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**IMPACT EVALUATION OF
CLASP IN BOLIVIA**

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**EXECUTIVE
SUMMARY**

EXECUTIVE SUMMARY

PURPOSE OF THE EVALUATION

This report evaluates the impact of Andean Peace Scholarship Program (APSP) training in Bolivia (Project 511-0603) on the development related performance of returnees. APSP was the USAID/Bolivia Mission project of the first phase of the Caribbean and Latin America Scholarship Program (CLASP-I), and was implemented from 1987 through 1992. The goal of this evaluation is to determine the role that APSP training plays in the current activities of returned Trainees and to assess the impact that these Trainees are having in their jobs and communities. Specifically, the scope of work called for evaluation research which would:

- ascertain whether returned Trainees continue to serve as leaders and “change agents” in their workplace, in their communities, and in other spheres in which they are active;
- document how those Trainees who *can* be classified as change agents are applying their APSP training in their activities; and
- assess how programming options adopted in APSP selection (such as selecting public sector Trainees, forming all-women groups, or approving training in certain U.S. institutions) may have differentially affected the outcomes of Trainees in their role as change agents.

This evaluation is intended to provide recommendations that will strengthen the upcoming successor project to APSP, the Bolivia Peace Scholarship Program (BPSP). BPSP is the CLASP-II Project in Bolivia and will be implemented from 1992 through 1997. Since BPSP is designed to support the USAID/Bolivia Strategic Objective relating to democratic institutions and processes (especially improving citizen participation in the decision-making process), changes in Trainee understandings and opinions of the United States were also examined.

SUMMARY OF IMPACT FINDINGS

Impact-related findings concentrated on the workplace, community or volunteer activities, the role of Trainees as multiplier agents, and Follow-on activities.

- *In training impact on the workplace*, most Trainees assert that the U.S. training was either “useful” or “very useful” for their present job (84 percent), for learning new practical and technical skills (77 percent), and for a broader career advancement in the future (80 percent), three proxy indicators for job impact. Many Trainees recount in concrete detail examples of the training-related impact they have been able to have at their workplaces. Small entrepreneurs described how they reorganized their businesses and instituted new production techniques. Public administrators related efforts to streamline the bureaucracy and introduce new management methods. Health sector workers recounted applying what they learned in the U.S. in work against epidemic diseases, including AIDS. A large

majority of Trainees also report increased job satisfaction and greater responsibilities on the job; about half report increased income as well. However, a smaller percentage report training-related promotions, with more in the private than in the public sector. All but a very few APSP returnees are currently employed. Reservations about the direct applicability of the training was voiced by a significant minority of Trainees. These concerns are substantiated by the fact that, in spite of the high percentages who characterize the training as "useful," four in ten Returnees interviewed also report using the training only "some" or "not at all" on the job. Presumably, this indicates that Trainees face certain obstacles to application.

- ***About 77 percent of all Trainees are actively involved in volunteer activities.*** Nearly 69 percent of Trainees of those involved before training believe they are participating *more* in volunteer activities and community affairs than before they went to the U.S. The range of activities is wide: significant proportions are involved in educational projects, civic or union activities, charity concerns, cultural programs, and in community improvement. Trainees described, among other actions, their involvement in helping youth, assisting indigent urban women, counseling fellow small entrepreneurs, and providing technical assistance to peasant farmers.
- ***Trainees act as multipliers of their training both in the workplace and in the community.*** Returnees estimate that they each have shared their training experience with an average of 90 persons linked to their workplace, and with nearly 140 in the community and among friends and family. These estimated averages suggest that all APSP returnees have shared their training with up to 100,000 Bolivians, between co-workers and community contacts. Both in the workplace and in community activities, nearly 90 percent of returnees assert that the training has made them more effective leaders. Trainees also report by large majorities that their relative status has risen as a result of APSP training, in the eyes of their employers, co-workers, family, and community. Returnees also confirm that their own self-esteem has been supported by the APSP training experience.
- ***In Follow-on, Trainees have been supported in wide-ranging efforts to share the results of their training or other areas of expertise.*** Seminars have been offered to professionals in teacher training, management, and organizational issues. A national youth congress working in grassroots development has taken place through Trainee initiative, as well as workplace seminars in the public sector. A nutritional fair for poor neighborhoods in Santa Cruz, sponsored by the Follow-on Program, was widely attended. However, certain procedural difficulties in Follow-on, discussed below, may be limiting the degree to which it involves the more isolated returnees, especially the most economically disadvantaged.

CHARACTERISTICS OF EFFECTIVE TRAINING GROUPS

Findings

The evaluation sought to identify those factors in APSP training programs which best explain the relative impact of returnee activities. Six groups which were especially effective in applying their APSP training were examined to isolate those characteristics which appear to have enhanced their effectiveness. The following characteristics emerged:

- Selection of strong leaders;
- Concrete, relevant training themes;
- Strong institutional affiliations, especially after training;
- Geographical clustering; and
- Active participation in Follow-on Programs.

The Six Highlighted Groups

Six groups demonstrated particular effectiveness in applying their training and in taking on active roles in the workplace or in volunteer activities: (1) small business entrepreneurs, 1991; (2) agriculturalists studying cooperativism, 1988; (3) labor leaders, 1990; (4) epidemiologists, 1990; (5) English teachers, a long-term program in 1989; and (6) dairy producers, 1991. These groups are described more fully in Chapter One.

Recommendations

The following recommendations follow from the analysis of these groups:

■ Selection of Strong Leaders

Strong leaders were chosen most often when employers or nominating institutions had good information about their candidates and about the proposed training program. The selection process of training groups should provide for more contact with proposed Bolivian intermediary institutions—those Bolivian organizations which nominate Trainees and to which the Trainees will return to work. While contact has always been made prior to initial recruitment of Trainees, it is recommended that expanded commitments relating to training design and employee support be established between the Training Division and the nominating institutions. Employers and nominating institutions should be considered key *stakeholders* whose active involvement will improve the recruitment and selection process.

The 1991 APSP Final Evaluation recommended that former Trainees be included in the Selection Committees for BPSP. Discussions with Trainees throughout the country revealed that many *ex-becarios* wish to assist the Mission in the future selection process under the newly implemented Bolivian Peace Scholarship Program (BPSP). Trainees can serve as useful reference points for measuring the technical and leadership attributes of BPSP candidates.

■ Concrete, Relevant Training Themes

The Mission should review the process of designing the training for the six successful groups to determine exactly what factors contributed to their extraordinary achievements. In general, these training plans recruited Trainees around solid training interests which were immediately transfer-

able to the workplace or volunteer activity. Success factors appear to include: (1) the identification of appropriately trained and motivated candidates, (2) ample communications with Trainee employers before training, (3) training which is well suited to the backgrounds of the Trainees, and (4) training that is directly applicable to the Trainees' jobs or volunteer activities.

■ **Strong Institutional Affiliations, Especially After Training**

Expanded linkages with the Bolivian intermediary organizations can strengthen the selection process and improve the relevance of the training program design.

Such linkages will also assist the USAID/Bolivia Training Office in providing the institutional framework for Trainees to apply their training on the job or in their communities upon their return. Agreements should be established with these institutions which will increase employer (or organizational) support for efforts by returned Trainees to undertake initiatives based on their training in the workplace. A stronger relationship with Trainees' employers may well diminish the number of cases where Trainees return to find they have either lost their jobs, had their hours reduced, or been shifted to work unrelated to their field of study.

Parallel to this are the cases of long-term Trainees who do return to their former positions and encounter little active support by their employers in their efforts to implement their training. If the Trainee finds himself or herself in a stultifying situation without career advancement opportunities, especially if the employing institution has not made a financial commitment to support the Trainee in his or her absence, the Trainee and the Mission should have wide latitude to consider the best interests of the Trainee in applying their training in some other job situation.

■ **Geographical Clustering**

The geographical clustering of Trainees, by building a core of people in a locality, can result in enhancing impact, as was the case in Bermejo. It appears, however, that a returnee organization or some other post-training activity may be required which promotes Trainee interaction. Geographic clustering, by itself, may not be a sufficient condition to ensure broad Trainee impact.

■ **Active Participation in Follow-on Programs**

A final element which appears to strengthen the effectiveness of the groups of Trainees that were analyzed is participation in Mission Follow-on Programs. Mission support for implementing short training courses has led some Trainees to more actively develop their leadership skills as well as to share the content of their training. To strengthen Follow-on planning and

1991 End-of-Project Evaluation

In late 1991, a Final Evaluation was carried out of APSP/Bolivia which focused on management and implementation issues ("An Evaluation of the Caribbean and Latin American Scholarship Program in Bolivia," Aguirre International, 1992, for USAID/LAC/DR/EHR). This study reviewed training program design, recruitment and selection, predeparture orientation, Trainee views of U.S. training, and the initial activities of the Follow-on Program. Trainees were surveyed, and Mission personnel in the Training Division and in the Technical Offices provided their views on the program. A number of procedural recommendations were made which complement the results of the present evaluation.

participation, it is recommended that Trainees write action plans at the predeparture orientations in which they are asked to outline the activities they propose to undertake upon their return. Such plans ensure that Trainees think through the ways in which they can relate training to their work or community activities. Employers and/or intermediary institutions should also be more actively involved in the design of training plans and more explicitly committed to providing a framework for Trainees to implement what they have learned in BPSP training. It follows that intermediary institutions should also be involved in Follow-on Programs and seminars in relevant fields, even as co-sponsors or initiators.

TRAINING AND STRATEGIC OBJECTIVES

Findings

In the current Program Objectives Document and Action Plan (1993-1997) of USAID/Bolivia, APSP and its successor project, BPSP, have been placed under Strategic Objective #4, "improving the effectiveness and accessibility of key democratic institutions." This reflects the premise that the Experience America component of CLASP, in which Trainees have the opportunity to travel to the U.S. and to become familiar with U.S. values and practices, is of prime importance in the overall justification of the project. In fact, specific training themes developed in APSP over the past five years support at least four of the five Strategic Objectives recently developed for the Bolivian Mission. On the other hand, very little can be said at present with respect to *how* the training contributes to those objectives.

Since the APSP focus is on disadvantaged populations, Trainees are often not in a position to undertake fundamental initiatives in the Strategic Objective areas under which they can be categorized. By design, most APSP Trainees are poor (or at least not affluent), either rural or from working class neighborhoods, and do not occupy high posts in the public or private sectors. Nevertheless, they potentially constitute a grass roots level of support for Mission objectives. This will be true as well for BPSP, which continues to target disadvantaged populations.

Recommendations

Given reduced A.I.D. funding, stand-alone training projects such as BPSP will need to demonstrate that they are consonant with Mission Strategic Objectives. Human resource development projects must be envisioned not as a separate sectoral activity but as a distinctive development tool which supports various sectors' efforts. Training projects must demonstrate how they support Strategic Objectives in concrete ways, by specifying the expected outcomes for training groups and how those outcomes relate to the broader objectives.

Specifying expected outcomes of each training program is also a useful way to conceptualize and measure impact. Expected outcomes can serve as the basis for formulating success indicators. This makes the evaluation of the impact of training more reliable and less subject to intervening factors which may dilute the relationship between training and impact.

The Training Office should be ready to specify in the training plan of each proposed BPSP group the explicit linkages between Mission Strategic Objectives and the proposed training. As Mission

Objectives evolve, training themes should be reviewed and updated so as to maintain this close relationship.

