on training provided through technical assistance contracts.

¹⁰ See Computer Folder Training Plans, file First CAR Training Plan—a sample

¹¹ See Computer Folder Training Plans, file Training Programs-English or Training Programs-Russian

¹² See Computer Folder Training Plans, file Nomination Process & Net Instructions -Ministries or Net Instructions—Russian

In fairness to the USAID Missions, it must be noted that what began as a modest program became a huge program within a few short months, and the luxury of planning was overshadowed by the political pressure to accomplish significant amounts of training within very short time frames. This need to move quickly is best illustrated by the fact that in the Summer of 1994, the contractor chartered planes, two 747's, to bring trainees to the U.S. as the volume was so tremendous as to overwhelm the existing commercial carrier capacity. Training planning has continued and the quality of the planning has improved with reductions in program size and increased emphasis on managing for results. Currently both AED and WL work with the Missions to develop plans which are compatible with the reengineering process in USAID.¹³ Of course it should be mentioned that at the very time that NIS was attempting to institutionalize the training planning process, the requirement for training plans was eliminated from the Agency policy guidance included in the new Automated Directives System (ADS). Training plans became recommended best practices but not essential procedures.

B. The Training Events On-Line Library

In another part of this document, the ENI Website will be described but the website was originally developed to house the ENI training plans. When the CEE and NIS activities were joined as a result of the merging of CEE and NIS, it was decided that the implementation of training should be more uniform and that the requirements for both regions should be similar. Since Training Planning was an essential part of the NIS training activity, Training Planning would be an essential part of CEE training. The requirement that training plans be developed was included in the new contracts awarded as part of the Global Training for Development buy-in in 1996–1997.

Training planning had evolved into a much more elaborate process with the advent of reengineering. Training activities needed to be closely linked to Strategic Objectives and Intermediate results. This was very much in keeping with how training planning was historically done so it was not an undo hardship for training professionals to produce reengineered plans. What was difficult was to ensure that everyone involved with training would have the same understanding of the training process as the professionals and would be able to present appropriate training objectives with measurable outcomes. How to develop training plans without training the entire CEE and NIS staff became a critical issue.

In the early Spring of 1997, a member of the ENI training unit had an opportunity to see a demonstration of a distributed data base housed on the Internet. The demonstration showed how people in different parts of the U.S. could log into the system on the Internet and make entries to the same data base. They could also see reports on the Internet and communicate with the data base manager. This kind of system appeared to be very suited to an international organization's need. People throughout the world could access a system, make changes, see reports, and enter data without having the system resident on their computers and without the need to transfer data. This kind of system would allow:

¹³ See Computer Folder Training Plans, file: Sample Training Plan

- ▶ changes to be made to the computer **program** at only site and have those changes reflected immediately wherever the system was being used....no reinstalling programs at hundreds of locations and no waiting for changes to be made;
- ▶ all individuals involved in the process access to information instantly;
- ▶ for policy makers to see what kinds of programs were planned without having to request data from a wide audience of implementers;
- ▶ training providers to see what was being requested without lots of back and forth e-mails and fax communication; and
- ▶ Mission personnel to see and, in some cases, copy training designs used in other Missions without having to reference paper copies of Mission plans (which they would not likely have).

The first step in the process of developing such a system was to design the forms/format for capturing the information. This was a relatively simple task as the formats used to develop hard copy plans included most of the data fields deemed desirable for the computer resident system. The second step was to make the system as user-friendly as possible by developing on-line help screens which would explain the meaning and method for completing each field.¹⁴ The third step was to create “views” which were useful to the reader—in other words, ensure that the data that was entered could be ultimately be retrieved in a variety of ways. The views similar to on-line reports. Finally, because training plans would be used for procuring training providers, the training planning site had to be password protected. Work began on the system in late spring of 1997 and a *draft* system was unveiled to the ENI training community in Budapest that same year. Of course, as is the case in all such efforts, there were problems. The main concern was that not all Missions had stable Internet connections. But, because technology was evolving at such a rapid pace, holding back on development and implementation seemed to make little sense. Over the next twelve months, the system was refined and tested and by December 1998, all Mission personnel had been assigned passwords and the site became *protected*. Users with passwords are allowed to see training plans from all participating Missions. They are allowed to copy information and training program designs from any other Mission to their own Mission plan but they are not allowed to edit material which is “housed” at another Mission. Because this system was only part of the total training planning process, and because it was determined that the data contained on the site could/would be used as a reference for future training program development, it was named the **Training Events On-Line-Library** or **TEOL**.

The success or failure of this system will be determined by the users. It is a planning tool and if used properly can simplify the planning process. It can be instructive for persons who are new to training design because programs designed by other Missions can be viewed and copied thus

¹⁴ See Computer Folder Training Plans, file: TEOL

eliminating the need to constantly “reinvent the wheel.”

V. Training Implementation and Follow-On

A. Policy

Both CEE and NIS projects agreed early on to adhere to the guidance published in Handbook 10 and then replaced by ADS 253. This proved to be a more arduous task than originally thought because of a number of unique factors.

- ▶ New offices were opening with staff who had no prior experience with either training or USAID.
- ▶ Staffing levels in the USAID field offices were small because originally most of the responsibility for project management was in the hands of Washington-based personnel. This meant that training was almost always “an other duty” rather than a full time assignment.
- ▶ A host of new technical assistance contractors came on the scene to deal with the unique assistance needs of this part of the world. They also had little or no experience with USAID training or USAID.
- ▶ Training Implementation Contractors had to draw on a population of people who had no USAID experience.
- ▶ USAID Handbooks and reference materials are not particularly user friendly and when the Agency moved from the Handbook system to the ADS, they also insisted on minimizing the amount of required procedures. On the one hand, this worked well for those experienced with USAID and on the other hand, it left many of the newcomers at a loss for they might be able to understand the requirements but had to no systems in place for implementation.
- ▶ The management of the training projects was in the hands of Washington-based staff.

To address the listed difficulties, on both the CEE side and the NIS side, Mission Orders were produced for the field offices.¹⁵ These were the first attempts to list the policies and procedures that were to be used for implementing training in the field. The Mission Orders contained the relevant HB 10 or ADS 253 policies as well as Mission specific policies. In the ideal circumstances, the Mission Orders would have been produced and shared with all staff as well as technical assistance contractors and counterpart organizations. To do this required that someone knowledgeable be on-site to ensure that the orders were customized and produced. In the early

¹⁵ See Computer Folder Training Implementation, file Mission Order Sample

days, that someone rarely existed.

On the NIS side, one additional step was taken to attempt to guide the field in training implementation. A document called “Participant Training Procedures for the NIS” was produced by Aguirre staff. This document attempted to take the HB 10 and ADS 253 provisions and explain their history and to further provide “how to” guidance. The document included a number of forms, checklists, alternative reference suggestions, and specific NIS policies.

With the merger of CEE and NIS, the manual was revised and became a handbook for all of ENI.¹⁶ In addition, as time passed, personnel working with training became more familiar with the policies and procedures. Mission Orders which were fairly generic in the beginning began to be written by Mission staff and ultimately became the kind of working document originally envisioned. Naturally, not all Missions have developed tailored Mission Orders, but there are a number which are more than just required paperwork.

B. Procedures

As was mentioned above, the policies and procedures have evolved over time with Mission participation increasing. The procedures are generally in accordance with the Agency guidance, and the training implementation contractors are held accountable for ensuring that Agency requirements are followed.

In the case of ENI, the procedures have been jointly developed by the implementing contractors, the Bureau and the Mission staff. Unlike other parts of the world where the procedures have been handed down over years, the procedures followed in ENI have been generated by the people working with training, resulting in more ownership by the Mission staff and the contractors.

When procedural issues arise, currently the Missions will direct the issues to the ENI-Washington staff for resolution.

The basic process for both CEE and ENI is as follows:

- ▶ The Training activity is identified by USAID Mission through the training planning process.
- ▶ The Mission signals the contractor to proceed with the development of the program and identification of a suitable provider.
- ▶ Competitive procurement is initiated or off the shelf courses are selected (contractor identifies provider(s) and obtains concurrence from the Mission).

¹⁶ The Handbook is resident on the ENI Website, <http://www.enitraining.net/>, and can be downloaded with the aid of an Acrobat Reader.

- ▶ The provider is given training planning information which includes not only course requirements but context in which skills will ultimately be used.
- ▶ Trainees are recruited by USAID Missions, technical assistance contractors, government ministries, and private sector organizations.
- ▶ Participant background information is given to the provider.
- ▶ Generally groups of individuals are trained in order to ensure greater impact and to take advantage of group cost savings.¹⁷
- ▶ Trainees begin the predeparture process (for overseas programs): agree to conditions; formulate action plans; take any required tests; take medical exam; obtain visas; and attend predeparture orientation.
- ▶ Trainees attend training programs and work on action plans as part of program.
- ▶ Trainees evaluate the program; providers evaluate the trainees.
- ▶ Trainees return and complete additional evaluations over time.
- ▶ Follow-on programs are identified by Missions/contractors or participants and are arranged and funded by the contractor.
- ▶ Ideally, sufficient funds have been set aside to do some kind of longer-term assessment of the impact of training.

C. Follow-On

Agency guidance on training has, for at least the past 15 years, stressed the importance of following up with trainees and assisting them with applying the skills used during training. This assistance may take many forms but the assistance element of the training activity needs to be considered during the planning of the project or during the actual training course.

Unfortunately, finding the additional resources to develop meaningful follow-on programs has always been difficult so follow-on has often consisted of establishing alumni organizations or having trainees receive journals. While both of these approaches to follow-on have utility, probably more can and should be done.

¹⁷ When work initially began in CEE, more individuals were trained as there were English speaking participants available. Now, because the CEE countries receiving assistance are in the Southern Tier, which was historically more isolated from the West, limiting participation to English speakers would seriously hamper development efforts. This means that more groups are coming from CEE and are assisted by interpreters.

When the CEE project was designed, follow-on was not a component. Participants did attend post-program meetings; they did receive journals; award ceremonies were held; and alumni networks set up, but there were very few resources available through the contract for PIET/WL to set up any kind of workshops or bring participants to central locations for meetings. Any follow-on program had to be the result of creative thinking by the contractor staff and USAID Mission.

The NET project had a specific follow-on component. The contractor had staff assigned to make follow-on happen and be a meaningful part of the training program design. As a matter of fact, to fund follow-on, \$2,000 was set-aside for every person who attended U.S.-based training. This \$2,000 was not to be spent on any particular individual but it set up the follow-on budget. Follow-on programs could/did include in-county, discipline specific training seminars, setting up resource centers, holding multi-country conferences, buying books, supporting computer connections, and a host of other activities designed to reinforce training.