EMPLOYMENT

Findings

The relationship between APSP training and Trainee impact at the workplace is generally positive. Training is perceived by Trainees and by their employers to be useful; most feel that it has supported them in their present job, in career advancement, and in developing specific skills. Large majorities of Trainees also report high levels of employment, increased job satisfaction, and increased responsibilities on the job; about half report increased income. A smaller percentage report promotions.

In cases where Trainees felt hampered in applying the training, they found the lack of on-the-job resources and the inapplicability of the training to be the principal problems. Four in ten Trainees report using the training only "some" or "not at all" on the job, which is consistent with reservations about the direct applicability of the training voiced by many Trainees in focus groups. Nevertheless, many Trainees are able to recount concrete, detailed examples of the training-related impact they have made at their workplaces.

In general, APSP training programs were found to be interesting and supportive of Trainees on the job. However, a significant minority of Trainees reported, both in the survey and in focus groups, that training was not consistently designed to directly support them in the workplace.

Trainees report sharing their training with co-workers on a considerable scale, averaging 90 persons with whom they have communicated their U.S. experience. Trainees also assert in great numbers that APSP training has made them better leaders in the workplace.

Recommendations

The applicability of returnees' technical training on the job is a key issue with respect to Trainee impact. The training design process should involve a wide range of interested parties to ensure that the outline presented to U.S. training institutions is directly related to the candidates' needs. This can only be accomplished if the Trainees themselves, or, if that proves impossible, technical representatives of the intermediary organizations which nominate Trainees, have some role in developing the training plan. While the basic thrust of training will conform to the Country Training Plan and to the specific Strategic Objectives that guide the Mission program, the details of *what is specifically required* in training requires the input of people closest to each candidate's needs.

This point reinforces another issue, the importance of training groups being homogeneous with respect to educational backgrounds and/or work experience. Training can only be appropriate for a group if they share the same training needs.

These recommendations are reinforced by the findings on the importance of Training Division/intermediary institutional affiliations. We stress the importance of bringing the intermediary organization into the BPSP process in a role greater than merely suggesting names of candidates. The employer or the volunteer organization should make a commitment to supporting Trainees on their return, in the same way that Trainees are asked to commit themselves to sharing their knowledge. While the vagaries of the public sector will always make such commitments less secure, local-level public sector supervisors should also be involved in the process of fine tuning program design, in supporting the Trainee in the workplace, and in participating in or promoting Follow-on.

Finally, networking is a skill that is presumably shared or can be learned by most Trainees, given their leadership characteristics. Since a large minority of Trainees reported that the training was not particularly useful for getting to know U.S. colleagues or their fellow countrymen, the benefits of networking should be emphasized more explicitly to the Trainees. This would lead them to be consciously aware of, and reflect upon, the possibility of expanding their professional and social contacts during their scholarship. The Mission should make Trainees aware of the importance of networking in predeparture orientations, something which could be emphasized in the work plans that Trainees prepare before leaving for the U.S.

COMMUNITY ACTIVITIES

Findings

Survey results reveal a generally active and committed Trainee population who take on many activities outside their work. APSP/Bolivia Trainees are identified as leaders; and leadership can be as effectively realized in the community as on the job. Three-quarters of the Trainees were already active before training, and an equal number continue to participate in volunteer activities at present; of those, nearly 70 percent say they are more active than before.

It is not possible to say with assurance to what degree APSP training has contribute... to this perceived increase in volunteerism. Nor can it be said with certainty that especially active Trainees (four are highlighted in this report) would not have been active leaders in both their work and in volunteer activities without APSP training. On the other hand, they and many other Trainees attribute their present roles, at least in part, to the "stimulus" or the "vision" that the U.S. training experience provided them.

Recommendations

While 85 percent of *short-term* Trainees reported being active in community or educational activities prior to training, only 64 percent of *long-term* Trainees made the same statement. Leadership qualities and actions evident in the workplace are, without question, important criteria for selection. However, a well-rounded leader would normally be expected to be active in some aspects of community life in addition to their job. The Mission should consider expanding leadership definitions to include some volunteer activity for all long-term Trainees under BPSP.

Under the present project design, it is impossible to determine how APSP training reinforces community activities. This limitation can be overcome if the Country Training Plan or individual group training plans were to outline expected results in Trainee participation in volunteer activities, against which outcomes can be assessed. This recommendation reinforces those recommendations stated above that training group objectives be designed to support Mission Strategic Objectives as far as possible.

PUBLIC vs. PRIVATE SECTOR TRAINING

Findings

The working hypothesis that public sector employees encounter more difficulties than private sector Trainees in applying their training is supported by focus group results. Yet survey results are similarly positive for both groups in terms of the assessment of their satisfaction with their jobs and the utility of the training. Differences appear most strikingly in the area of career advancement, where private sector employees receive comparatively more promotions and raises.

Recommendation.

The evaluation is not able to recommend decisively either an end to public sector training or an increased emphasis on it. Mission program considerations, especially in fine tuning training to be consistent with the Mission Strategic Objectives, should weigh heavily in BPSP implementation, without automatically excluding public sector Trainees. While private sector Trainees generally report greater ability to mold their training to their work situation, policy objectives may require BPSP implementers to continue to send a significant proportion of Trainees from the public sector. If the role of the employer and intermediary institution is expanded in selection, program design and Follow-on, as has been recommended above, many of the obstacles recounted here for public sector Trainees could be reduced.

WOMEN

Findings

Both men and women Trainees were consistently asked if they felt the particular "mix" of male and female Trainees they experienced was suitable, and what they felt would be the ideal proportion of men and women Trainees. These discussions with Trainees suggest that all-women groups may be appropriate for Trainees from lower socioeconomic strata. Many of these Trainees reported that their husbands would not have been willing to let them travel with men in a training group. Such cultural beliefs held by husbands may make it impossible for some women to take part in scholarship training except in all-women groups.

Women Trainees who were small minorities in training groups (e.g., from one to five members out of a group of twenty) often found themselves isolated and uncomfortable. Given the disparity in power often expressed in gender relations, the isolated woman may feel much

uneasier with her situation than the isolated man in a group in which the majority are women. No male Trainee ever expressed the same kind of concern about being in the minority.

Most Trainees, however, argued that the best mix was a balanced one, in which groups approximated a 50 to 50 ratio between men and women. While recognizing that this may not be possible in all cases, Trainees felt that training opportunities should be equally available to both sexes.

Recommendation

All-women training groups may be appropriate for certain economically disadvantaged groups, in which Trainees might not be able to participate otherwise. Barring that circumstance, BPSP should avoid forming groups with disproportionate numbers of either men or women. In the case where only a few women were sent in a group, a larger proportion of women would have ensured that most women would have encountered at least one or two fellow Trainees to provide mutual support.

Several focus groups composed of both men and women reached consensus that training groups should ideally be composed of fifty percent men and fifty percent women. While CLASP goals only require a 40 percent goal for women, the Mission should consider setting its own goal of sending fifty percent women under BPSP to provide a wider array of training opportunities to a group which has traditionally had less opportunity.

EXPERIENCE AMERICA

Findings

Survey results showed that Trainees experienced a pronounced positive shift in their opinions of the U.S. people and, less dramatically, the government. The homestay played, for those who participated, a key role in shaping positive views about U.S. citizens. Trainees also asserted that they learned more about the individual-level, concrete institutions or characteristics—the U.S. family, the role of women, ethnic diversity—than about more abstract aspects of American life—the U.S. democratic system, the free enterprise market economy, and U.S. leadership patterns. Almost 60 percent of Trainees said they learned “nothing” or only “a little” about U.S. volunteerism. Nevertheless, most Trainees were able, in focus groups, to compare U.S. and Bolivian democratic systems, and many made thoughtful statements about differences between the two.

Recommendations

The homestay is key to forming social relationships with U.S. citizens outside the training course itself. All BPSP Trainees should be provided a homestay. Past recommendations in CLASP have suggested that middle class and working class families, as typical of the great majority of the U.S. population, are the most appropriate hosts for homestays. However, Trainees should be provided with sufficient orientation to the U.S. to convince them that Spanish-speaking families or families of other national origins are fully representative of U.S. society.

The particular goals of Experience America activities should also be explicitly stated in each training plan, so that the effects of such activities can be more systematically assessed in support of the Democratic Initiative Strategic Objective.

Since perceived discrimination was most often mentioned in the focus groups and on the survey as the most negative aspect of the U.S. observed by Trainees, Experience America for BPSF should include a broader discussion of multiculturalism in the U.S., the history of racial and ethnic relations, and especially the legal and social efforts to overcome discrimination. This should also include a discussion of the history and present role of Historically Black Colleges and Universities (HBCUs).

FOLLOW-ON PROGRAM

Findings

The APSP/Bolivia Follow-on Program has had, since its inception over two years ago, an active initial period, already accomplishing a great deal. This includes Trainee-initiated seminars, small-scale projects, a national meeting, a newsletter, and the founding of a USAID alumni association. Survey results depict a mostly positive view of Follow-on participation.

However, many Trainees with less contact with USAID/Bolivia have become discouraged in their attempt to participate in the Follow-on Program. With respect to the small project proposals solicited by the Follow-on Program, some Trainees feel that USAID raised their hopes, only to leave them hanging. Others point out that the variety of training themes that characterize Trainees in each department provides no natural basis for participating in local meetings, especially if it is perceived that the small projects approved by USAID/Bolivia relate only to one of the training themes or even to just one Trainee's work. Departmental meetings since February have generally not been well attended, with the exception of Oruro.

Recommendations

■ Contractor Involvement in the Follow-on Program

Since it is clear that the Training Office's intent is to support the Trainees by financing small projects at the local level, the cause of delays in project approval seems to lie in the great amount of labor involved in processing the proposals and the attention required to initiate the specific activities. A strong Follow-on Program for 430 Trainees requires more than a single coordinator's efforts, especially at certain moments when several Follow-on events are occurring simultaneously. The Mission has designed the BPSF program such that the in-country contractor will take on significant logistical tasks involved in BPSF Follow-on. It is recommended that the contractor also be assigned this task for the life of APSP Follow-on. Funds now designated for APSP Follow-on could be reassigned to the contractor in order to lessen the substantial administrative burden of providing numerous Mission disbursements for seminars and other activities. Contractor staff could be assigned to assist the Follow-on Coordinator and augment the flow of communications to local Trainee groups around the country, including regular field visits. This shift to the in-country contractor of APSP Follow-on activities will ensure that the

contractor develops a Follow-on capacity from the beginning and that the two projects are much more united in their intent of continuing Trainee contact with a U.S. institution and in supporting Trainee impact.

■ **Small Project Proposals**

All Trainees who have submitted project proposals should be informed of the status of their proposals promptly. If, for example, their project cannot be funded this year but there is a prospect that it can be resubmitted later, they need to know this. For proposals which surpassed the monetary limits of the program, suggestions should be made, if possible, as to how these projects could be refocused or scaled down for future reconsideration.

■ **Increasing Communication with Trainees from the Interior**

The discouragement noted in several groups could be combatted by improved communication. Inviting all departmental coordinators to La Paz for an all-day seminar to re-establish contact and reinforce the concepts of the Program is one appropriate means. The new addresses compiled during this impact evaluation and earlier activities should be entered into the appropriate Follow-on fields of the CLASP Information System (CIS) to improve delivery of the APSP newsletter and to make of the CIS a more relevant management tool for the Follow-on Program.

■ **Local Follow-on Offices**

A commonly expressed goal of Trainees outside La Paz was the creation of a local Follow-on office. USAID/Bolivia might consider permitting those localities which demonstrate interest by at least fifteen to twenty Trainees to open an office for a year or eighteen months. The scale of support should be kept minimal: rent for a one-room office (less than \$75 a month) and perhaps a few office supplies. This office would serve as a point of communication, to be used for Trainee meetings and informal gatherings as well as for site visits by BPSF staff.

■ **Trainee-produced Newsletters**

Many Trainees noted that without a common project or activity, there is no reason for members of different training groups to meet. A possible common activity for regional Trainees is to have each departmental group produce a newsletter on a rotating basis. The editing of the newsletter once a year could serve as one means to involve Trainees in a common activity that goes beyond the particular field of any one of them.

■ **Small Project Review Process**

A small, independent committee should be established to review and approve Follow-on small project proposals in a more formal manner. The most promising outside candidates for this committee are returned APSP Trainees themselves. The Follow-on Coordinator should communicate the creation of this committee widely in the newsletter and in discussions with Trainees. This will serve to remove her from the apparent position of making financial decisions which favor some Trainees over others. The composition of the committee should reach beyond

the Development Planning Office so that Trainees feel that the decision is not completely "in-house."

■ **Maintaining Trainee Ties with U.S. Citizens**

Follow-on events are an appropriate moment to re-establish warm ties between Bolivian Trainees and U.S. citizens. To the degree that U.S. personnel of USAID/Bolivia can be present at the inauguration of such events, Trainees are reminded of the source of their training experience and assured of continuing U.S. interest both in the training program and in maintaining friendly relations.

■ **Evaluating Small Projects**

At some point, perhaps in mid-1993, the seminars and events sponsored by the Follow-on Program should be evaluated by Program staff or an in-country evaluator to examine their impact and usefulness. Those activities with greatest success could then be introduced to other regions.

■ **Making Follow-on More Inclusive**

Once the BPSP in-country contractor is on board, the principal APSP/BPSP implementers should meet to reconsider the structure of the Follow-on Program. Two key issues should be resolved with respect to typical Follow-on activities. First, should Follow-on only support Trainees in their efforts to carry out seminars for other groups? Second, should special efforts be made to incorporate the most economically disadvantaged Trainees into these activities? These two questions are related, since it is the more disadvantaged Trainees who are less likely to make Follow-on seminar proposals. For this group—as well as for other groups who express an interest—Follow-on could offer additional training for the Trainees themselves. For example, additional reinforcement training of APSP returnees could be programmed in certain fields, such as agriculture and community development, which would be welcomed by many Trainees who have not been active in Follow-on.

Issues which need to be addressed with the contractor are role of the newsletter and whether departmental Follow-on offices should be established (as is widely requested). These and other questions can be considered under the new structure created by BPSP so that the Follow-on Program can be more closely tailored to the needs of returnees and to USAID/Bolivia priorities.

CHAPTER ONE

The Impact of APSP/Bolivia

CHAPTER ONE:

THE IMPACT OF APSP/BOLIVIA

The APSP/Bolivia Program was generally successful in identifying leaders who are actively using their training to effect change. In the following chapters, the impact of APSP training is examined in relation to returnee employment (Chapter Three), community and volunteer activities (Chapter Four), and to the APSP Follow-on Program (Chapter Eight). In Chapters Five and Six, training impact is discussed with respect to investments in private sector and public sector training and in relation to the situation of women, respectively. Finally, since APSP is designed to strengthen the democratic process at the grass roots level in Bolivia, the impact of the U.S. experience on Trainee attitudes and views of democracy is documented (Chapter Seven).

Training impact analysis ideally begins with a view of expected outcomes, which serve as benchmarks against which impact can be assessed. Chapter Two examines the various objectives originally incorporated into APSP training as they relate to measuring impact. Given the changes in Mission program objectives since then, the USAID/Bolivia Strategic Objectives are proposed as an appropriate basis for reformulating current and future impact indicators.

After a review of preliminary findings, the rest of this chapter discusses the elements which have made several groups more effective in having a positive impact in the workplace and in community activities.

PURPOSE OF THE EVALUATION

This report examines the impact of the Andean Peace Scholarship Program in Bolivia through a survey and through open-ended interviewing of returned Trainees and their employers. APSP was the USAID/Bolivia Mission project of the first phase of the Caribbean and Latin America Scholarship Program (CLASP-I), and was implemented from 1987 through 1992. This evaluation constitutes a second phase of an overall evaluation of APSP/Bolivia, following on a process evaluation conducted in November, 1991 (Aguirre International 1992). The evaluation is intended to provide recommendations that will strengthen the upcoming successor project to APSP, the Bolivia Peace Scholarship Program (BPSP). BPSP is the CLASP-II Project in Bolivia and will be implemented from 1992 through 1997.

The goal of the evaluation is to determine the role that APSP training plays in the current activities of returned Trainees and to assess the impact that these Trainees are having in their jobs and communities. Specifically, the scope of work asks to:

- ascertain whether returned Trainees continue to serve as leaders and "change agents" in their workplace, in their communities, and in other spheres in which they are active;
- document how those Trainees who *can* be classified as change agents are applying their APSP training in their activities; and

- assess how programming options adopted in APSP selection (such as selecting public sector Trainees, forming all-women groups, or approving training in certain U.S. institutions) may have differentially affected the outcomes of Trainees in their role as change agents.

Since the new BPSP is now designed to support the USAID/Bolivia Strategic Objective relating to democratic institutions and processes (especially improving citizen participation in the decision-making process), changes in Trainee understandings and opinions of the United States under APSP were also examined.

Of course, the concept “agents of change” can include many things. For the purposes of our study, the use of the term is oriented to the following questions:

- Are Trainees acting as leaders?
- Are Trainees using the training in the workplace?
- Do Trainees take part in community affairs, and has the training contributed to that?

These questions are answered in detail in the following chapters, but here we can summarize evaluation research results:

■ Are Trainees acting as leaders?

The CLASP Program has generally defined “leader” as “those who are able to influence the opinions and actions of others.” The identification of leaders—whether in the formal organizational roles that APSP candidates have undertaken or in their personal characteristics—has been a goal of the Project in Bolivia. Leadership training has been included in many of the training programs.

Nearly 90 percent of Trainees replied that APSP training had helped them become better leaders. Over 80 percent of Trainees felt that the APSP training contributed to their relative prestige with their bosses, their colleagues, their families, and their communities; and over 90 percent replied that their self-esteem had improved as a result. Employers also generally rated highly the value of the returnees’ contribution. On average, Trainees report sharing the content of their training with at least 90 co-workers.

■ Are Trainees using the training in the workplace?

Some 58 percent of Trainees report using the training “a great deal” in the workplace, while another 38 percent use the training “some.” Between 40 and 50 percent saw the training as “very useful” for learning new skills, for their present job, and for their career in the future. In addition, between 35 and 38 percent more thought the training “useful” for these three career-related goals. Many Trainees can describe in specific terms how they have used the training on the job.

■ Are Trainees active in community affairs?

About three quarters of Trainees report they are currently active in community affairs. In focus groups and other interviews, Trainees describe a wide range of voluntary activities they have undertaken, in such areas as popular education, community improvement, and working with youth. Less than five percent of Trainees do not participate in some form in volunteer or community activities. Of Trainees surveyed, nearly 70 percent report that they more active in volunteer activities than before their APSP training.

WHICH GROUPS HAVE THE MOST IMPACT?

While APSP/Bolivia is a single training project, it will inevitably be characterized by multiple outcomes in its implementation. Each training group is, in many senses, a separate "mini-project," since each has a different mix of Trainees selected from varying institutions, drawn from separate sectors of the economy and a range of socioeconomic strata. Further, each Trainee group undergoes its own training course with different training institutions all over the United States and in Puerto Rico. Certain common features are maintained, such as the core personnel involved in recruitment and selection, the placement contractor, and the administrative process within the Mission. But other features vary so significantly that wide-ranging outcomes should be expected.

This section highlights six groups which stand out for their accomplishments in using their APSP training in the workplace or in community activities. These six were not the only successes. The present focus on training groups is, indeed, only one approach to summarize Trainee impact and carries with it its own shortcomings. Members of each group vary significantly among themselves, and successful Trainees can be found in all groups. However, the groups selected here merit attention both due to views expressed in focus groups and interviews as well as the high scores that these groups gave in the survey to the utility and applicability of their training.

■ Small Business – 1991

In 1991, 22 Trainees were selected from the National and the Departmental Associations of Small Industry and Handicrafts to study the improved management techniques for small business. While most of these Trainees were not from the most disadvantaged stratum of society, they were all of very modest economic means. Since their return many of these Trainees report major shifts in the way they conduct their businesses: in customer relations, marketing, organization, cost accounting and financial management, and in personnel relations. Trainees report increases in productivity, sales, and income; some also have expanded their work forces. Trainees also state that they feel that the training has been particularly appropriate for them in a period in which the Bolivian government has adopted a policy of increased support for free enterprise.

Small business Trainees also have actively shared their training with others. This has taken place largely through the Association, in seminars, talks, and short courses. Trainees point out, however, that small business people are often reluctant to attend such events. Small business Trainees in at least four cities independently noted that they also act as one-on-one counselors to others who are struggling to make their businesses work.

■ Agriculturalist Group – 1988

This group of 19 rural producers went from the departments of Chuquisaca and Tarija in southern Bolivia to Chico, California, to study both agricultural techniques and cooperative management. Many of the Tarija department Trainees were interviewed either in an open-ended format or as part of the survey. Trainees in this group, most of whom are sugar cane growers, were particularly pleased with the usefulness of their training, and most of those interviewed reported that they used the training "very much" in their present work. Trainees pointed to direct applications of training in soil conservation methods, parallel planting of cane and other crops, and in organizational management. All reported increased income and attributed the increases to their training.

Those in Bermejo, who are apparently somewhat more prosperous than other Tarija department Trainees in the same group, reported increased activities in their Association of Cane Growers. They are now actively involved in the effort to take advantage of the government's offer to privatize a major state-owned sugar refinery. Trainees attribute their increased organizational efficiency to the Chico training. The current president of the association, who was not a Trainee, reports that the present chair of the financial committee, a Chico Trainee, "has worked hard since his return for the good of the region and our organization." Bermejo Trainees have also served as volunteers on committees which have overseen the construction of a stadium, street paving, and other such projects. Trainees in Yacuiba currently serve as community leaders and have started transport and agricultural cooperatives. Most of these Trainees were not active in any formal Follow-on activities before their attendance at the February 1992 National Meeting (which indeed marked the beginning of a new phase in Follow-on programming).

■ Labor Leaders – 1990

The labor leaders have proved to be a particularly controversial group of APSP Trainees. These 14 Trainees, mostly from La Paz and Santa Cruz, were mostly active union leaders, and they studied U.S. style labor unionism at the AFL-CIO's George Meany Institute. Many have returned with a dramatically different view of employer-labor relations, and their efforts to reform Bolivian unionism has led several into ongoing conflict with the labor establishment. These Trainees argue for a depoliticized union movement, one in which worker economic issues take priority over political goals. This includes the effort to conduct labor negotiations by sector and area, as opposed to the "single petition" of general demands for all workers at the national level that now characterizes Bolivian labor negotiations. Some have been expelled from the departmental labor organizations and accused of being spies or of being on the U.S. payroll. They continue to organize new groups, and some leaders are very optimistic about their future role in effecting major changes in the Bolivian labor movement in the coming years.