The contractor was asked to produce a handbook on Follow-on Programming which included cases studies covering a variety of approaches.¹⁸

¹⁸ See Computer Folder, Follow-on Programming, file Guide to Developing Follow-On Programs

VI. Training Cost

A. Introduction

For at least 15 years, USAID has been attempting to develop mechanisms that would allow for the comparison of costs among the different programs and among the contractors implementing those programs.

The basic problems that faces all those who evaluate training costs are:

- ▶ the lack of consistency in applying the **definitions** of what are program costs and what are administrative costs
- ▶ **hidden costs**
- ▶ the tendency of policy makers to **compare programs that are not alike** in either structure or purpose

The ENI Bureau has been faced with the dilemma of accounting for the differences between its two major training programs **and** for attempting to account for the differences among its programs and those administered by the United States Information Agency.

The key to a proper accounting job is to be scrupulously honest in looking at costs and defending those expenditures which are critical to the integrity of the training activity. That means defending high costs when necessary if the quality of the activity would be compromised by attempting to do a program with different providers or with different components. It also means acknowledging when costs have been allowed to creep or leap up because of failure to do adequate monitoring or because of failure to recognize that containing costs is an important part of implementing any government program.

The rhetoric contained in a number of USAID policy documents supports the notion that costs are not the only determining factor when implementing programs whether those programs are training or technical assistance. Unfortunately, this is USAID's rhetoric and the defenders of the rhetoric are few and far between when the issue of costs is raised.

B. The Difference Between CEE and NIS Costs

Administrative Costs

- CEE

As was explained in the opening section, when the CEE program was first established in 1992, the contractor was charged with being the next best thing to a USAID training office. In other words, the contractor was responsible for processing and documenting all training that took place in each country. The contractor was also charged with managing a pool of training resources that could be tapped by the USAID Mission. That meant for individuals funded from that pool of money, the contractor not only had to do processing but also placing, monitoring, and follow-up. The result was that administrative costs were relatively high. The best way to describe how this works towards affecting training costs is in the following example.

Mission X has a \$500,000 training program and of that \$500,000, \$175,000 is being charged for program administration (35% administrative cost which is relatively high). However, the contractor processes 50 trainees not funded by the contract. Let's assume that the training budget for each of these trainees is approximately \$8,000 or a total of \$400,000. If this money was added to the \$500,000 (or if even 1/4 of it were added), the administrative ratio would go down substantially. By adding the program costs of those trainees to the calculation for administrative costs, the denominator would be \$900,000; then \$175,000 for administration would result in a 19% administrative cost. Even if not all program costs for this group were added to the calculation, the result of any addition would reduce the administrative cost ratio. If the denominator were \$600,000, the administrative cost would be 29%. In other words, the \$500,000 training program is really a bigger program since the services are supplied for programs whose budgets are not included in the administrative cost calculation.

To accurately determine administrative costs, all of the training costs must be used in the calculation, not just the amount in the implementing contractor's budget. Consideration must be given to the fact that participants who are funded through technical assistance contracts are not receiving "full service" but only processing service.

- NIS

When the NET project was developed, the decision was made to limit processing services to those individuals funded through the project. The contractor was charged with performing some functions normally performed by a USAID training office such as reviewing medical examination forms and conducting English language test; however, they were not charged with the maintenance of all data on USAID-funded participants. They were not charged with conducting predeparture orientation sessions for all participants. They did not have to assist the non-funded trainees in any way with travel, visas or other

training related activities.

Whether this was a sound decision or not is hard to determine. In the early implementation years, training was carried out by a number of different contractors for the NIS countries. Many of these contractors were either unaware of the processing requirements in existence or elected to ignore them. Data is probably incomplete regarding the numbers of people trained from the NIS countries. (Aguirre International was asked in early 1995 to survey NIS contractors to determine whether they had reported training data to the Global Bureau's Participant Training Information System. The finding indicated that approximately 1,800 trainees had not been reported.¹⁹)

To address the problem of non-reporting, early in 1995, AED was asked to develop a "fee for service" program. The theory behind this "fee for service" activity was that technical assistance contractors would probably rather utilize AED to do their processing. By using AED, the TA contractors could be assured that all of USAID's regulations would be followed and would avoid the cost and nuisance of having to use their in-house staff to perform functions for which they were not trained. Of course, using the AED services could not be mandatory since the arrangement would be between two contractors. This arrangement has been in place in all the NIS countries for almost four years. It is estimated that 95 percent of the Technical Assistance contractors use the service thus reporting for the NIS training programs is probably close to 100 percent. (Some contractors working in the field are experienced with USAID's training requirements and have no need to procure processing services.)

The result of this trial and error approach has been very positive. The trainees are processed; data is collected; and reported administrative costs are an accurate reflection of what it takes to service a stated budget level.

■ Conclusion

Comparing the administrative costs of AED and WL is almost impossible because of the differences in the contract requirements.

Changing the WL contract to mirror the AED contract in regard to processing would mean that all technical assistance contracts in CEE would have to be amended to include training processing costs. This is not likely to happen.

Program size will always be a factor regardless of whether processing for TA contractors is included in the contract or not. The bigger the Mission program, the lower the administrative cost ratio for field operations.

¹⁹ See Computer Folder Evaluations, file 95 Dat Collection (all files)

Individual Mission Contracts would result in higher administrative costs since the pooling of costs for U.S.-based operations will be difficult if not impossible.

Program Costs

The cost of the actual training activity is influenced by many factors:

- ▶ duration;
- ▶ group size;
- ▶ location;
- ▶ training provider;
- ▶ tailor made program versus off-the-shelf program;
- ▶ participant's distance from the training site (airfare);
- ▶ type of program: classroom training or observation program;
- ▶ competitively awarded or sole-sourced program;
- ▶ lead time; and
- ▶ language skills (interpreters required or not).

Because of the number of variables in any one program, making comparisons among programs would be very difficult and the results highly suspect. ENI has made every effort to contain costs (see Cost Containment) but not necessarily to compare the cost of one contractor's offerings against another.

C. Differences Between USAID and USIA Programs and Costs²⁰

Introduction

With the ever shrinking foreign assistance budgets, policy makers naturally are interested in reducing administrative costs without affecting program costs. One area of interest has always been duplication and overlap. On the surface, it would appear that USAID and USIA administer the same kinds of programs so to minimize overhead, why not eliminate the function from one of the Agencies? In addition, if it can be demonstrated that one or the other of the Agencies is more

²⁰ See Computer Folder Training Costs, folder Cost Comparisons USAID and USIA 1997

efficient and cost effective, the rationale for eliminating the functions is further strengthened.

USAID's training efforts in the NIS were targeted for reduction and almost targeted for elimination in 1995. The reasoning behind this decision was that USAID was more costly and was doing the same kind of programming as USIA.

What distinguishes USAID-administered training from USIA-administered training and why are the functions not duplicative?

- ▶ Training in the ENI Bureau has always been targeted towards the achievement of specific objectives. This means that participants are selected for training activities because they will contribute to a very specific development effort. This is a very critical distinction between the two Agencies. **USAID targets trainees for their potential contribution to a very specific assistance area; USIA is generally in the business of overall human resource development.** Participants generally don't apply for training under USAID programs.
- ▶ Each USAID training activity must contribute to a Strategic Objective and, therefore, the actual training program is designed or identified with this in mind. **Generic training activities are not suited to USAID's needs.**
- ▶ Participants are expected to develop action plans which indicate how they will use newly acquired skills, knowledge, and ability to achieve stated objectives. **Simply attending a program is not sufficient.**
- ▶ Follow-up programming related to skills training is an important component of training and strengthens ties among individuals with similar interests. USAID focuses on skills training and its application during follow-on sessions.
- ▶ **USIA** generally administers large scale programs which are designed to **improve individual skills** and USAID administers smaller, tailored programs that are designed to **improve work units within institutions.**²¹
- ▶ **USAID devotes** some of its training **resources to** short and long term **impact evaluations** to ensure that training is contributing to institutional development.
- ▶ **USAID's programs are not as politically motivated** as those administered by USIA.

The purpose of presenting this list of differences is not to defend one approach over the other. Both the USIA and USAID programs are necessary but since both the objectives and the mean of achieving the objectives are different, eliminating either program based on the theory that they are

²¹ See Computer Folder History/NIS, File Training Philosophy dated 4/28/94

duplicative would be wrong.

Costs

The very factors listed above are what make cost comparisons between USAID and USIA programs meaningless.

A program designed for 100 people will always benefit from economies of scale and cannot be compared to a technical training program for 5 people who are charged with learning about nuclear waste controls. It may be that the program for 5 people costs twice, three or as much as four times the amount per person as the larger program but without the training these people may not be able to protect the environment for millions of people. Should the programs be compared. Probably not.

The rigor used by USAID in the design of strategically linked training is not without cost. To design a program for 20 people takes as much time as it does to design one for 2,000 but in the case of USAID this means that we are designing far more programs for the resources available.

If comparisons are made regarding overall costs, then the cost of the government employees involved in program implementation, must be factored in to the comparison. Comparisons were made in the past without considering the costs of those USIA staff who were performing functions similar to those performed by USAID contractors. The USAID contractor costs are far more visible and the USIA costs are “hidden.”

Considerable back and forth over the issue of costs and program differences has taken place over the past 3–4 years. A number of cost and program comparison documents have been developed which are included in the reference material; however the bottom line is that the programs are different and the standards for them should also be different.

D. Cost Containment Efforts

In the introduction to this section reference was made to the need to acknowledge when costs are not being managed as well as they might be. After being criticized for high costs by the NIS Coordinator, the ENI Bureau decided to take a hard look at how costs were being managed and to take action where that action would not seriously affect the quality of the programming done. The Bureau had carefully tracked training costs from the beginning but that did not necessarily result in any concerted effort to reduce costs.²²

In late September 1995, a paper was developed outlining possible ways that costs might be reduced. This paper was shared with the USAID Missions and the AED contractor for

²² See Computer Folder Training Costs, file 1994 Average Participant Costs and NIS Participant Cost Calculation

comment.²³ As a result of the comments, AED was asked to produce a list of those training programs by sector that were the lowest in cost and to correlate the cost information with participant evaluation. A new list was developed which contained the highest ranked programs with the lowest cost.²⁴ From this list, five programs were identified for site visits. The purpose of the site visit was to obtain views on training costs from providers. As a result of the site visits it was determined that a number of the ideas put forth in the cost containment document were worth exploring as they were acceptable to the providers, the Missions, and the implementing contractor. In January, a task force was formed to develop data and final recommendations on cost containment. Because cost containment was not only an NIS issue, the task force included representation from the CEE implementing contractor as well. The task force issued its finding on February 13, 1996.²⁵

After review in the Bureau, final instructions were issued to the field Mission by Carolyn Coleman on May 10, 1996. The following are excerpts from that document:

- ▶ A ceiling of \$1,450/per participant, per week is being implemented. This amount is to cover all training related costs, program related local or regional travel, interpretation, and participant room and board (with room and board expenses not to exceed the U.S. Government CONUS rates).
- ▶ The above mentioned ceiling rates anticipate that participants will share accommodations; however, in the case of exceptionally inexpensive lodging space i.e., dormitory rooms, single accommodations are not prohibited. It is expected training providers will be able to arrange room and board for much less than CONUS rates allow.
- ▶ VIP Rates have been discontinued by HCD (formally the Office of International Training) USAID. Where VIP status is requested by a Mission, NET will allow participants up to the maximum CONUS per diem rates with single accommodation. (if CONUS is sufficient). In no case will rates in excess of USG CONUS levels be allowed. The weekly per participant, per week participant ceiling will be adjusted to reflect the VIP status and the increased cost.
- ▶ Participants will receive an incidental allowance of \$8/day. When calculating the ceiling allowed for a specific training location, this amount is added to the Meals and Lodging cost. The resulting figure may not exceed the CONUS rate for the area.
- ▶ Participants will no longer receive a book shipment allowance.

²³ See Computer Folder Training Costs/Cost Containment, file Cost Containment Paper

²⁴ See Computer Folder Cost Containment, file High Quality Low Cost 94-95

²⁵ See Computer Folder Training Costs/Cost Containment, folder Cost Containment Implementation

- ▶ We will implement an exit allowance of \$25.00 to accommodate participants need to cover meal and incidental expenses en route.
- ▶ Interpreter rates will be required to be no more than State Department rates including any administrative fees, overhead, etc.
- ▶ The Follow-On reserve is being reduced from \$1,000/participant to \$800/participant for participants from West NIS and the Caucasus and from \$1,000/participant to \$900/participant for Russia and the CAR.
- ▶ Proposals which training providers submit which include costs above these guidelines will be considered nonresponsive. If there are cases where no provider submits a proposal with technical merit within these guidelines, proposals will be evaluated as submitted and a recommendation will be made to the Mission. If there are programs for which Missions do not want these measures applied, **Mission Director** approval must be submitted with the original training request to the local AED office. This level of approval is requested as the Mission Director is charged with being responsible for training cost containment (see ADS 253).

Within a year of issuing these guidelines, costs had declined by 25 percent. Participant satisfaction with training programs had also declined during this period. The general area of complaint was related to allowance which was to be expected.

Fortunately, inflation has not eroded the purchasing power of USAID's resources; however, it is likely that some of the levels contained in the document will need revisions shortly.

Managing training costs will continue to be an issue; however, cost should continue to be only one factor in the decision making process regarding training offered.

VII. Reporting, Publicity, Monitoring, and Evaluation

A. Reporting

Because of the high visibility of assistance efforts in both CEE and the NIS, the requests for reports have been substantially greater than is normal for USAID's training activities.

Reports have been generated for the Office of Management and Budget (OMB), the White House, the Senate and House, the Coordinator for NIS operations, and for internal USAID management. Of course the demand for reports was significantly greater in the early days of program operations for both CEE and NIS with more interest shown for NIS activities than CEE.²⁶

To accommodate this heightened interest in training, reporting demands on the implementing contractors were also greater. The contractors not only had to maintain the normal USAID participant information data but they also had to do tracking initially by strategic area and then later by strategic objective. Other tracking related to the expenditure of funds, the type of training provided, where training was offered, where trainees were from (not just the particular country but often which city or political region within a country.) There was a desire at one point early in the implementation of these training programs to ensure that trainees were placed throughout the U.S. There were two reasons for this policy:

- ▶ To further strengthen USAID's constituent base; and
- ▶ To expose participants to the variety which is the United States.

In addition to statistical reports, there has been a continual demand for evidence that programs "work" which is to say that somehow the training intervention results in success. Success stories have been demanded for all USAID funded activities in both CEE and NIS. Even though the Agency has implemented a reengineered way of doing business which is totally dependent on the achievement of articulated objectives, reporting on the achievement of strategic objectives lacks the human element, or the "feel good" quality that can be achieved through reading about a specific individual or group achievements. For example, if a participant visits a center for the disabled in the U.S. and then opens a similar center with virtually no external support, it is very difficult to ignore the connection between the training and the event even though proving that the training program was solely responsible for the decision to open a center would be very difficult. And, in fact, probably only a professional evaluator would have difficulty in accepting the causal relationship between the training activity and the opening of the center.

²⁶ See Computer Folder Reporting, files White House Report, SNIS Briefing as examples

Success stories are really not reports but the frequency of demand puts them in that category. The quality of the success stories has improved dramatically over time. This is in part due to the Agency focus on results. Even the training related success stories have improved and training has always been reasonably focused. Currently ENI training success stories are reported via e-mail and through use of the ENI Website. To ensure some consistency in the quality of the success stories, the website not only acts as a repository but also provides guidance on how to prepare a useful success story. The reader is encouraged to visit www.enitraining.net and view the success story data base.

B. Publicity

Generally publicity is not part of standard program operations; however, for both CEE and NIS training, publicity played an important role. From the inception of the earliest programs for CEE participants, it was believed that having trainees immersed in U.S. communities would help those trainees understand our culture and make long lasting ties with U.S. citizens. The creation of these bonds of friendship were seen as ways to strengthen the political stability of the former Eastern Block countries. To achieve community participation, it has been necessary to actively stress the need for publicity.

The CEE program did not contain any publicity requirements so news coverage and press releases were ad hoc. The NIS program training activity was more structured and prescriptive in regard to publicity. Training providers had to submit an outline of what they would do to obtain coverage (print and broadcast) for their training programs as part of the response to requests for proposals (RFP). In addition, the contractor for the NIS training programs had a public relations unit whose sole function was to develop media coverage for training activities. This media coverage included TV spots, national magazine coverage, national and local newspapers and radio interviews. The public relations unit also acted in a consultive capacity for training providers producing sample press releases and participating in media events.

In addition to actively seeking publicity, information is often prepared to use for briefings, and meetings with public officials. This information can be categorized as “telling the training story” and takes many forms. Recently data was prepared for Bureau management which focused on telling the training story. The material was very straightforward and suitable for any number of audiences.²⁷ On another occasion a member of one of the contractor’s staff became interested in developing a paper on the impact of training on U.S. communities. There had been no request for the information however it added substantially to the body of knowledge available to the training community. The paper demonstrates that foreign assistance provides benefits in the U.S. as well as overseas. Because this is such an important message, some sections of the report are included below:

²⁷ See Computer Folder Reporting, file Data.ppt (powerpoint presentation).

International Resource Institute (IRI)

International Resource Institute, based in Cleveland, was established in 1993 by Dr. Laura Mays and senior partner, Dr. Nancy Fioritto. IRI provides training to local and international professionals in business management, human resources and educational development. IRI “globalized” its training services as a direct result of NET involvement and initiated partnerships with various NIS institutions, including an international banking institute in St. Petersburg, Russia and a women’s business center in Kazakstan. As a result of partnerships with two Kazak firms, IRI won contracts to conduct training programs in business management skills for their staffs. “Many NET participants recommended IRI to their colleagues and businesses in their areas, which led to continued opportunities for us,” Mays commented.

During IRI’s last program, Russian participants of the **Enterprise Restructuring** program attended site visits to the Governor’s Economic Development office and Cleveland’s Council on Small Enterprise, where they met with business and civic leaders to learn about the city’s major economic revitalization.

Mays cited several successful examples of joint ventures established between Cleveland area businesses and NET participants:

- Yelena Steneslovovna, Head of Marketing Relations for Stevlovchno, a joint stock company, established contracts with Pittsburgh Plate and Glass for **manufacturing and distribution**.
- Yuri Smuz, employee of a Tver-based joint stock company, Iszozh, developed a collaborative **agreement** with an American car manufacturer with **plans of opening a local dealership**.
- Alexander Eremeev, owner of a retail clothing shop, is currently **negotiating a contract with the Hugo Boss outlet** in Cleveland.
- A Cleveland architectural firm, Bogden, set up a joint venture with participant Yuri Tzhermazhenesev, Head of Economic and Investment Policy for the city of Nizhni Novgorod, to **build a hotel**.
- Ameritest, a Cleveland company doing environmental testing, has assisted the head of the Brask City Administration in Irkutsk in establishing **pollution prevention** activities in the region.”

This document goes on to mention three other U.S. towns and cities where similar impacts have been felt. (See Computer Folder, Reporting, file US Impact.)

Mississippi Consortium for International Development (MCID)

Dr. Ally Mack, Director of MCID's Office of International Programs, played an instrumental role internationalizing her campus, consortium members and community through MCID's collaboration with USAID contractors and other donors for providing training. Since March 1994, over 400 NET participants received training organized by MCID, a consortium involving Jackson State University, Alcorn State University and Tougaloo College. As a result of their involvement, MCID successfully developed linkages with many NIS institutions and strengthened its knowledge of the region. "MCID's approach has always been to develop the most effective relationship between member institutions, community resources, and program objectives," Mack noted.

In order to facilitate the development of linkages between participants and local businesses, MCID arranged both general training sessions and special meetings. Consequently, many **working relationships have been established**. Economically, Mississippi industries and small businesses have benefitted immensely as a result of these meetings. The Department of Economic and Community Development (DECD) has met with various NET groups and continues to **explore joint economic activities** in a variety of industries including timber, soybean production, poultry and ports management. **DECD is currently engaged in a trade mission to Uzbekistan and Kazakstan.**

NET programs have played a key role in Mississippi's status as one of the largest exporters of poultry in the U.S. to Russia, Ukraine and other NIS republics. Most recently, former agribusiness participants are working with the B.C. Rogers Company to **jointly build modern poultry farms and processing facilities in Turkmenistan.**"

C. Monitoring

Again, because of the political sensitivity of assistance programs to CEE and NIS, monitoring has been a very important part of the training and partnership management. Monitoring was done internally by direct-hire employees, personal service contractors and institutional contractors. Monitoring plans have been developed as well as monitoring guides. The latest monitoring guides for CEE and NIS are attached in computer format as well as the monitoring guide for the Institutional Partnership Program.²⁸

Monitoring technical assistance has been provided to almost every field office in ENI to either assist with program monitoring or to conduct the actual monitoring site visit.