■ Epidemiologists – 1990

This group of 22 health specialists, who travelled to the U.S. in 1990 for short-term training at the Center for Disease Control, was generally very positive about the relevance of the course of study to their work. Most all reported that they were able to implement the training in a direct way. Trainees now work in a variety of fields, mostly in biostatistical analysis in the health

sector. One Trainee, who lost his job on returning, now directs the AIDS education program in one department.

■ English Teachers – 1989

The teaching of English, as has been noted in a previous evaluation, is less directly supportive of overall Mission development goals compared to other fields of study. Nevertheless, this group (especially the 1989 program, in which 27 Trainees went to the U.S.) is enthusiastic about the APSP experience and highly positive about the usefulness of the training. Trainees report significant changes in the ways they teach and improvements in their skills in the classroom. Those who remain in the sponsoring institution are happy with their ability to apply their training. Others have undertaken new work, in which they have been able to incorporate new teaching techniques learned.

■ Dairy Producers – 1991

This group of 22 Trainees presents something of a quandary. Many group members are vocal in criticizing aspects of selection and elements of their training program. (The critique is discussed in the section below, "How can it be done better?") Nevertheless, this group has been very active in post-training projects, and the group has taken a leading role in organizing a post-training conference and in taking an active role in Follow-on.

What do these groups have in common?

Five factors appear to underlie the greater impact of these six Trainee groups (the five do not, of course, apply equally to all six groups):

■ The Selection of Strong Leaders

The recruitment and selection process, which drew on guidance from the Mission Technical Offices and Bolivian intermediary institutions, was successful in drawing on a range of information from employers and associates that ensured the goal of identifying strong leaders was met. The agriculturalists, the small business entrepreneurs, the dairy producers, and the labor leaders stand out in this respect.

Recommendations: Discussions with Trainees suggest two related means by which the selection process under BPSP can increase its likelihood in identifying the best candidates as "change agents:"

- The selection process of training groups can benefit from augmenting the contact with proposed intermediary institutions prior to initial recruitment of Trainees. That is, employers and nominating institutions should be defined as interested parties, as *stakeholders*, whose active involvement will improve the recruitment and selection process. Likewise, a greater role for the intermediary institution is likely to result in a more careful nomination of candidates for consideration as Trainees. Naturally, safeguards need to be maintained which ensure that no undue influence comes into play in the nomination of candidates.

- The 1991 APSP End-of-Project Evaluation recommended that former Trainees be included in the Selection Committees for BPSP, and the Mission has already incorporated this as a guideline for BPSP selection. Our discussions with Trainees throughout the country confirm that many *ex-becarios* wish to assist the Mission in the future selection process under BPSP. Trainees will serve a useful reference function for measuring the reputation and leadership role of BPSP candidates. While applications, interviews, and employee recommendations would continue to be the most important means for Trainee selection, the Training Division is commended for its decision to include APSP Trainees on Selection Committees and should also consider calling upon active APSP Trainees for their views on potential candidates in other venues.

■ Concrete, Relevant Training Themes

Several groups described above were recruited around solid training interests which were immediately transferable to the Trainees' work or volunteer activity. This characteristic is especially clear with the small business group, the English teachers, the epidemiologists, and most of the labor leaders. In the views of participants, the training received was directly useful to their work (or, in the labor leaders' case, to their union activities). The training provided a stimulus for innovation and growth and was readily transmittable to fellow workers.

Recommendation: The Mission may wish to review the process of training program design that resulted in these groups' higher levels of utilization of training. Factors at work appear to include communications with Trainee employers before training, training which is well suited to the backgrounds of the Trainees, and training that strives for a high level of direct applicability. The employers of BPSP candidates—directors of NGOs, heads of public sector offices, private sector enterprises—can make fundamental contributions to the design of particular training programs due to their knowledge of the particular human resource needs in their fields.

■ Strong Institutional Affiliations, Especially After Training

The most effective groups and individuals are those who preserve strong institutional affiliations. Normally, this link existed at recruitment and continued after return (such as the small business people with their local associations, the epidemiologists' health sector institutions, or other notable individuals from APSP groups in public administration or school administration). In other cases, the institutional link is a "surrogate" bond that was forged by Trainees after their return.

Concretely, institutional linkages appear to be an important factor in the effectiveness of the dairy producers' group and may explain their higher level of effectiveness in spite of their concerns about the quality of the training program. Fourteen of these Trainees come directly from dairy farms to which they returned, and others work with small farmers or agronomy students in agricultural extension and education.

Another example of the value of a strong institutional association is found in the small business training group, with its member linkages to a national small industry association. Most had been officers in their departmental associations. On return, they were able to use the associations as

a primary means for their own "multiplier effect" activities. A large percentage are active in grassroots business development in which they share their knowledge with other small business people through the structure of the local association.

An example of weak institutional support is the case of six impoverished small farmers in Potosí nominated by a community development officer in the departmental level Ministry of Agriculture. The Ministry person was removed from her job before the Trainees completed their training. The nominations of these groups were only nominally ratified by their communities, so that they enjoyed little local support. Although these rural Trainees are anxious to participate in applying the skills learned, they have limited resources of their own and have been left with no mechanism to use their training beyond their own individual efforts.

Those Trainees who have lost contact with their intermediary institution, often terminated through no choice of their own, frequently abandon attempts to apply their training in the workplace or play any active role in the community. They often find themselves frustrated in their attempts to move forward individually.

Recommendation: In addition to strengthening the selection process and improving the relevance of the training program design, expanded links with the intermediary organizations should assist the Training Office in providing a framework for Trainees to apply their training on the job or in their communities. Agreements can also be established with these institutions which would expand the likelihood of employer (or organizational) support for efforts by returned Trainees to undertake initiatives based on their training in the workplace. Finally, a stronger relationship with Trainees' employers may well improve the situation where Trainees return to find they have either lost their jobs, had their hours reduced, or been shifted to work unrelated to their field of study.

■ Geographical Clustering

This factor seems to account for the strong activities of the agriculturalist group, especially those in Bermejo. The fact that members of this group has been able to accomplish so much in their home community suggests that the model of training several people in the same training group from a similar area may provide a "critical mass" of Trainees who can look to each other for ideas and support. Beyond their geographic proximity, a number also participate together in a number of voluntary organizations such as the Cane Growers Association or in civic associations.

That this result is not inevitable is clear from the case cited above of disadvantaged Trainees from rural Potosí, who were all selected from a single province. Two factors seem to be at play here. First, distances between the communities in the province are large. Travel is on foot, and hikes of five and six hours separate the communities. Second, given the very minimal socioeconomic levels of these Trainees, the lack of institutional support for working together apparently is sufficient to make concerted action very unlikely.

These are both different from another kind of geographical clustering, in which Trainees from a single area have gone in different groups and do not know each other. Trainees in several cities recounted their surprise at meeting other APSP Trainees from their areas in the February

1992 National Meeting. The fostering of these post-training contacts must be a major focus of Follow-on activities.

Recommendation: The geographical clustering of Trainees may be a suitable approach for building a core of people in a locality of interest to the Mission. The counter cases suggest that Trainees may do best when some other supporting factor is there: an organizational structure in which Trainees participate, or a particularly appropriate training program.

■ Participation in Follow-on

A final element which appears to strengthen the effectiveness of several of the six groups is participation in Mission Follow-on programs. Receiving Mission support to implement a short training course leads selected Trainees to more actively develop their leadership skills as well to share, in some cases, the content of their training. While it is reasonable to turn to the most readily available groups to support as the Follow-on Program expands its activities, at present this opportunity of Follow-on support appears to be somewhat skewed. Of the 21 Follow-on events approved for the period July 1992 to March 1993, nine were proposed by members of the six groups cited above, and nine others from four other active groups (journalists, lawyers and judges, health educators, and short-term public administrators). That is, 85 percent of the sponsored events are rooted in 38 percent of the training groups.

Recommendations: General issues and recommendations relating to the APSP Follow-on Program are addressed in a later chapter. Here, with respect to enhancing overall Trainee impact, it is appropriate to reiterate recommendations made in 1991 concerning the need for Trainees to write action plans at the predeparture orientations in which they are asked to project the scope of their activities on return. In the cases cited above of small business people and English teachers, the Trainees' association or their employers have been receptive to the post-training activities of the Trainees. It was suggested above that employers and/or intermediary institutions be more actively involved in the design of training plans and more explicitly committed to providing a framework for Trainees to implement what they have learned in BPS training. It follows that intermediary institutions should also be involved in Follow-on programs and seminars in relevant fields, even as co-sponsors or initiators.

HOW CAN IT ALL BE DONE BETTER?

The emphasis of the impact assessment is on the degree to which Trainees have been able to apply their training. Nevertheless, Trainees were asked in focus groups to state what factors in their training experience, if improved, would have made them more effective in applying their training. Their counsel may serve as a basis to "fine tune" training design under BPS to enhance its applicability.

■ What Do Trainees Think of Their U.S. Training?

The results of the 1992 APSP/Bolivia survey confirm last year's study in showing that Trainees assess their training and their U.S. experience highly. Almost 76 percent of Trainees were either "satisfied" or "very satisfied" with the program, and over 52.3 percent characterized the program

as "better than expected." Even more impressively, all but three of the 172 interviewed (98.3 percent) for the survey stated they would recommend the program to others.

In spite of the high levels of satisfaction with the program, however, many Trainees had comments on their technical and academic training in the context of focus groups. Participants in focus group interviews were all asked to "grade" their technical training on a scale between 1 and 10. The means given below are not a scientific measurement of Trainees' assessment of the quality of their training. Participants in the interviews were not randomly selected, and group interactions surely affected individual responses. Nevertheless, they suggest the range of views held.

La Paz: Private Sector Trainees (5)	8.0 out of 10
La Paz: Public Sector Trainees (13)	7.4
Oruro: Women Artisans and Mothers' Clubs (13)	6.1
Oruro: Professionals (9)	8.9
Cochabamba: Short-Term Professionals (7)	6.5
Cochabamba: English teachers (7)	9.0
Santa Cruz: Short-Term Trainees (4)	7.0
Bermejo: Agriculturalists (3)	7.0
Potosí: Mixed group (7)	5.4
Sucre: Mixed group (4)	8.0

Trainees were very positive about the trainers who taught them and with the opportunity to get to know the United States and its citizens. Critical statements were made more often about the specific content of the training and its applicability. The following points were mentioned in several different contexts in the focus groups as suggestions for improvement. Certain Trainees' own words illustrate the views held by a broader sector of Trainees.

- **Trainees were sometimes troubled about the level of the training, which they felt was too elementary.**

This was not true of all groups. Nevertheless, a significant minority felt that the trainers, notwithstanding their enthusiasm and good intent, underestimated the background and capacities of the Bolivia Trainees. For example, an M.A. student said,

It was interesting and the subjects were adequate, but what was lacking was a coordination with the Trainees to see that the level of training was appropriate. We already knew much of the material covered, and the bibliography was both outdated and given to us too late.