D. Evaluation

Training related evaluations have been systematically conducted since the inception of assistance to CEE and NIS. The range of evaluations has been appropriate to programs of this size and have included:

²⁸ See Computer Folder Evaluations and Monitoring/Monitoring, all files

- ▶ Training Provider evaluations
 - From the participant perspective
 - From the implementing contractor perspective
 - From the Bureau perspective
- ▶ Training Process evaluations
 - From the participant perspective
 - From the Bureau perspective
- ▶ Training Program evaluations: actual training program design rather than delivery
- ▶ Training Impact—short-term

Both CEE and NIS took to heart the guidance from USAID policy makers which suggested that at least 10 percent of funding be set aside to ensure that programs were evaluated. This policy guidance was in place before the advent of reengineering which now ensures that all activities are evaluated for their contribution towards achieving intermediate results and/or strategic objectives.

The only difficulty that arises as part of the discussion of evaluations is whether the functions performed were monitoring or evaluations. The following discussion describes the activities undertaken but the reader will have to determine whether some activities labeled evaluations were actually monitoring functions. The bottom line is that program and process reviews took place in an effort to ensure that the projects were not only properly run but that the activities resulted in measurable results.

CEE Evaluations

With the advent of the stand alone buy-in to the Partners for International Education and Training (PIET) contract in 1992, a separate contract was established with Aguirre International to provide program evaluation services. This contract was signed on May 19, 1993.²⁹ The workplan summary outlined the following objectives:

- ▶ to determine how effective the training was in meeting the needs of the participants;
- ▶ to determine how effective contractors were in supporting trainees while they were in the U.S.;
- ▶ to analyze the relative and comparative training costs;
- ▶ to assess what impact the training had on achieving the goals of restructuring the countries of the region from central to market economies; and

²⁹ See Computer Folder Evaluation/ CEE Program Evaluations, file CEE Evaluation Workplan

- ▶ to assess the appropriateness of training based on country-specific training needs.

Aguirre was not only responsible for conducting program evaluations of PIET activities but they were also charged with doing evaluations of a number of small grants as well as the Eastern and Central Europe Scholarship Program administered by Georgetown University.³⁰

To accomplish the task of evaluating the training activities, all recipients of contracts and grants awarded by the Europe Bureau's Training Office were directed to provide data to Aguirre International on training provided. Aguirre then analyzed the data, developed questionnaires, and did both mail and in-country surveys to determine whether the training objectives had been met and whether participants were able to apply the skills, and knowledge acquired in the course of training. The program evaluations were done on a quarterly basis until the advent of the Global Training for Development program when the evaluation function for CEE programs was merged into a comprehensive ENI scheme.

The evaluation findings over time were very positive. As is the case in all programs, there were some negative findings but actions were quickly taken by the responsible individual or organization to make the necessary improvements.

NIS Evaluations

■ Participant Evaluations

Under the NET project for NIS, evaluations were conducted at all stages of the process. At a minimum, each training activity was evaluated by the participants. This evaluation was usually conducted by the implementing contractor. The problem with participant evaluations has been and continues to be that participants tend to be polite and often will not criticize either the program or the provider. In addition to the post program participant evaluation, evaluations were conducted between 3 and 6 months after the participants' return to attempt to determine whether the skills, knowledge and abilities obtained through the training program were being applied.

An example of AED's experience based on evaluation produced by 4,400 participants is as follows:

- ▶ **89.0%** of participants said program **objectives were met**
- ▶ **83.2%** of participants believed that their training program was **relevant to development of a free market economy**
- ▶ **80.3%** of participants thought the training was **relevant to development of**

³⁰ See Computer Folder Evaluation/CEE Program Evaluations, files dated 3/12/97

democratic system of government

■ Independent Evaluations

After two years of project implementation, the Bureau commissioned an independent project evaluation.³¹ This evaluation was billed as a process and preliminary impact evaluation. That meant that the scope of the evaluation not only covered how the project was being run but also whether, after this brief period, there was any evidence that the training was making a difference. The results of the evaluation were very positive suggesting that for the most part, the program was being properly administered by AED and that Missions were generally satisfied with the program and that participants were benefitting from the training. The evaluation team hired local professionals to assist with the in-country interviewing and focus groups. This helped to ensure that language would not be a barrier to collecting useful data. Because significant data was captured, once the evaluation was completed, Missions were advised that additional data runs and analysis could be done at a small cost. The Central Asia Mission commissioned an additional review of their data.

■ Training Implementing Contractor Evaluations

NIS. The NET contract with AED authorized the contractor to establish an evaluation unit whose function was to take the results of participant and internal evaluations and feed them back into the system thus making program improvements along the way. The evaluation unit looked at everything related to the training activity and attempted to correlate what happened as part of the process with how well programs were judged. The evaluation unit produced some excellent analysis and also published a very helpful “Lessons Learned” paper. The “Lessons Learned” document suggested changes that could be made as part of the selection of participants, the predeparture orientation, the actual training event, follow-up/on etc. The “Lessons Learned” section is in Section IX.

CEE. As was mentioned before, much of the evaluation for CEE was done through a stand-alone contract with another organization during the early phase of training implementation.

Global Training for Development. In 1996, coinciding with the end of both the AED and PIET Contracts, the Bureau decided to execute a buy-in to the Global Bureau’s Training for Development contracting mechanism. As was mentioned earlier, 5 contracts had been awarded under this mechanism, and the Bureau was at liberty to select any one to provide services to NIS and CEE. AED and World Learning were both eligible providers under this arrangement. The new contracts for these organizations were not substantial as budgets had been declining over time. (In the case of CEE, while the total budget did not

³¹ See Computer Folder Evaluations/NET Evaluations, files dated 2/26/96

decline the number of countries served increased). The evaluation functions that had been performed under previous contracts were too elaborate for the available funding. To economize on some aspects of evaluation, it was determined that the system used for both CEE and NIS would be the same and it would be implemented by Aguirre. The contractors still administer the participant evaluations but the follow-up work is the responsibility of Aguirre.

To accomplish the task, Aguirre and the contractors met and agreed on the evaluation tools to be used. Aguirre explored sending consultants to the field to conduct the post program evaluations but soon determined that this was not a cost effective way to collect data. In early 1998, agreement was reached that Aguirre would utilize the implementing contractors' staff and pay for them to obtain the data necessary to carry out the evaluations. Since these individuals were not trained interviewers, Aguirre undertook the task of developing a training guide on how to do the interviews and also a training for trainers manual³² so that staff throughout ENI could participate in a formal session to learn interview techniques. As of this writing, staff have been trained in all countries and the data collection effort is underway. The focus of the evaluation will be on training impact.

³² Copies of the interviewers guide and training for trainers manual are available on the ENI Website

VIII. Partnership Activities

A. Management Training and Economics Education Program (MTEEP)

This program was one of the first partnership programs established for CEE. Institutions were selected in 1991 and some of the programs are still in operation today. Six countries were targeted for MTEEP activities when the funding was managed from Washington. The RFA resulted in the receipt of almost 100 responses.

The objective of the partnerships was to establish academic departments and training programs focused on management and market economics education. The original wave of grants funded the following institutions:

- ▶ University of Washington/Washington State University (Romania)
- ▶ Iowa State University (Czech Republic and Slovakia)
- ▶ University of Pittsburgh-CMC/CERGE (Czech Republic and Slovakia)
- ▶ The University of Delaware (Bulgaria)
- ▶ State University of New York—SUNY (Hungary)
- ▶ The University of Nebraska-Lincoln (Albania)
- ▶ University of Wisconsin-Madison (Poland and Hungary)
- ▶ Central Connecticut State University (Poland)
- ▶ Midwest Universities Consortium for International Activities (MUCIA) (Czech Republic and Hungary)
- ▶ Ohio State University (Poland)
- ▶ University of Minnesota (Poland)

Additional rounds of competition have been conducted but these were smaller in scope and in some cases were managed by the USAID Missions. Latvia and Lithuania have elected to support MTEEP activities and programs were started in both countries. As a result of new funding, additional universities were added but the above group were the pioneers in the region. Some succeeded and others did not. The programs were under the direction of the Bureau but an

independent evaluator, Dr. Leslie Koltai, was engaged to track the project.³³ Evaluation and some program monitoring was subsequently taken over by DATEX Corporation in 1995. Evaluation reports for the entire life of the MTEEP project have been submitted by the two evaluation contractors. Information on obtaining copies of these or any other USAID document can be found on the USAID Website.

B. NIS Institutional Partnership Program

The original NET Project Paper and Authorization included references to a partnership component. The MTEEP project had been undertaken in CE, and it was seen as an effective way to build relationships among U.S. and NIS institutions.

When the AED contract was awarded, the partnership component was contained within its scope, again modeled after the CEE PIET scope. Unfortunately, in 1994 when so much money was coming on line for training, AED's contract would have exceeded its contractual funding limits had it proceeded to implement the partnership programs. For this reason, as part of the first amendment to AED's contract, the requirement that they institute the partnership program was removed. The contract ceiling was not changed so this gave them more room to administer training programs under the contract.

Soon after the decision was made to remove the partnership provision from the AED contract, work was started on an independent project. The first decision made was that there needed to be a management contract or grant awarded to take on the daily oversight functions of the project. It was very clear that it would be impossible for existing Mission and/or Washington staff to manage 20–25 individual grants along with administering what was now a historically large training project. Since much time had been wasted trying to determine how to deal with the then over-committed AED contract, there was some urgency to get the partnership activity started. The problem faced by the NET staff was how could the project move forward quickly if there was a need to competitively bid for a management contract and then have that management contract conduct a competition for the actual partnerships. On the surface, this looked like it would take at least a year to accomplish and a year was too long. The solution was for NET staff to develop both the scope of work for the management contract and the scope of work for the partnership grants.³⁴ They would be issued at the same time or within weeks of each other. NET staff would receive the responses, catalog them, and then when the management contractor was selected, turn them over for review.