A participant in a short-term technical group said,

We felt that the professors and trainers underestimated our experience and abilities. For example, they supposed that we had never seen a syringe or a dose of penicillin before. It is important to specify better what the training themes will be and the trainers need to have a better idea beforehand of the experience and

qualifications of the Trainees. We had trainers tell us, "I expected people who were much less well trained than you; now what do we do?"

Recommendation: Greater efforts to communicate to training institutions the experience and background of Trainees will lessen the perception that training is not cast at an appropriate level. More lead time, which will be possible under BPSP, will allow the Training Office and the new in-country contractor greater opportunity to sharpen the training plan with respect to Trainee background and to inform the training institutions opportunely. The greater involvement of the intermediary institutions in training design will be an important element in achieving this.

■ **Many Trainees were critical of the applicability of the training to the realities of Bolivia.**

This issue is related to the first. Since it appeared to some Trainees that the trainers were not well informed about their background, they found that the trainers offered training that included components that had little relevance to the Bolivian situation. Here, two issues were at play, the informational and the technological. Trainers who were poorly informed about conditions in Bolivia underestimated Trainee experience or misjudged Trainee interests. Second, some Trainees felt that aspects of their training, while interesting, could not be implemented due to the lack of particular technological resources in Bolivia (such as language laboratories, particular farm machinery, or scientific equipment).

A journalist said,

The contractor was not well acquainted beforehand with the makeup of the group, and it appear that they were not prepared in the field to provide us with adequate training.

And an English teacher reported,

I am only able to apply about 30 percent of what I've learned, even though I found the training to be very good. But we do not have the resources here [in Potosi] to teach using the methods we learned there.

Recommendation: Greater information provided on Trainee background, discussed above, will also allow trainers to design training more appropriate to country conditions. However, for training areas that the Mission considers critical, it may wish to bring a representative to Bolivia for a brief prior visit, giving the opportunity for the trainer to meet Trainees and become familiar with their working conditions before the Trainees travel to the U.S. This approach has been adopted by several Missions, to good effect. The additional cost of this could be compensated for by not sending a Mission staff person to Miami as chaperon with each group, as has been the practice in the past. The new non-stop air service from Bolivia should lessen any concern about Trainee travel; and Trainees are always met in Miami by a representative of the contractor.

■ **Many of the Trainees felt that the groups were overly heterogeneous.**

Most of the comments on this area pointed to heterogeneity at the level of education or experience. Even members of successful groups felt that the Trainees were too diverse to form a compatible training group. For example, several of the small business people felt that mixing artisans and those from small industries was not effective (this particular mix reflected the very heterogeneity of the association leadership). Journalists pointed out that their group included university professors, students, and professionals. Forestry group Trainees reported that the group was so diverse, ranging from biologists to landscape architects, that only very basic forestry issues could be addressed; those with backgrounds in forestry felt the course was repetitive of course work done in Bolivia.

One member of the dairy producers groups saw the problem of heterogeneity this way:

The heterogeneity could have been very interesting, since people got together and were forced to share and discuss things that normally would not have brought them together. But the program was too rigidly organized to really take advantage of this diversity.

Several Trainees in a short-term public administration course made a similar point, when they argued that Trainees from higher levels of public ministries were mixed with Trainees at a lower level of experience and status. For the former, the training was apparently unsatisfactory and cast at too elementary a level.

Recommendation: Trainees are often selected for a variety of reasons beyond their educational background and experience. Further, certain kinds of heterogeneity are useful to the goals of the program. Nevertheless, ample evidence exists in CLASP evaluation that Trainees find educationally homogeneous training groups more likely to fulfill their training expectations and to engender greater levels of applicability. Ensuring such homogeneity is not always easy. It requires a commitment to the specific training goals of the group's training plan and a willingness to resist efforts by intermediary institutions or other concerned parties to disregard the recruitment criteria. The Mission may wish to review selection procedures to lessen the pressures which produce heterogeneous training groups.

A potential contradiction may appear in this context, in which the goal of seeking greater involvement of the intermediary institution leads to increased pressures to accept its candidates regardless of the heterogeneity they display. The solution to this lies in the depth of understanding and commitment required by the intermediary organization to the goals of the Program, as well as the concomitant realization that the Training Division will apply objective selection criteria to all nominees.

■ **Trainees felt frustration with their inability to speak English.**

Finally, many Trainees reported wanting more English language instruction than they received. Of greater concern is the observation of Trainees from different groups that they encountered inadequate translators at different points in their stay. Some long-term Trainees whose course work was in Spanish complained that the lack of language skills after a year in the U.S. was a

defect in the program and denied them access to the broader university community. (Many of these voluntarily chose not to continue their U.S. language training under the pressure of their academic program.) Long-term Trainees—excluding the English teachers—often commented that they wished they had had more formal English courses before they left.

Recommendation: As was stated in the previous evaluation, frustration with English is a common condition among CLASP Trainees, and it is not possible to say how much English language training would be necessary to reduce the discomfort in the language. Nevertheless, the Mission should consider the provision of a low-cost, elementary home study course on cassettes for short-term Trainees, provided to them when they accept the scholarship. Long-term Trainees, even if their university training is to be in Spanish, should be offered the opportunity to attend a 3-month intensive course at one of the Centros Boliviano-americanos.

CHAPTER TWO: TRAINING IMPACT — CLASP IN BOLIVIA

Successfully measuring the impact of development programs depends on establishing a relationship between the nature of the program and the specific development-related outcomes that the program is designed to achieve. In the case of APSP, impact is measured by relating the effect of the U.S. training experience on the performance of returnees in bringing about change or stimulating outputs in pre-established areas related to Bolivia's social, political, and economic development.

This chapter looks at the principal APSP/Bolivia documents to see what guidance can be found there for conceptualizing impact. What objectives lie behind APSP? What were earlier expectations about Trainee impact, and how did those change through time?

OBJECTIVES OF THE ANDEAN PEACE SCHOLARSHIP PROGRAM

APSP/Bolivia began as the country-level component of the regional Andean Peace Scholarship Program under the overarching CLASP training initiative. No separate project paper was written for it. APSP/Bolivia thus incorporated wholesale the objectives stated in the CLASP Project Paper of 1985. The early goal of the project was to support human resource development "needed for the progressive, balanced and pluralistic development" of all countries involved in the Program.

Two purposes were derived from this broad goal: (a) providing previously unreached disadvantaged citizens with exposure to technical and academic training and to the United States (a later version of the Project Paper added, so as to counter Soviet influence in the region); and (b) increasing the number of U.S.-trained individuals at the "planning, implementation, technical, managerial, and administrative levels" of the country's public and private sector institutions (see Appendix A, CLASP Project Goal and Purposes, and Appendix B, A Chronology of the Andean Peace Scholarship Program).

END-OF-PROJECT INDICATORS

These broad mandates were not specifically narrowed for Bolivia to provide specific impacts expected at the completion of the Project. That is, the End of Project Status (EOPS) indicators of the original Project Paper were those considered to be in force for APSP/Bolivia. Three out of four of these EOPS stress outcomes only tangentially related to the impact that Trainees would exercise upon returning, and addressed instead project process measurements. Those indicators were (1) the number of Trainees who take part in the Project; (2) the creation of a recruitment and selection mechanism which can target disadvantaged populations; and (3) closer business and friendship ties between LAC countries and the U.S. because of relationships formed during training. The fourth EOPS indicator, measuring change in the number of "institutions or departments within governments or the private sector providing various development-related services because of the contribution of better-trained staff," refers directly to the use of training

in an institutional context. While the fourth EOPS is relevant to the effort undertaken here, it remains insufficiently defined. Other, more specific evaluation indicators were not established for APSP/Bolivia.

DETERMINING IMPACT: MEASURES OF ASSESSMENT

This lack affects the way in which this evaluation has been conducted, in the sense that impact is defined *a posteriori* using indicators which were not initially part of the project design. In this evaluation, "impact" is defined in terms of the concrete activities in which Trainees engage daily in the workplace and the wider community. The evaluation was designed to focus on outcomes related to APSP training in Trainee employment, activities on the job, educational endeavors, community participation, and changes in attitudes and aspirations. An additional area of interest included returnee activities directly

related to APSP/Bolivia Follow-on programming. The evaluation will pay special attention to the way that women Trainees have been able (or not) to apply their training and to serve as leaders and change agents.

Who Was Served by APSP/Bolivia?

The population characteristics of APSP/Bolivia were discussed at some length in the 1991 Process Evaluation and this information will not be repeated in detail here. Appendix C reports on general characteristics of the scholarship population and the degree of participation by special subgroups of the target population (e.g., male and female, and disadvantaged groups). It also reviews the distribution of awards by gender and field of study.

APSP/BOLIVIA AND MISSION STRATEGIC OBJECTIVES

In the future, impact could best be conceptualized with respect to the wider objectives of USAID/Bolivia's overall program. In the current Project Objectives Document/Annual Plan (POD) of the A.I.D. Mission, APSP and its successor project BPSP have been placed under Strategic Objective #4, "Improve Effectiveness and Accessibility of Key Democratic Institutions." This bears out the premise that the Experience America component of CLASP, in which Trainees have the opportunity to travel to the U.S. and to become familiar with U.S. values and practices, is of prime importance to the project in placing it within the array of critical mission activities.

However, the specific training themes developed over the past five years support at least four of the five current strategic objectives developed for the Bolivian Mission (USAID/Bolivia 1992). This is due to the fact that APSP training themes have been guided for the past several years by the principal areas of focus in the Country Development Strategy Statement, predecessor of the POD, and reflects the central program themes. Since the APSP recruitment focus is on disadvantaged populations, the Trainees themselves are often not situated to undertake fundamental initiatives in the strategic objective areas under which they have been placed in the following table. Nevertheless, they potentially constitute a grass roots level of support for Mission objectives. Linkages of theme between APSP training and current Mission priorities can be drawn in the following way:

Increase Trade and Investment				Improve Effectiveness and Accessibility of Key Democratic Institutions			
	Male	Female	Total		Male	Female	Total
1987: Short Term				1988: Short Term			
Hand Knitters: weaving, knitting, marketing	—	20	20	Journalists	24	10	34
1988: Short Term				Mother's clubs: organization and management	—	23	23
Agricultural producers: farm management	19	1	20	1989: Short Term			
1989: Short Term				Town mayors: municipal management	14	6	20
Agricultural producers: bee-keeping, hogs, chickens	12	7	19	Video producers: video techniques	13	1	14
1990: Short Term				1989: Long Term			
Agricultural producers: Leadership/agricultural production	14	6	20	Teachers: TESOL	13	12	25
1991: Short Term				Teachers: M.A. training in TESOL	—	2	2
Management strategies for business entrepreneurs	18	4	22	1990: Short Term			
Agricultural production: Rural leaders	18	3	22	Labor leaders: U.S. labor and leadership	12	2	14
Improve Family Health throughout Bolivia				1990: Long Term			
1989: Short Term				University professors: M.A. in economics	3	0	3
Medical technicians: vector-borne diseases	15	4	19	Teachers: E.S.L	4	17	21
1990: Short Term				University professors: M.A. in public administration	11	4	15
Health specialists: Epidemiology	18	4	22	1991: Short Term			
1991: Long Term				Elementary and secondary school administration	10	11	21
Health educators/ 10-month certificate	—	10	10	Mid-level career ministry administrators: Public administration skills	15	2	17
Reduce Degradation of Forest, Soil, and Water Resources				Lawyers and judges	8	11	19
1990: Short Term				1991: Long Term			
Forestry technicians: Forestry	17	3	20	Public Administration	9	1	10

The one strategic objective under which no direct support has been given by APSP returnees is Strategic Objective #5, the substitution of dependence on the coca economy through alternative development. Presumably this one area, represented by a large project and several subsidiary activities, has its own well-funded training component. This program has also tended to focus on one region of the country with respect to the recruitment of participants for international training, and a modality of third-country (not U.S.) training has been adopted. However, training in several areas may support Strategic Objective #5 as well.

STRATEGIC OBJECTIVES AND IMPACT UNDER BPSP

APSP training, begun before the development of current Mission strategic objectives, was nevertheless oriented to the principle areas in which the Mission evolved its objectives. This linkage is clearly also a more conscious goal for BPSP. A review of project planning for the new Bolivia Peace Scholarship Program shows that the project design has focused training in areas which directly relate to the current USAID/Bolivia Strategic Objectives. Trade and investment, while cast in Mission documents at a macroeconomic level, will be supported at a micro level by proposed training in agricultural extension (especially in non-traditional agricultural products), small business practices, and cooperative and small enterprise management. The support of key democratic institutions is embodied in the training of labor leaders, communicators, community leaders, private voluntary organization managers, and those involved in non-formal education. Improving family health is strengthened by the training of community health workers. Environmental issues are addressed in both short-term and long-term training. Again, only Alternative Development is not explicitly mentioned as a training theme in BPSP (although given the integrated development model adopted, common objectives are apparent in the training of tropical agricultural extension technicians and small business managers).

FINDINGS

The move towards establishing Mission Strategic Objectives serves to focus the Mission's program by introducing the goal of an overall coherence into all the development activities it undertakes. In APSP/Bolivia training, linkages can be drawn between the groups trained and the newly adopted objectives. Nonetheless, very little can be said at present with respect to *how* the training contributes to those objectives. Some preliminary indications appear in the next chapter in the discussion of the application of training in the work place. However, the conceptual links between particular APSP training themes and specific objectives remain largely intuitive.

RECOMMENDATIONS

Given reduced A.I.D. funding throughout the Latin American/Caribbean region, stand-alone training projects such as BPSP are only justifiable to the degree that they are consonant with Mission Strategic Objectives. Human resource development projects must be seen not as a separate sectoral activity but as a distinctive development tool which supports all sectors' efforts. This implies that training projects should be able to show how they support the Strategic Objectives in concrete ways, through a specification of the expected outcomes for training groups and how those outcomes relate to the broader objectives.

There is another reason for becoming more explicit in articulating the expected outcomes of individual training programs. The statement of expected outcome becomes one way of conceptualizing and measuring impact, since impact indicators can be developed which use them as a foundation. If expected outcomes are not defined beforehand, the task of describing the impact of a project in a persuasive way becomes considerably more difficult. The use of expected outcomes does not preclude the examination of unexpected benefits or problems resulting from

training. However, it does make evaluating the results more reliable and less subject to intervening factors which may dilute the relationship between training and impact.

The Training Office should specify in the training plan of each proposed BPSP group the explicit linkages between Mission Strategic Objectives and the proposed training. As Mission Objectives evolve, training themes should be reviewed periodically to maintain a close relationship.

While Strategic Objective #5, Alternative Development, is not directly supported under BPSP, several suggestions made as early as the Bolivia SIF should be incorporated into general training plans which support its goals. The Mission indicates that under BPSP the Experience America component will regularly discuss the impact of the drug trade on U.S. society, while showing sensitivity to the distinction between coca leaf and cocaine. Experience America can also expose Trainees to concepts of political compromise, consensus-building, and other practices which can help to maintain the present social tranquility with respect to the drug issue.

CHAPTER THREE

Employment and APSP/Bolivia Training

CHAPTER THREE:

EMPLOYMENT AND APSP/BOLIVIA TRAINING

This chapter focuses on the impact of returned Trainees in the work place. It begins by describing the *present work situation* of these Trainees, drawing on survey and focus group results. Trainee views of the *utility* of their CLASP training are examined next. Trainees describe the *impact* that they have had in the workplace, and employer views are summarized. Trainees also discuss the *obstacles* to the application of training that they encountered upon return. Finally, Trainees were asked to reflect on their U.S. training at this point to suggest ways in which *programmatic alternatives* might have made their training easier to apply and which would have increased their effectiveness.

DETAILED FINDINGS

■ Are Trainees Working?

Yes. Nearly all APSP Trainees are employed: 95 percent and only three Trainees surveyed (2.3 percent of the total) reported that they were without employment and seeking work, the standard definition of "unemployed." This low unemployment rate compares with an official unemployment rate of six percent in Bolivia. (Most knowledgeable observers believe the real unemployment rate is much higher, and figures of 10 to 12 percent are cited by social research institutions. Official unemployment figures define "employed" as working as little as one hour per week.)

Table 3.1 APSP Trainee Employment (Percentages)

	Men	Women	S-T	L-T	Total
Currently employed?	96.0	93.2	94.3	96.0	94.8
Unemployed, seeking work?	2.0	2.7	2.4	2.0	2.3

Source: 1992 APSP Returnee Survey. Does not include "unemployed, not seeking work" (2.9%). n=173

Ninety-seven percent of returnees also noted that they were employed prior to selection for their APSP scholarships. Both these findings highlight the policy of USAID/Bolivia in selecting older Trainees already actively engaged in the work force, as opposed to youth and recent graduates. These Trainees, who are experienced workers, readily returned to their jobs or moved on to better positions (see below).

■ Where Do Trainees Work?

APSP Trainees, like the population at large, do not restrict themselves to a single job. Over 38 percent of the women and almost 46 percent of the men (for a total of 42.3 percent) report having more than one job or source of income.

Trainees were asked to categorize their principal employment by sector. Those in the private sector were given the opportunity to specify whether they were self-employed, were small-scale employers, or were themselves employees. Table 3.2 summarizes Trainee responses (see p. 20).

■ **Did Trainees Find Their Training Relevant to Their Work?**

Yes. Over 83 percent of those surveyed stated that their U.S. training was in the area in which they were working at the time of recruitment, and an additional 5 percent observed that the training bridged both their occupational area and areas in which they are involved in voluntary activities. Nearly all of those presently employed (87 percent of men and 86 percent of women) affirm that their U.S. training was related to the field of work of their *present* job.

Table 3.2 APSP Trainees: Current Employment Sectors

	Female	%	Male	%	Total	%
Self-employed	8	11.6	12	13.3	20	12.6
Small Employer	4	5.8	8	8.9	12	7.5
Priv Sect Employee	18	26.1	15	16.7	33	20.7
Cooperative Employee	2	2.9	1	1.1	3	1.9
PVO Employee	10	14.5	7	7.8	17	10.7
Public Sector	15	21.7	29	32.2	44	27.7
Autonomous, Other	12	17.4	18	20.0	30	18.9

Source: 1992 APSP Returnee Survey. n=159

■ **Do Trainees Change Jobs?**

APSP Trainees show significant job mobility. Some 31 percent of those interviewed said that they were no longer working in the same job that they had before training. (Comparable figures are not available for the Bolivian work force at large.) No statistically significant variation exists on this response between men and women, short- and long-termers or between public and private sectors. Yet most Trainees who change jobs do not attribute the change to their APSP scholarship. Only seven percent of all Trainees report both that their job has changed and that the change is due to some circumstance resulting from their training.

Whatever the motive for job changes, most APSP Trainees, whether they changed jobs or not, are satisfied with their present position: some 82 percent characterize their present job or work activities as “better” than what they were doing before training, and only one respondent described his/her present job as “worse.”

Focus group interviews suggest that the job changes that occur are rooted in varying situations. Several Trainees in the public sector found someone occupying their position when they returned, and they were therefore obliged to find new employment (see “Do Trainees Receive Institutional Support” below). Several reported leaving their jobs due to their frustrations in implementing new ideas or knowledge. Other Trainees simply decided to take advantage of new job opportunities that presented themselves after returning.

■ **Was the Training Useful?**

Large majorities of Trainees asserted that the U.S. training has been either “useful” or “very useful” for their present job (84 percent), for learning new practical and technical skills (77 percent), and for a broader career advancement in the future (81 percent) (see Table 3.3). Employers were also asked if they felt the training was relevant to the present post of the Trainees. Over 90 percent felt that it was either “relevant” (45 percent) or “very relevant.”

While APSP Trainees rate the benefits highly for all these five job-related issues, some significant differences can be noted. An aspect of the training experience that is often cited (but perhaps

Table 3.3 Returnee Assessment of Utility of Training

	Not Useful	Minimally Useful	Somewhat Useful	Useful	Very Useful
For present job	3.1	3.8	9.4	35.2	48.4
For learning new practical skills	5.1	5.7	12.7	36.1	40.5
For career advancement in the future	5.0	4.4	9.4	38.4	42.8
For meeting Americans in the same field	7.5	11.9	13.8	28.3	38.4
For meeting countrymen in same field	19.0	7.0	18.4	29.1	26.6

Source: 1992 APSP Returnee Survey. n=158 to 159

not often explicitly included in training plans) is that of networking, in which Trainees meet both Americans and their fellow nationals in their field of study. Here Trainees seem to indicate the experience is less useful, especially in the case of meeting people from their own country.

■ Do Trainees Use Their Training at Work?

Yes. Here, the Trainees' use of training serves as a surrogate for their assessment of their ability to have some impact in their work. Over 57 percent (94 Trainees) responded that they used the training "very much," over 38 percent (63 Trainees) said "some," and less than five percent (seven Trainees) said "not at all." This result, in which almost six in ten Trainees say that the training has been very useful, is a significant achievement in designing relevant training programs.

■ How do Trainees Apply Their Training?

The responses that Trainees offer in describing how they use their training tend to be very specific. Trainees were asked to provide concrete examples of the way training may help them have an impact in their work. In the survey, open-ended responses were categorized, and it was found that 75 percent of the responses referred to instituting specific activities on the job; the rest were distributed among activities related to planning, communication, administration, and organization.

Since training is applied only in concrete instances, specific examples are helpful. What follows are statements by Trainees, drawn from many similar remarks made in focus groups by a range of Trainees. Each comment is identified by the training group in which the Trainee participated:

- *A Trainee from a short-term group of public administrators who went to the U.S. in 1991:*

I have tried to raise the consciousness of my colleagues in the Post Office, even with those with 15, 20, 30 years of service. We instituted two seminars on public relations for Post Office workers to change the image of the postal worker. We plan to extend this seminar to other offices.

- *A lawyer and judicial official who participated in a training group in Puerto Rico and the U.S. in late 1991:*

What was especially useful for me was the opportunity to be exposed to the latest publications in my field. Since my return, I have written a number of articles based on my work in the program, and completed a major project on prison reform to be considered in the national Congress.

- *A woman weaver who travelled to the U.S. in 1988 and formed part of one of the most economically disadvantaged groups:*

We haven't been able to implement the things we learned in the U.S. because we don't have the right materials to work with. But we have managed to organize ourselves better and to be more punctual. Those of us who were working for ADAM [a handicrafts cooperative] before it closed were producing more. And our overall finances have improved, after they taught us there how to administer both our own money and that of others.