In the early summer of 1994 most of the NIS countries did not have adequate resources to divert large sums of money into this activity, but Russia was overwhelmed with its resource level. This kind of activity was certainly supportable and would use financial resources of the Mission

³³ See Computer Folder Evaluations and Monitoring/CEE Program Evaluations/MTEEP.REP, file, all files

³⁴ See Computer Folder Partnerships, files Partnership Management Scope and NIS Partnership SOW

without putting huge demands on the human resources. The other Mission with more than adequate training resources at the time was Ukraine. So the project design included partnerships for Russia and Ukraine. The final RFA did have language which would accommodate expanding the project if funds became available.

The following is a summary of the project:

Activity Purpose. “The purpose of institutional partnerships is to strengthen the capability of indigenous educational and technical training institutions to provide sustainable continuing education programs and related activities for leaders and professionals in support of the transformation to free market economies and democratic governance. The purpose of professional association partnerships is to strengthen the capability of NIS associations crucial to the on-going economic and political transformation process to provide sustainable services to their members and thereby increase their professionalism as well as effectiveness as agents of change. A related purpose of institutional partnerships is to facilitate technology transfer and cooperation on global issues of mutual concern.”³³

One important feature of the project was that products such as course outlines, videos, brochures, lectures, how-to guides, and any other potentially useful output of the partnerships had to be turned over to the management contractor. Within the management scope of work a provision existed which called for the dissemination of these “products” throughout the NIS region.

History. Nation-wide request for applications from U.S. institutions were sent out in August 1994. 107 proposals were received. Projects were expected to be sustainable after end of funding. A 25 percent cost share required.

The International Research and Exchanges Board (IREX) was selected through limited competition to be the management contractor for the activity, along with a number of U.S. partner institutions:

- ▶ America's Development Foundation;
- ▶ American Red Cross;
- ▶ American Road and Transportation Builders Association;
- ▶ American Society of Mechanical Engineers;
- ▶ Association for University Programs in Health Administration;
- ▶ Carnegie Mellon University;
- ▶ Center for International Private Enterprise;

- ▶ Iowa State University;
- ▶ South Carolina Universities Research Foundation;
- ▶ Texas A & M University;
- ▶ U.S. Feed Grains Council;
- ▶ University City Science Center;
- ▶ University of Alaska-Anchorage;
- ▶ University of Connecticut;
- ▶ University of Georgia;
- ▶ University of Iowa;
- ▶ University of Massachusetts (Amherst);
- ▶ University of Rochester;
- ▶ Urban Homesteading Assistance Board;
- ▶ Volunteers in Overseas Cooperative Assistance; and
- ▶ World Institute on Disability.

No formal, independent evaluation of the project was ever conducted; however, regular monitoring was done both informally and formally. A monitoring guide was developed for the purpose of assuring that the cooperative agreement was being followed.³⁵ A number of internal assessments were conducted by IREX dealing with areas of interest. Of particular interest to the Bureau was the assessment done which related to project sustainability.³⁶ And, finally the list of products which resulted from this activity is hard to believe—almost 600 products. IREX has provided hard and electronic copies of materials to libraries and educational institutions **throughout** the NIS, not just in Russia and Ukraine. Information has even been shared with Mongolia. Information on the project can be found in greater detail on the IREX website along with product information and instructions on how to obtain copies. Much of the material is in the Russian or Ukrainian language.

³⁵ See Computer folder Partnerships, file Partnership Monitoring Guide

³⁶ See Computer folder Partnerships, file Sustainability Assessment

The partnership project finally ended mid-year 1998.³⁷ Hopefully, resources will be made available in the not to distant future to take a second look at what was left behind.

C. Partnership for Freedom

After a few years experience with the provision of assistance in the NIS, several policy makers determined that the partnership approach to providing assistance was the most efficient. This decision was made based on experience gained from several partnership projects not just the NIS IPP. There had been democracy partnership activities, health partnerships, and environmental partnerships. In addition to the perception that these were efficient ways to provide aid, the partnerships were, by their very design, more people to people efforts and had the potential to build lasting ties. For those sectors where the partnership model had not been used, moving into the partnership business was not that easy. The definition of partnerships was elusive. There were no road maps regarding how to establish partnership programs. To assist with the development of partnerships throughout the Bureau, Aguirre International set up a “show and tell” for Bureau staff and asked IREX to provide briefings on the IPP project. The Aguirre staff also developed a “Guide to Developing Partnership Activities,”³⁸ and developed the guidelines for the Coordinator’s Office which defined partnerships.³⁹

³⁷ See Computer folder Partnership, file IREX’s final presentation, January, 1999

³⁸ See Computer File Partnerships, file Partnerships Guide

³⁹See Computer File ENI Report/Partnerships, file PFF Guidance

IX. Evolution of the ENI Website: www.enitraining.net

A. History and Current Status

As was mentioned in the discussion of training planning, the ENI Website was initially established to house the **Training Events On-Line Library**. In the process of working on training planning, it occurred to the developers that to plan training, it would be very convenient to have access to other resources. For example, since ADS 253 and the ENI Participant Training Manual contained all the policies and many of the procedures used in the training process, having ready access to those documents made sense. Once the idea that the website could be used for other than just the training plans, ideas about other resources came very quickly.

There was already a need to **capture success stories**. The demand was fairly constant and when the requests for these stories came in, usually the turnaround time for reporting was very short. If the stories were put on the website, access would be instantaneous and the requests wouldn't interrupt other work. A guide was developed and placed on the website to assist those contributing to the success story data base. In addition, the data base can be accessed by use of search words which enables the user to find success stories by country, by strategic objective, etc.

Third country training (training not offered in the U.S. but in another developing country) and in-country training were growing in popularity for a number of reasons. In the case of in-country training, the costs were far lower than off-shore training. Training in another ENI country was also becoming popular. Some countries in Central and Eastern Europe had made great strides in privatization, developing a viable private sector, drafting new laws, holding free and fair elections, etc. Because their experience was more relevant for other countries in the region, it made good sense to send participants to those countries. The problem was that there was no easy way to identify training providers from these countries. To address this problem, a training provider data base was established on the website. The data base houses information on training organizations in ENI (and a few other countries). ENI solicited names of organizations from USAID Missions and technical assistance contractors. Once those organizations were listed, the data base became accessible and now providers may enter information about their organizations directly on the site. The entries are reviewed by the Website manager to ensure that nothing improper is posted to the site. The appropriate disclaimers are also posted, but having this information available at least gives planners an idea of what might be possible when considering third country training.

The website is also a **perfect tool for providing training** to individuals working with USAID's programs. Not only are policies and procedures readily available but there are also links to documents which discuss preparing training objective statements, documents on how to become a training provider, and how to evaluate programs.

The following is a summary of what **other types of resources have been made available** through the site:

■ Documents and Manuals

1. Authentication Services—information on authenticating documents that *may* be required to conduct business overseas (U.S. State Department website)
2. ADS 253 Policy and Essential Procedures—Automated Directives System Chapter 253, USAID document covering participant training policy and procedures, July 1998
3. Best Practices—guidance material to maximize the achievement of USAID Strategic Objectives
4. HERNS Series on the Strategic Management of Training—series of guidance reports that include:
 - ▶ *Training as a Development Tool*
 - ▶ *How does Training for Results Differ from Past USAID Training?*
 - ▶ *Monitoring Training Results*
 - ▶ *Performance Indicators for Training*
 - ▶ *USAID Training Results Chain*
5. Manual for Participant Training Procedures for Europe and the NIS 10/98—includes guidance on planning, training costs, documentation, selection, language testing, medical exams, escorts/interpreters, visas, travel, HAC, PDF forms, predeparture orientations, monitoring, participant taxes, follow-on, etc.
6. Training for Results: TECH CORNER—a regular column providing training tips for training professionals
7. TraiNet—The Training Results and Information Network is the official USAID information system for planning, managing and reporting USAID funded training. (Development InfoStructure website)
8. USAID/ENI Bureau's Strategic Objective Framework

■ Higher Education Resources

1. United Nations Educational, Scientific and Cultural Organization (UNESCO)

Education Information Services: An invaluable resource for information about higher education programs, activities, directories, UNESCO partners, tools, conferences and events. Proceedings from the World Conference on Higher Education, Paris, October 5–9 1998

2. World Declaration on Higher Education for the Twenty-first Century: Vision and Action can be found on this site
3. Peterson's Education and Career Center: Peterson's is the leading provider of information on US-accredited educational institutions and special programs found throughout the world
4. U.S. News and World Reports Graduate School Ranking: Annual ranking of U.S. Graduate programs providing prospective students information to make informed decisions when selecting a graduate program

■ **Historically Black Colleges and Universities (HBCUs)**

1. The HBCU Homepage—HBCU Resources and Government Programs and Initiatives (Education Resources Information Center, ERIC website)
2. Minority Institution Information—includes institutional profiles geographically by state, alphabetically by name, faculty profiles, academic disciplines and other Minority Institution Information (Minority Online Information Service, MOLIS, Federal Information Exchange, Inc., website)

■ **Per Diem Information**

1. Foreign Per Diem (U.S. State Department website)
2. Domestic Per Diem (U.S. State Department website)
3. Visa Information
4. Business, pleasure, medical treatment (B-1, B-2) (U.S. State Department website)
5. Exchange Visitor (J, Q) (U.S. State Department website)
6. Foreign Entry Requirements for U.S. Citizens—listing for U.S. citizens traveling overseas for tourism/business (U.S. State Department website)

■ **Congressional Presentation**

FY99 Congressional Presentations for Europe and the New Independent States (proposed

funding appropriations and Strategic Goals for the ENI region)

■ Meetings and Conferences

1. G/HCD, ENI, ANE Regional Education Training Conference: The Regional Education and Training Conference, jointly sponsored by G/HCD, ENI and ANE Bureaus was held in Warsaw, Poland, October 14–19, 1998.
2. Global Meeting of Generations, January 13–15, 1999, Washington, D.C., managed by the International Development Conference. The 1999 GMG Conference will be a highly interactive meeting for all generations to discuss the opportunities that will further human development in the next century.

Some of the listings above are actually housed on the Website server and others are links to other sites which provide almost instant access to the material.

Finally, the website allows for discussions among individuals who have similar interests or problems.

B. Future

While maintaining this particular website is not of strategic importance, the information that is housed there is highly useful to the training community. In the short run, it is the intention of the ENI Bureau to maintain the website until such time as the ENI training functions are turned over to the Global Bureau.

The Global Bureau has great interest in Information Technology (IT) so it is likely that what has been developed for this website will be continued and if not on a separate website, perhaps on the USAID Training Website for all to use.

X. Support Services

As was mentioned throughout this document, staffing to perform the necessary oversight functions for the training and partnership activities has been very small. At no time have there been more than three Federal Employees assigned to the task. Those employees have been assisted by individual personal service contractors, and institutional contractors. The major institutional contractor providing support to the training and partnership activities has been Aguirre International.