- *A young journalist who travelled to the U.S. in 1988 with a large group of media specialists:*

As a result of learning about the U.S. approach to investigative reporting in covering cases of public malfeasance, we were spurred to carry out our own research here. With a colleague, I investigated the Municipal Government with respect to of supplementary salaries. And now we're less fearful of undertaking this kind of work and we're much more certain of what we're doing.

- *A small businessman who went to the U.S. in 1991:*

Personally, [the training] was very beneficial. As a result, I decided to initiate new business practices. For example, before, I delivered a product and that was that. Now I maintain a process of follow-up, to provide further service, and I try to figure out why some products don't sell, why they sit on the shelf, and then try to provide the client some alternatives. I don't say, "here are the products we have, choose from them," but rather I ask, "what is it you're trying to do?" and then try to design an answer that responds to his needs.

- *A university professor who earned an M.A. in public administration in 1990-91:*

I firmly believe that the best way to transmit knowledge is through academic study, and I presently have the means to transmit everything I learned in the U.S., both theoretical and practical, directly to the students.

■ What Obstacles Are There to Applying the Training on Return?

As reported above, a total of 42 percent of Trainees said that they used their training only “some” or “not at all.” These Trainees were then asked to respond to a range of reasons why they were not as successful in applying their training as program planners might have wished.

As Table 3.4 shows, the two principal reasons cited as limiting Trainees’ ability to apply the training were the lack of on-the-job resources and the inapplicability of the training to the realities of the country. No statistically significant differences exist in these answers by sex or sector of employment.

The Trainees also discussed in focus groups reasons why they have not been able to have the impact that they would have liked at their work. The lack of resources was also most frequently mentioned here, such as a Trainee in health sciences reported:

The laboratory technology we observed there we don’t have here, although we can use the teaching methods we learned.

However, other issues also came up. Several Trainees in the public sector discussed the *political difficulties* of applying their training (see the discussion of public and private sector training below). For example, a school administrator said:

Those of us in the school administrators group returned with considerable enthusiasm; we all wanted to share all our information on arriving. Unfortunately, there occurred a period of conflict in the local education hierarchy . . . there was no stability among school principals. This created obstacles for us; it has all remained half done.

Trainees also found that employers were sometimes unwilling to support them in their efforts to make modifications based on their training. As one English teacher stated,

At the beginning I was quite frustrated because I was unable to apply the innovative techniques learned due to the procedural restrictions that existed. But now in the new place where I work I am able to directly use much of what I learned there.

The high levels of positive assessment of the utility of training cited above seem to conflict with the view by a third of the Trainees that they are either unable to use their training on the job or use it in a limited way. It may be that the positive assessments represent an optimistic view of the training that recognizes the positive potential for application of the training now and in

Table 3.4 Reasons for Inability to Apply Training

	%	Responses
Resources not available	45.0	27
Training was not applicable to Bolivia	35.0	21
Training not required in present work	15.0	9
Superiors did not support Trainee	17.0	10
Was not authorized to implement	13.2	7
Training was not in current field of work	7.5	4
Co-workers did not support Trainee	7.5	5
Other reasons	26.7	16

Source: 1992 Returnee Survey. Totals add to more than 100 percent because Returnees could give more than one response. n=60

the future under improved circumstances. In terms of the present job, it may also represent the fact that there are other benefits besides the direct information gained, such as a perceived "credentialing" or increased prestige derived from the scholarship (the latter is discussed below).

■ Have Trainees' Job Opportunities Improved?

As shown in Table 3.5, nearly 80 percent of Trainees reported that their responsibilities on the job have increased since their return, and, of this number, 91 percent attributed the increase to their APSP training.

Employers of both short-term and long-term Trainees who were interviewed confirmed the trend to an increase in responsibilities on the part of Trainees. Of 33 employer responses, a majority of 18 said the returned Trainees' responsibilities had increased.

Table 3.5 Improvements in Job Situation (Percentages)

	Men	Women	S-T	L-T	Total
Responsibilities increased?	80.6	76.8	79.8	77.1	79.0
Received promotion?	39.8	25.0	33.3	34.0	33.6
Increased income?	58.1	42.9	53.0	47.9	51.5

Source: 1992 APSP Returnee Survey. n=152 to 163

A considerably smaller percentage, about one third of the Trainees, assert that they have been promoted after their return to Bolivia. More men than women (40 percent to 25 percent) reported promotions. However, of this third who were promoted, 92 percent attributed their advance to APSP training, and *all* the long-term Trainees concluded that was the case.

Finally, half of all Trainees indicated that their incomes had increased since concluding their U.S. training, and 85 percent of those receiving more pay felt it was due to their scholarships. No significant differences existed between men and women or short-term and long-term Trainees.

■ Are APSP Trainees Leaders in the Workplace?

Yes. The survey addresses leadership in a number of ways, including Trainees' perceptions of their relative "prestige" with respect to persons with whom they are in contact and whether they judge themselves to be more effective leaders as a result of training. When Trainees were asked if the training has helped them to be more effective leaders, they overwhelmingly agreed that it had. Table 3.6 shows that nearly 90 percent of those surveyed argued that the experience provided positive support to their leadership growth.

Trainees' own views of their leadership role is related to their assessment of the prestige they enjoy with respect to those with whom they are in interaction. Trainees were asked to judge how the APSP scholarship had affected their relative status, and most felt

Table 3.6 More Effective Leadership Skills (Percentages)

	Men	Women	S-T	L-T	Total
More effective leader?	88.6	91.2	89.5	90.0	89.7

Source: 1992 APSP Returnee Survey. n=172

Table 3.7 Perceptions of Trainee Relative Status (Percentages)

	Lower	Same	Higher
With co-workers	2.0	16.7	82.1
With boss/superiors	1.5	14.6	83.8
Own self-esteem	0.0	9.3	90.7

Source: 1992 APSP Returnee Survey. "With co-workers" excludes the unemployed. "With boss" excludes the unemployed as well as those who are self-employed. n=147 to 156, depending on variable.

that as a result of the training experience their prestige was either “raised” or “raised a great deal.” Table 3.7 summarizes the changes they reported.

Many Trainees stated in the focus groups that the leadership training they received was positive and useful, and reported that their leadership skills were greater. Some attributed their improved leadership skills not to the specific training, but to broader effects of the scholarship:

In my case, it is quite clear that my leadership capacity before and after has increased substantially, but I don't think that this is due primarily to the technical training, but rather to the impact of the whole experience. True, a better technician can be a better leader, but it was the experience of travelling to another country that really made the difference.

The training has given me a greater leadership role, such that here before we were only organized loosely, and now we are organized as a cooperative.

■ Multiplier Effect

A principal way that Trainees demonstrate their leadership is through communicating with others and sharing what they have learned with co-workers. Trainees were asked in the survey to estimate the number of co-workers with whom they work have shared their training experience. The definition of “shared” provided by Trainees was broad. It included activities from formalized short courses to informal conversations with colleagues about the content of their training or some aspect of their U.S. experience. Table 3.8 depicts Trainee responses, showing the range of responses by men and women Trainees.

The overall average for sharing the APSP experience with co-workers in the sample was 91 persons; if this number is used as an approximation of the population mean, this suggests that all APSP Trainees would have talked to close to 40,000 co-workers about their CLASP training. Some Trainees reported very large numbers which were atypical of the rest of the sample. If those who said they shared their experience with more than 200 persons are eliminated from the count in order to get a sense of what more typical Trainees may be doing, the average is considerably lower. However, it is still not insignificant; those reporting contact with less than 200 averaged 31 contacts with co-workers.

Table 3.8 Multiplier Effect: Trainee Contacts with Co-workers

No of Contacts	Women	Men	Total	%
1-9	12	19	31	20.1
10-24	25	30	55	35.7
25-49	12	20	32	20.8
50-99	8	6	14	9.2
100-199	4	6	10	6.5
200-499	3	2	5	3.2
500+	3	4	7	4.5
Totals	67	87	154	100.0

Source: 1992 APSP Returnee Survey.

The way people shared their training ranged widely: about 30 percent of those responding reported offering short courses and seminars; 30 percent stated that discussions with co-workers was the primary means; and 13 percent said they taught courses in the university in which they drew upon their training. Another 14 percent shared their training primarily in conversations with family and friends. The rest were divided among such responses as teaching adult education courses, teaching children, talking in meetings, and interviews in the mass media.

These figures indicate that APSP Trainees take seriously the obligation to share their experience with others. The Follow-on Program in Bolivia has already begun to support Trainees in the effort to be effective "multipliers," and this can become one of the chief purposes of the Program.

■ Do Trainees Receive Institutional Support?

Not consistently. Many Trainees have retained strong affiliations with the institution or organization that nominated them; others have developed new linkages after training which offers them the means to be effective multipliers in the workplace. Trainees who have not been successful in maintaining those links are the least effective. The importance of these relationships came out strongly in the focus groups.

It was reported above that 31 percent of Trainees have changed jobs since they returned. A job change does not necessarily mean that a Trainee is likely to have less impact, however, since in many cases institutional support comes from the Trainees' new institutions.

The reasons vary as to why such institutional linkages have not always been maintained by Trainees. Many are associated with the obstacles to impact discussed above. For example, some Trainees were nominated by a private voluntary organization which apparently had not conceptualized any real role for the Trainees on their return. In separate, unrelated cases throughout Bolivia, Trainees complained that although they had been recruited as grassroots leaders by several PVOs, the organizations showed no interest in permitting them to take on volunteer leadership activities on their return. Indeed, many felt that the PVO actively prevented them from becoming more active (see Chapter Six for one such case). These Trainees, who recounted their stories in focus groups and open-ended interviews, often felt frustrated and, due to their inability to implement their training, even guilty.

Public sector workers often suffer particularly from problems of institutional affiliation. Some find their career possibilities or the ability to act as multipliers of their training derailed due to political motives and conflicts (see Chapter Five). Such is the case of the long-term Trainee in one city, an English teacher who received training in English as a Second Language, who returned to find another person occupying her post. While she blamed her supervisor, an interview with the supervisor revealed that he was under severe pressures to accept the current occupant of the position. The supervisor had indeed made considerable effort to place the returnee in some slot, inappropriate though it was to her training.

In contrast, Trainees who have been supported to some degree by their employer or are closely linked to a voluntary organization described much higher degrees of effectiveness. Clear examples of the importance of this institutional support have been provided above in the discussion of successful training groups in Chapter One and of active volunteers in Chapter Four. In each of these cases, Trainees were able to call upon the resources of an association, their employer, colleagues, or a voluntary organization to carry out their work.

FINDINGS SUMMARIZED

Results of this review of the relationship between APSP training and Trainee impact at the workplace are mixed. The training is generally perceived by Trainees and by their employers to be useful; most feel that it has supported them in their present job, in career advancement, and in developing specific skills. Large majorities of Trainees also report high levels of employment, increased job satisfaction, and increased responsibilities on the job; about half also report increased income. A smaller percentage report promotions. In cases where obstacles are encountered, Trainees found a lack of on-the-job resources and the inapplicability of the training to be their principal problems. Consistent with some reservations about the direct applicability of the training is the finding that four in ten report using the training only "some" or "not at all" on the job. Nevertheless, many Trainees are able to recount in concrete detail examples of the training-related impact they have been able to have at their workplaces. Thus, the training programs are evaluated to be interesting and supportive of Trainees on the job. However, there remains a gap reported by a significant minority of Trainees, both in the survey and in focus groups, in terms of the training being consistently designed to directly support them in the workplace.