The Aguirre contract was never a direct contract with the Europe Bureau, the NIS Task Force or the ENI Bureau. USAID's Global Bureau had established an IQC contract with Aguirre International to provide monitoring and evaluation services for any Bureau or Mission in the Agency with the funds to pay for those services. The Aguirre "vehicle," like the other contracting mechanisms used, was very convenient and allowed both CEE and NIS programs to begin with solid monitoring and evaluation support. While the functions performed for CEE and NIS were slightly different during the early years, with the merging of the regions into one Bureau and with the advent of the Global Training for Development Contract, the functions performed for the last two years have been essentially identical for both Regions.⁴⁰

In addition, the oversight and monitoring of the Institutional Partnership activity has also been handled by Aguirre.

⁴⁰ See Computer Folder Support Services, file Support Service Deliverables

XI. Lessons Learned

A. Overview

Lessons Learned can be categorized as follows:

- ▶ Training Program Design
- ▶ Training Management
- ▶ Partnership Program Design
- ▶ Communication

Some of the lessons learned have been discussed earlier but probably deserve repeating. Some lessons learned are the result of careful analysis and others are just opinions. Some lessons learned will be factored into current and future program designs and other will never be used just because to do so would be too costly or time consuming—just not practical.

B. Training Program Design

While contractors can be hired to implement training programs, without the support and involvement of SO/RP teams, the potential for things to go wrong is increased.

SO/RP teams need to be involved in the design of the training activities. That is not to say that they need to do the paperwork but they must contribute their thoughts regarding what training is to accomplish and they must review the final training program design. Training is but one element in the plan for achieving strategic results but if the training is not relevant then it can seriously impact the achievement of results. In addition, without the involvement of the teams, there is no ownership of the program.

Training programs must be designed with costs in mind.

Although costs are not the only consideration in the design of programs, they have to be a consideration. Costly programs put the entire training program at risk. If the perception that USAID is not managing its training resources well persists, the threat that those resources will ultimately disappear become greater. SO/RP teams need to be made aware of training cost issues such as insisting on placing participants in high visibility, high cost program, requesting tailored programs for very small groups, ignoring the cost implications of multiple site visits over large geographic areas, resisting the use of providers who are not “household” names, ignoring time

lines for arranging programs, and reliance on shaky sole-source justifications for provider selection.

Training Planning must be done well in advance of budget requests.

A well formulated training plan, with articulated training objectives and links to the achievement of strategic objectives is a good marketing tool. If training can be seen as contributing to the achievement of individual SOs then funding for training is defensible. When training is viewed as a slush fund, the inclination is to eliminate it.

Lessons Learned should be factored into program design.

On the following page is a summary of lessons learned as a result of implementing training for the NIS. While these lessons relate to U.S.-based training, many of them would apply to training conducted in-country or in a third country.

Table 3: Lessons Learned: Characteristics of Good and Poor U.S. Training Programs—Developed by Patrick Collins and AED Evaluation Staff

Criteria	Good Programs	Poor Programs
1. Participant Selection	Participants have similar professional backgrounds and levels of expertise. Participants' professional needs and interests are consistent with program objectives.	Participants have overly diverse professional backgrounds and levels of expertise; thus, program content is not relevant or useful for all program participants.
2. Time for processing and program development	12 week timeline is followed (refers to USAID and AED procedures).	Timeline is compressed; participants are added shortly before program begins.
3. Program Objectives	Objectives are clear, relevant to strategic sector objectives, and are focused on skills/knowledge participants need in order to address sector objectives.	Objectives are unclear and/or too broad to be covered within program length.
4. Program Size	Program consists of 15 to 20 participants.	Program has 25 participants or more, and may be combined with another program.
5. Program Duration	Program length is sufficient to meet objectives, but generally lasts at least 3 weeks.	Program length not adequate to meet objectives, often lasts only two weeks.
6. Advance Information	Good biodata is forwarded to providers, program summaries are forwarded to participants per 12 week timeline.	Provision of biodata and program summaries occurs late or not at all; thus, neither providers nor participants can sufficiently prepare for the program.
7. Advance tailoring	Efforts are made to help providers further tailor programs prior to start date by providing additional information on participants' background and work.	No such tailoring is attempted; program is not sufficiently relevant to participants, conditions in NIS, or to intended applicability of training.

Criteria	Good Programs	Poor Programs
8. Clear Expectations	From initial selection through orientation sessions, participants are given clear expectations regarding program objectives and their responsibilities.	Expectations regarding program objectives and responsibilities are never fully clarified; unrealistic expectations arise.
9. Program Coordination	Training provider Program Coordinator understands both NIS and sector issues.	Neither Coordinator nor anyone else in the provider organization has NIS or sector experience sufficient to organize a coherent, relevant program.
10. Needs Assessment/ Information Gathering Session	This session is done at the beginning of the program so that providers have a solid grasp of participants' backgrounds, interests, and level of expertise; this may result in formation of sub-groups for some activities.	Such a session is not conducted; thus, content is not sufficiently tailored and often below participants' levels of expertise.
11. Monitoring and Evaluation	Through formal and informal mechanisms, participants' feedback on the program is solicited and acted upon on a continuous basis.	Monitoring and evaluation efforts are insufficient and/or valid participant feedback is not acted upon.
12. Instructors	Instructors have NIS experience and/or advanced sector experience.	Instructors have no NIS experience and only basic or academic sector experience.
13. Balance between theory and practice	Site visits, role plays, computer simulations, question and answer sessions with professional peers etc. reinforce theory with practice.	Programs spend the first week or more only in the classroom.
14. Application of Training	Programs address training objectives by having content build on itself, continuously tying what is learned to how it can be applied (e.g. through action plans).	Application of training is not addressed; the program is just a smorgasbord of how things are done in the US.
15. Linkage Development	In-depth Q&A sessions with professional peers, job shadowing, roundtable discussions, and follow-up meetings/receptions with key presenters are arranged. Participants given bilingual business cards. Meetings with relevant ethnic communities may be arranged.	Site visits are brief and do not allow sufficient time for Q&A sessions.
16. Interpreters	Interpreters are professionals familiar with the subject matter. Simultaneous translation is used to the extent possible. Sufficient interpreters as escorts and for site visits.	Consecutive interpretation is used even in classroom sessions. Insufficient interpreters as escorts and for site visits.

Criteria	Good Programs	Poor Programs
17. Written Translation	Basic written materials, transparencies and hand-outs are translated. Additional materials are forwarded.	Insufficient translation of basic materials; transparencies and hand-outs in English.
18. Logistics	Hotel rooms have kitchenettes and are within walking distance of banks, stores, other amenities.	Long commute to training facilities; hotel guests are totally car-dependent.
19. Attitudinal Change/ Cultural Program	Participants visit with families and have a variety of cultural/community activities.	Participants do not visit with families and have few if any cultural/community activities.
20. Follow-on	Development of follow-on needs (and applicability of training) is integrated throughout the program.	Follow-on is not addressed, or poorly explained -without clear parameters at end of program.

C. Training Management

The purpose of having two large training projects in ENI has been to economize on overhead costs. There are certain benefits to this arrangement but there are drawbacks as well.

■ Benefits

1. Central Office costs can be allocated to each Mission thus eliminating the need for the Mission to absorb 100 percent of any central function. For example, if a small Mission elected to have its own stand-alone training contract, the cost for central office management and programming staff would likely be higher than if that staff were supported by several Missions. The case can be made that the contractor could just assign a percent of a position to work on a contract but that assumes that there is sufficient other work to support the individual occupying the position. It might be that the contractor only has one or two other training contracts which would make distribution of full-time staff very problematic.
2. Only one contracting action needs to take place even though the contracting action is supported by multiple Missions.
3. The USAID Missions are relieved of the burden of any contracting action. They must only transfers funds through the NMS system to the office responsible for the contracting action.
4. Reporting for a region is simplified because all of the data rests with one contractor. Developing responses to inquiries regarding gender or cost are relatively simple and do not involve the Missions at all. They also do not require the time which might be required if several contractors were involved.

5. Because all of the Missions in the region are involved with the same contractor, there is more communication regarding training among the involved staff. Each of the Contracts includes resources to enable the contractor to participate in training conferences where that communication channel can be strengthened.
6. If 20 of the recipient countries had independent contracts, any headquarter staff travel to the region would have to be borne by the individual Mission. Now the contractor can send representatives to the region for the purposes of training or technical assistance and all the Missions share in the cost.

■ Drawbacks

1. The issue of contract control is always raised when there is a central contract. There can be only one COTR in the USAID contracting process. Of course in the current situation, the COTR position is in the Global Bureau with technical direction being provided by the ENI-Bureau as the entity that is buying into the Global Training For Development Project. Where does this leave the Missions? The success of this type of setup is solely dependent on the relationship between the technical office and the USAID Missions. If the Missions perceive that their wishes are being ignored, then whether this is the case or not, there is a problem.

Russia elected to withdraw from the centrally managed training program for NIS. They felt that the contractor would be more responsive if the contract was directly with the Mission. They discovered that as a result of withdrawing from the central contract, they had to reduce their expectation in regard to contractor services because of costs. Whether having a direct contract made a difference in terms of responsiveness is hard to measure. The Mission seems to be satisfied with the current arrangement as it has been in place for several years.

2. Contracting in Washington takes longer. Experience has shown that this is a fact and this has been a significant issue between USAID Washington and the USAID Missions. When, because of lack of action on the part of the procurement officials, it appears that training would come to a halt, it is hard to make a case for centralized program management. In such cases, all the cost savings in the world do not make a difference because of the uncertainty and the potential that on-sight staff will have to be repatriated until the contract is in place. Those kinds of costs are significantly higher than any additional administrative cost due to small program size.

■ Partnerships

Both the NIS and CEE partnership programs have found that for partnerships to succeed, certain conditions must exist.

U.S. Partners. U.S. partners must have:

- ▶ regional competence and cultural savvy;
- ▶ staff expertise; and
- ▶ some country specific language fluency or access to technically competent interpreters.

These are in the proper order. Without regional competence, the credibility of the U.S. partner organization is suspect. What works in southern Africa may not work in CEE or NIS and the converse is also true. If there is knowledge of the region, then the staff assigned must be experienced. Again, it is insulting to think that the U.S. partner can be a novice in the business at hand.

Recipient Country Partners. The recipient country partner must have:

- ▶ adequate infrastructure;
- ▶ existing or access to communication channels to facilitate the establishment of an e-mail link within a month of start-up;
- ▶ understanding of the limitations of the partnership— need to operate according to USG financial rules and regulations;
- ▶ dedicated staff—dedication does not refer to mental state but rather that staff cannot be working on multiple projects at the same time they are implementing a partnership activity; and
- ▶ some English language fluency or access to interpreters.

Other Partnership Lessons.

- ▶ The partnership design and development must be undertaken by all parties to the partnership to promote the feeling that a partnership really exists and to ensure that everyone understands the roles and responsibilities under any agreement.
- ▶ Sustainability does not just happen. The concept of sustaining the activities of the partnership has to be an objective from the beginning. All partners must keep this in mind when undertaking different activities... will this activity continue when all the USAID support is gone or can we find other support.
- ▶ Not every assistance activity is suited to a partnership arrangement. There are instances where one-way technical assistance makes the most sense.

■ Communication

To ensure that a project is successful, all parties to the activity must be engaged and the only sure method to keep people engaged is to keep them informed and to ensure that they have a voice in the decision making process. In the case of the training activities, this means that:

- ▶ the status of all contracting actions needs to be shared on a regular basis;
- ▶ the status of all budget discussions needs to be communicated;
- ▶ meeting notes should be done whenever policy issues are discussed which might affect the Mission and the contractors;
- ▶ Changes in USAID handbooks need to be highlighted for the Missions and the impact of the changes discussed virtually or by phone;
- ▶ Any inquiry from a USAID Mission that relates to training needs to be responded to immediately even to just acknowledge that the inquiry has been received and is being investigated. The life line for Mission training staff is the e-mail system;
- ▶ Program support is also a responsibility of USAID Mission management so they also need to be informed. Too much information is always a problem for management; however, if this is a problem, then it is the Mission's responsibility to notify the sender.

Appendix A:

AED's Final NET Project Report

Executive Summary

The Academy for Educational Development (AED) is pleased to provide the U.S. Agency for International Development (USAID) with the attached final report for the NIS Exchanges and Training (NET) Project. The report itself is brief, in keeping with streamlined USAID reporting requirements. With this report we have provided summary information about the NET Project and publications developed during its implementation, such as *A Guide to Conducting Follow-On*, *Catalog of Completed Training Programs*, and a *Summary of Lessons Learned and Evaluation Feedback*. We hope these will be useful to the ENI Bureau, NIS Missions and others interested in either the historic efforts to assist reform in the former Soviet Union or to those considering effective models for training as a part of an integrated technical assistance strategy.

The NET Project was unparalleled in USAID's history of participant training for a number of reasons. In addition to developing and providing tailor-made training for a large number of professionals from the former Soviet Union, the NET Project incorporated program evaluation, communications and outreach components. Evaluation instruments were developed to assess program process and content as well as initial impact. Collected data was reviewed on a continuous basis, analyzed, and ongoing improvements were made to the administration and implementation of the project. The result was a cost-effective program, highly responsive to the changing environment of the NIS.

Some of the final project data quickly illustrates this:

- ▶ Within a forty-two month period, more than 8,300 professionals from the new countries of the former Soviet Union received training in the U.S. or in third-countries to support their efforts toward economic, social and political reform.
- ▶ Within the same period, follow-on training, follow-on activities and other technical support were arranged for over 6,100 of those who received U.S. training. An additional 2,600 colleagues were included in these in-country activities. Trainees reported that they have collectively trained as many as 195,517 colleagues following their own training.
- ▶ U.S. training providers from 46 states, including universities, colleges, technical institutes, for-profit and non-profit organizations, delivered training under the contract. Fifty local NIS-based organizations delivered follow-on activities.

Responses by participants to evaluation questions indicate that:

- ▶ 85.4% of participants have been able to apply what they learned during their training within their present work.
- ▶ 97% of participants have shared the ideas and techniques learned during training with their colleagues and supervisors.
- ▶ 88.9% of participants have been able to use the knowledge they gained from their training to affect policy decisions at an organizational level.
- ▶ 92.4% of participants have changed their approaches to problem-solving and the evaluation of ideas as a result of their training.
- ▶ 80.5% of participants report that the linkages they developed during their training have been maintained and useful to them.
- ▶ 96.5% of participants reported that the training program they attended was either good or very good.

More important, however, is what this has actually meant within the context of the newly emerged nations of the former Soviet Union. The impact, which is far more difficult to measure, is evident in the numerous accounts of people who have returned from training to apply the lessons they have learned within their home countries. For example:

- ▶ Shortly following his training under NET, Dr. Tsertsvadze designed Georgia's AIDS Prevention program which includes elements of education, management, epidemiology, diagnosis, and treatment. Through his work he was able to shift the emphasis of the government's efforts to address AIDS from simply treatment to include prevention through public education. Dr. Tsertsvadze also drafted new national AIDS legislation which was passed by the Georgian parliament. As a result of the program's success, the Georgian government has increased funding by 600%, which has allowed for more blood testing, establishment of AIDS prevention education in schools, and the development of newsletters and brochures on prevention
- ▶ After returning from a program on Farm Bureau Management, Alexander Rodin, head of the Rostov Regional Association of Farmers and Agricultural Cooperatives in Russia, initiated Farmer's Bread to establish community grain mills and bakeries where there was only one in the region, a vestige of state monopolies for production. Mr. Rodin cites the time he spent at the Kansas Farm Bureau learning about what the Bureau did as important to the development of his agricultural association. The Farmer's Bread initiative has led to the building and operation of 40 grain mills and 40 bakeries serving approximately 100,000 people with plans for an additional 120 bakeries to be open in future years. The result has been lower bread prices, increased quantity and availability, and better customer service. American milling and baking equipment manufacturers have benefitted as well. The new facilities are being equipped with Russian and American produced equipment.

- ▶ Narzouullo Makhmoudov, Senior Advisor to the Legal Committee for the Tajikistan National Assembly, attended a training program focused on Legislative Systems Reform. Following his return, he applied what he learned in a number of ways, many which have affected national government and policy. While participating in drafting legislation, he recommended inclusion of the separation of powers of government into three bodies: legislative, judicial and executive. These recommendations were passed and are now reflected in the organization of the Tajikistan government. Another of his recommendations which was adopted was the establishment of an appeals court system. He also participated in drafting legislation which would allow and define the appropriate use of Tajikistan armed forces outside of the Republic based on U.S. policy.

- ▶ Nikolai Borissov is Executive Director of the Donetsk Applied Association Psychological Center. In that role, he helped to establish the Ukrainian Mediation Group (UMG). In 1994, Mr. Borissov received training in the U.S. in NGO strengthening. On return from his training, he and his colleagues created the Donetsk Regional Mediation Group (DMRG) to address resolution of employee and employer conflicts to meet a need created by the lack of standard labor laws for private business and employer/employee relations. DMRG has held training seminars for local government officials, union leaders and factory managers to provide them skills for mediation of labor concerns, drafting labor contracts and establishing grievance procedures. Borissov has established partnerships with the National Academy of Arbitrators and the American Association of Arbitrators. He is also working to create a network of UMG branches throughout Ukraine to provide training and support to private mediators.

These testimonials of accomplishment, which are a small fraction of those we have received over the life of NET, provide the true justification for training programs of this kind and in particular, for the massive and historic effort directed to support the changes in the former Soviet Union.

AED and its major subcontractors for implementing the NET Project, the American Council of Teachers Russian/American Council for Collaboration in Education and Language Study (ACTR/ACCELS) and Wu Pi, Inc., are pleased to have been partners with USAID for its effort in the NIS. We are equally pleased to be involved with USAID's NIS training activities following the closure of NET. No effort of this kind is successful without the partnership and strong teamwork of all players. We have been fortunate to have been able to work with the USAID ENI Bureau, USAID Missions, technical assistance contractors, training providers, host country organizations and the participants themselves as colleagues working to accomplish common objectives.

Appendix B:

Monitoring and Evaluation Report for CEE Training Conducted Between 1992 and 1998

Introduction

The Participant Training Project for Europe (PTPE) was initiated by USAID in order to provide a flexible means to support academic education, short-term technical training, and internships in the U.S. or U.S. institutions abroad for participants from countries in Central and Eastern Europe (CEE). The project trains leaders who will participate in the economic and political transformation of the CEE region. All training addresses the priority objectives of the Support for East European Democracy (SEED) Act legislation: economic restructuring, democratic institutions, and quality of life. The training is designed to meet the specific needs in individual CEE countries as outlined in the Country Strategies.

This Monitoring and Evaluation Contract covers training conducted under Projects 180-0002 and 180-0045, which includes Inter-Agency Agreements (IAAs) with the Department of State and USIA, the 19 Cooperative Agreements awarded under an institutional competition, Georgetown University's legislative earmark [the East Central Europe Scholarship Program (ECESP)], and the contract with the Partners for International Education and Training (PIET).

As of September 30, 1997, the PTPE project had a total of 4,072 participants who have completed training or are in the process of training, of which 2,583 were enrolled in the PIET (World Learning) program. The participants were from all fourteen countries of the CEE. As shown in Table 1 (page 9), the largest programs were in Poland (887), Bulgaria (469), the Czech Republic (407), the Slovak Republic (400) and Hungary (378).

Methodology

The PTPE Monitoring and Evaluation process reviews both the process and impact of the various training activities funded by the project. Monitoring of the training process is achieved through the maintenance and analysis of a comprehensive database on all participants. For the purposes of this report, outcome and impact data are collected through multiple data sources. A series of two Returnee Questionnaires are sent to returned participants. The first Returnee Questionnaire is sent beginning six months after the participants return to their home countries. The second Returnee Questionnaire is administered approximately one year after the end of the participants' U.S. training period.

A total of 925 first Returnee Questionnaires and 694 second Returnee Questionnaires have been

returned and tabulated. The first and second Returnee Questionnaires represent 23 contractors, of which the data for three contractors (DOS-FSI, Goodwill, and Salzburg) is limited to fewer than five respondents for both questionnaires. All fourteen CEE countries are represented in the data, although fewer than five second Returnee Questionnaire responses from participants in Bosnia-Herzegovina have been received.

The data is broken down into three separate groups in order to provide a comparative analysis of participants. The first group, labeled Non-PIET in the following tables, comprises all the contractors, cooperative agreements and inter-agency agreements, excluding PIET (World Learning). For the first Returnee Questionnaire, 394 Non-PIET participant responses were received and tabulated, while 305 responded to the second Returnee Questionnaire. The next group of participants analyzed for this report is comprised of all PIET participants for each fiscal year the program has been implemented. This group is labeled PIET-All in the tables and throughout the text. There were 511 PIET responses for the first Returnee Questionnaire and 290 for the second Returnee Questionnaire which were received and tabulated. The third group is made up of PIET trainees from FY 97. For the first Returnee and second Returnee Questionnaires, 213 and 94 responses respectively were received and tabulated.

Evaluation Question #1

To what extent have the skills and education acquired during the U.S. training program been utilized by training participants?

The current data available for the PTPE program illustrates the impact of training to date. The following discussion represents the available quantifiable data on the PTPE returnees against a range of impact measurements. The data is based on the first and second Returnee Questionnaires, which are sent to the participants approximately six months and one year after trainees return to their home countries.

Table B.1 illustrates to what extent participants for all grantees believe they have utilized their skills and education from the U.S. training in the first six months upon their return (first Returnee Questionnaire), and in the year since the U.S. training ended (second Returnee Questionnaire). The table is representative of three different data groups. In the first Returnee Questionnaire, 34 percent of the respondents stated that they utilized their skills and education very often. Thirty-nine percent and 24 percent believed the training skills and education to be used often and sometimes respectively. In the smaller sample from the second Returnee Questionnaires, the responses also indicated that the training was appropriate—with more than three-fourths of the respondents using their U.S. training very often or often in the year upon return to their home country.

Table B.1: To what extent have skills and education from the U.S. training program been utilized?

	1 st Returnee (Non-PIET)	1 st Returnee (PIET-All)	1 st Returnee (PIET-FY97)	2 nd Returnee (Non-PIET)	2 nd Returnee (PIET-All)	2 nd Returnee (PIET-FY97)
Very Often	34%	25%	25%	29%	20%	14%
Often	39%	39%	43%	48%	51%	54%
Sometimes	24%	33%	29%	21%	28%	31%

Sources: Returnee Questionnaires as of 3/15/98.

The overall level of training utilization for all grantees excluding PIET participants, is strong in all Returnee Questionnaires. Although the level of training utilized very often decreased from the first Returnee to the second Returnee Questionnaire, there was also a slight decrease in the number of respondents who responded they used their training “sometimes”. The significant increase in the second Returnee Questionnaire is seen in the “often” category.

In the first Returnee Questionnaire for PIET-All and PIET-FY97, one-quarter of the respondents considered the training to be used “very often”, while 39 percent and 43 percent utilized their training skills and education “often” for PIET-All and PIET-FY97 respectively.

One-third of the PIET-All used the training “sometimes”, while 29 percent for PIET-FY97 responded that they “sometimes” utilized the skills and education from the U.S. training program.

In both the second Returnee Questionnaires for PIET-All and PIET-FY97, the number of respondents who answered that they utilized their skills and education decreased. However, in the “often” category, both PIET-All and PIET-FY97 increased by at least ten percent for the second Returnee Questionnaire. The responses for those who used the training “sometimes” dropped slightly in the second Returnee Questionnaire for PIET-All, and increased slightly for PIET-FY97. The level of utilization of skills and education from the U.S. training program for PIET-All and PIET-FY97 is strong in all Returnee Questionnaires, however lower for the second Returnee Questionnaire in comparison to the first set of questionnaires administered six months after the participants’ return to their home countries.

The level of utilization of training is somewhat lower for the PIET participants in comparison to other grantees. In the first Returnee Questionnaire for all grantees “other” than PIET participants, 34 percent stated that they utilized the U.S. training skills and education “very often”, whereas 25 percent of the PIET participants responded skills were used “very often”. This gap between the PIET participants and the other grantees is seen in the second Returnee Questionnaires. Twenty-nine percent of the non-PIET grantees responded they used their U.S. training skills “very often” in the second Returnee Questionnaire, while 20 percent of the PIET participants responded “very often”, and only 14 percent of the PIET FY97 participants felt they “very often” utilized their skills in the year since their return from the U.S. training.

The number of participants in both the PIET and the non-PIET programs who answered they

“often” utilized their skills varied only slightly between the two groups. A greater gap is distinguished between the non-PIET and the PIET participants in terms of those who answered they utilized their skills “sometimes”. A greater percentage of PIET participants in both the first and second Returnee Questionnaires responded they used their skills “sometimes” (33 percent for the first Returnee Questionnaire and 28 percent for the second) as opposed to the other grantees (24 percent and 21 percent for the first and second Returnee Questionnaires respectively).

Evaluation Question #2

What is the quantifiable measurable impact of the training?

- **Impact on Job Performance**

As shown in Table B.2, in the first Returnee Questionnaire for Non-PIET participants, 86 percent considered the training to have had an impact on their job performance. Seventy-six percent of the PIET participants for all fiscal years responded that their job performance was impacted by the skills and education they received from their U.S. training. An overwhelming majority of the second Returnee Questionnaire respondents in all three groups responded that the training impacted their job. Seventy-nine percent of Non-PIET participants responded that their job had been impacted, while 74 percent of all PIET participants responded likewise. The figure was slightly lower for PIET-FY97 participants, of which 68 percent believed their job performance to have been impacted by the U.S. training. There were declines in the percentage of participants who considered their job impacted by training. For the Non-PIET and the PIET-FY97 participants, the percentage decline between the first Returnee and the second Returnee Questionnaire was 8 percent. In the category of all PIET participants, there was only a slight drop in percentages from 76 percent to 74 percent.

Table B.2: What is the level of impact? (For PIET Participants)

Level of Impact	1 st	1 st	1 st	2 nd	2 nd	2 nd
	Returnee (Non-PIET)	Returnee (PIET-All)	Returnee (PIET-FY97)	Returnee (Non-PIET)	Returnee (PIET-All)	Returnee (PIET FY97)
Improved:						
Job Performance	87%	76%	76%	79%	74%	68%
Working of Office	44%	47%	47%	48%	47%	44%
Functioning of Organization	28%	24%	28%	31%	23%	27%
Influenced:						
Company Policy	21%	24%	29%	25%	26%	29%
Government Policy	10%	18%	19%	10%	18%	17%
Economic Policy	2%	5%	5%	3%	4%	8%

Sources: Returnee Questionnaires as of 3/15/98.

■ Impact on Office

On average, the proportion of returnees indicating that the skills and education acquired from U.S. training had a direct impact on an organizational or sector level was lower than for individual job performance. There was little variation between the three groups. Forty-four percent of the Non-PIET participants found training to have an impact upon the working of their office, while 47 percent responded so for both the PIET-All years and PIET-FY97 groups.

The quality of the impact of training remained steady for all three categories between the first Returnee Questionnaire (six months after return) and the second questionnaire (one year or more after return). The Non-PIET participants responded that the impact of training actually increased from 44 percent in the first questionnaire to 48 percent for the second. The increasing impact of the training is an indication that some changes simply take time to influence and implement. The PIET-FY97 participants actually responded with a slight decrease from the first to the second Returnee Questionnaires. PIET is responsible for providing a very broad range of relatively short-term training. While it has acceptable levels of impact in all areas, the reported impact at the level of direct application of new skills (job performance, improved office working) is generally lower than most of the other programs.

■ Impact on Employing Organization

For the three categories of direct application of new skills, (job performance, improved office working and functioning of the organization), participants both PIET and Non-PIET responded that training had the least level of impact on the functioning of their organizations. For the Non-PIET participants and the PIET-FY97, 28 percent responded in the first Returnee Questionnaires that the skills and education from the U.S. training impacted the employing organization. The level of impact by all PIET participants was slightly lower at 24 percent. Both the PIET-All years and PIET-FY97 participants responded in the second questionnaire to have had a slightly less level of impact on the functioning of the organization, as the percentage drop from the first to the second Returnee Questionnaire was one percent for both groups. Thirty-one percent of the Non-PIET participants responded that their training had an impact on the functioning of their

organization, an increase from the first questionnaire administered approximately six months previous to the second Returnee Questionnaire.

- **Impact on Company Policy**

Twenty-one percent of Non-PIET participants answered they had an impact on company policy in first questionnaire, and 25 percent believed their training to have impacted company policy in the second Returnee Questionnaire. The numbers for the PIET participants are higher in both the PIET-All years and PIET-FY97 in both the first and second Returnee Questionnaires. Twenty-four percent of all PIET participants in the first questionnaire and 26 percent in the second Returnee Questionnaire. The PIET-FY97 participants who responded training had an impact remained at 29 percent for both the first and second questionnaires.

- **Impact on Government Policy**

In the category of government policy, a greater difference between PIET and Non-PIET participants can be seen. A consistent 10 percent of Non-PIET participants for both the first and second Returnee Questionnaires responded their training had impacted government policy. The PIET participants, however, responded that they had greater levels of impact upon government policy. Eighteen percent of all PIET participants in both the first and second Returnee Questionnaires reported to have influenced government policy due to their U.S. training. Of the PIET-FY97 participants in the first questionnaire, 19 percent responded to have an impact on government policy, and that number decreased only slightly to 17 percent for the second Returnee Questionnaire.

- **Impact on Economic Policy**

Only two percent of the Non-PIET participants reported having any influence on overall government economic policy in the first questionnaire, with a slight increase to three percent for the second Returnee Questionnaires. The PIET participants responded having had a greater level of impact upon economic policy in their home countries. Five percent of all PIET and PIET-FY97 participants stated to have had an impact on economic policy. The number decreased slightly by one percentage point in the second Returnee Questionnaire for all PIET trainees, but the PIET-FY97 participants responded to have had an increased impact during the time between the first and second Returnee Questionnaires. Eight percent of the PIET-FY97 participants reported to have had an impact on government economic policy in the second Returnee Questionnaire.

Overall Level of Impact

In some categories there was an increased level of impact from the first to the second Returnee Questionnaires. The increasing impact of the training is an indication that some changes simply take time to influence and implement, especially at the policy level. The relatively high levels of impact at the organizational level (job performance, improved office working, improved

organizational functioning) for both the PIET and Non-PIET participants is notable. There is even a distinct level of impact at the sector policy level (company policy, government policy, economic policy) for both the PIET and Non-PIET trainees, although at this level there is a distinguishable difference in the levels of impact between the two trainee groups. Whereas Non-PIET participants reported a higher impact at the level of direct application of new skills, these programs responded that they had less of an impact at the policy level in comparison to the PIET participants. The PIET program success at the policy level is fairly strong, again relative to the Non-PIET participants. In part, this may reflect the fact that three week training programs covering a broad range of topics are less likely to transfer specific skills than are more technically focused programs lasting three months or more.