Trainees report sharing their training with co-workers on a substantial scale, averaging 90 persons with whom they have communicated their U.S. experience. Trainees also assert in great numbers that APSP training has made them better leaders.

RECOMMENDATIONS

The applicability of technical training is a key issue with respect to Trainee impact. The training design process should include a wide range of interested parties to ensure that the outline presented to the training provider is directly related to the candidates' needs. This can only be done if the Trainees themselves, or, if that proves impossible, technical representatives of the intermediary organizations that will nominate Trainees, have some role in developing the plan. While the basic thrust of training will conform to the Country Training Plan and to the specific Strategic Objectives that guide the Mission program, the details of *what is specifically required* in training needs the input of these persons.

This recommendation is reinforced by the findings reported in the section on Institutional Affiliation. Here, the importance of bringing aboard the intermediary organization into the BPSP process in a role greater than that of merely suggesting names of candidates is stressed. The employer or the volunteer organization should make a commitment to supporting Trainees on their return, in the same way that Trainees are asked to commit themselves to sharing their knowledge. While the vagaries of the public sector will always make such commitments less secure there, local-level public sector supervisors should also be involved in the process described in Chapter One in which the intermediary organization plays some role in fine tuning program design, in supporting the Trainee in the workplace, and in participating in or promoting Follow-on.

Finally, networking is a skill that is presumably shared by most Trainees. Most Trainees have been identified as leaders not because they occupy posts in formal, bureaucratic organizations

but rather through the active roles they take in organizations or on the job. Since only a minority of Trainees reported that the training was not particularly useful for getting to know U.S. colleagues or their fellow countrymen, this aspect of the program should be emphasized more explicitly to the Trainees. This would lead them to be consciously aware of, and reflect upon, the possibility of expanding their professional and social contacts during their scholarship. The Mission should include a consideration of the importance of networking in the predeparture orientation, and networking could be emphasized in the new work plans that Trainees will devise before leaving for the U.S. to be incorporated into Follow-on activities.

CHAPTER FOUR:

APSP TRAINING AND VOLUNTEER ACTIVITIES

This chapter presents findings from the survey and focus groups on APSP Trainee impact through their participation in civic activities and community organizations. It was found that most Trainees play active roles in community organizations, and many have increased their activities since their return from the U.S. training.

ARE TRAINEES ACTIVE IN COMMUNITY ACTIVITIES?

Most APSP Trainees reported that the training related most directly to their work activities. About nine percent of Trainees (6 percent of men and almost 12 percent of women) observed that the training related primarily to their volunteer activities, and an additional five percent stated that training addressed aspects both of their community activities and their work.

As seen in Table 4.1, about 76 percent of all Trainees were actively involved in volunteer activities before their training. Short-term Trainees were significantly more likely to take on volunteer roles (81 percent) than long-term Trainees (64 percent; significant at

Table 4.1 Participation in Community Activities (Percentages)

	Men	Women	S-T	L-T	Total
Participated before going?	77.3	73.7	80.5	64.0	75.7
Participated since returning?	78.1	74.3	81.7	64.0	76.5

Source: 1992 APSP Returnee Survey. n=173

a .02 level). Similarly, short-term Trainees were more likely than long-term to continue to be active in community affairs after their return. Nearly 69 percent of Trainees of those already involved also believe they are participating *more* in volunteer activities and community affairs than before they went to the U.S. Only four percent report a lowered level of participation. No significant difference was found to exist between male and female Trainees in their degree of participation.

Forms of Trainee Participation

As Table 4.2 shows, Trainees who are active in volunteer organizations take part in a wide range of activities.

The focus on educational activities by the greatest proportion of respondents suggests that these Trainees are acting as multipliers in direct contact with adults and youth. The breadth of the activities also demonstrates that Trainees are playing roles in many different spheres beyond their places of work.

Table 4.2 Primary Volunteer Activities (Percentages)

Educational Projects	18.4
Civic or Union Activities	17.0
Charity	15.6
Cultural	14.2
Community Improvement	8.5
Sports	6.4
Health Activities	6.4
Other	13.5

Source: 1992 APSP Returnee Survey.
n=141

Trainees were then asked to characterize their level of participation in the organization in which they were most active. Six activities, ranging from the least commitment of effort to the greatest, were presented as options. Table 4.3 displays Trainee responses. Analysis shows that almost 32

percent of Trainees involved in volunteer activities state that they carry out four or more of the suggested activities, and another third take on at least three.

Leadership in the Community

It will be recalled from Chapter Three that nearly 90 percent of those surveyed felt that the APSP experience provided positive support to their leadership growth. These same leadership qualities are applied by Trainees in the community. Such efforts affect the relative prestige of Trainees in volunteer activities as well as in the workplace. Trainees saw their status rise in the community and with their families, as reported in Table 4.4.

Multiplier Effect

Trainees establish their leadership roles by communicating with others. As at work, Trainees also act as multipliers with respect to their volunteer activities, sharing what they have learned with fellow volunteers and community members. Trainees were asked in the survey to estimate the number of people with whom they have shared their training experience beyond the workplace, in the community and among friends and family (Table 4.5).

Trainees reported speaking to an average of 137 people outside their work situations about CLASP training, which suggests that all of the APSP Trainees could have reached nearly 60,000 people. Following the method adopted in Chapter Three, if the "extreme" cases, those who said they shared their experience with more than 200 persons, are removed from the sample count to calculate a more typical average, the mean number of contacts remains a substantial 58 including family, friends, and community members.

Trainee Political Participation

A secondary goal of APSP/Bolivia has been to support and foment the democratic political process within the country. Trainees were therefore asked in the survey about their political participation, both in the formal governmental process and in nongovernmental procedures. This clearly can be a sensitive question, and some Trainees expressed reservations about responding. Its sensitive nature may account for what appear to be results inconsistent with the generally high levels of community activity reported above. Over a third of Trainees (37.6 percent) stated they did not participate in the political process; and nearly half of women Trainees (46.1 percent) said they declined to take part in political activities (significant at a .04 level). This presumably

Table 4.3 Role Trainees Play in Civic Activities? (Percentages)

Attended meetings	58.6
Planned events	70.7
Led events	53.8
Trained others	55.0
Acted as spokesperson	25.0
Held formal office	45.0

Source: 1992 Returnee Survey. n=140

Table 4.4 Perceptions of Trainee Relative Status (Percentages)

	Lower	Same	Higher
With family	0.6	16.1	83.2
With community	1.3	19.5	79.2

Source: 1992 APSP Returnee Survey. n=162

Table 4.5 Multiplier Effect: Shared Training with Others

Number	Female	Male	Total	%
1-9	4	4	8	5.3
10-24	24	26	50	32.9
25-49	16	17	23	15.1
50-99	8	16	24	15.8
100-199	3	14	17	11.2
200-499	6	14	20	13.2
500+	3	7	10	6.6

Source: 1992 APSP Returnee Survey. n=152

should not be interpreted that they do not vote in national elections (which is obligatory in Bolivia) or in the elections of associations or other organizations.

Of those who said they do participate in the political process, 94 percent say they vote in national and local elections, and 46 percent also vote in nongovernmental (i.e., union or association) elections. Over 26 percent say they participate actively in support of some political party (32 percent of men and 18 percent of women), and about 14 percent been active beyond merely voting in the elections of nongovernmental associations. A small percentage (7 percent of men, 5 percent of women) have taken part as candidates in elections. Most of those who report not participating in these public processes cite lack of interest and lack of time as the principal reasons for their non-participation.

APSP VOLUNTEERS: WHAT DO THEY DO?

A number of returned Trainees were particularly outstanding in the leadership roles that they have undertaken. In this section, several Trainees are highlighted to give a sense of their activities and their dedication. The names of these Trainees have been changed to protect the confidentiality promised them by the evaluators.

Rosario Puebla — Doña Rosario was born into a working class urban family in a mining city in the interior. Before learning about the APSP program she had already raised a family, assisting her husband by opening a seamstress shop, and had been actively involved in community and church affairs. She was working as a *promotora* or facilitator for mother's clubs when several of her women friends suggested that she apply for a fellowship for training in the U.S. The sponsoring organization showed initial reluctance, since they understood that APSP only wanted to consider members, and not those who work with members to help them reach their ends. The members of the clubs that Rosario supported organized a protest, and she was finally nominated and accepted as a member of an all-women group who came to the U.S. in 1988 to study community organization and child health. She found the training to be very appropriate to her work and feels that it contributed significantly to making her a more effective leader. On returning, she was not invited to continue to work in her volunteer position with the sponsoring organization. However, she was able to develop a similar role in a large city parish. Today, she works at the parish with over 500 disadvantaged women organized into mothers' clubs and an artisan cooperative. She is responsible for organizing training programs and for allowing members to use a workshop with sewing and weaving machines and looms. In addition, she is busily attempting to build a non-profit marketing network for the woolen products that members make.

Alfredo Camacho — A small businessman in a city in the interior, this Trainee earns his living by manufacturing artisan products. At heart an artist, Alfredo began his career with a technical education in manufacturing medical prostheses. When the market in his home city proved not to be favorable to his specialty, he developed skills in furniture making and upholstery and enjoyed some local success in

making colonial-style furniture. About five years ago, he was a founding member of the departmental association of small industry, and served as its president and in other board positions until he was selected as an APSP Trainee for the Small Business group in 1991. Since his return he decided to fundamentally reorganize his work activities based on the training received; he undertook a small-scale market research study and decided that children's wooden toys would be a more fruitful area. Working only with his son, Alfredo has begun the manufacture of toys and has established distribution ties in La Paz and other cities. Due to his years of continuous service on the executive board of the departmental Association, Alfredo is not permitted to serve in a leadership role this year. Nevertheless, he has placed his newly gained knowledge at the disposition of fellow members, and has held a series of seminars and one-on-one meetings with other small business people, acting as an adviser on business problems and proselytizer for improved business practices.

Miguel López — A young journalist and communications specialist who travelled to the U.S. with a large group of journalists in 1988, Miguel was impressed with the investigative journalism he observed during training. On returning to Bolivia, he found that many fellow journalists apparently held his U.S. training against him. They believed that he could not be objective about the role of the U.S. in his country after having accepted the scholarship. Miguel has used investigative journalism to reveal official wrongdoing since returning; he has recently changed from the print media to radio. As a volunteer, Miguel has taken on an important role in organizing a national social action network which has as a goal of stimulating young people to confront the grass roots development problems of their communities. These youth meet to formulate plans for civic improvement which they present both to local-level officials and to potential sponsors. As a result of Miguel's actions, a national congress of youth was scheduled for the current month.

Franklin Cerro — Franklin travelled to the U.S. in 1991 with a group of public administrators; he returned to a position with the health office in the municipal government of one of the larger cities. Franklin is active on the job and reports that the training was useful for his day-to-day activities. But in his spare time he actively works with grass roots organizations in the marginal neighborhoods of the city, where its poorest residents, most of them recent migrants, reside. Franklin is an organizer, and he recently designed and set up a public health education project on low-cost nutritious foods for most of the major urban *barrios* encircling the city. This "Food Fair" was supported financially by the APSP/Bolivia Follow-on program. Turnout was high, the atmosphere was festive, and the mass media covered the event as a significant news story. The event was to be repeated in four more areas around the city in the following month. Cerro, who adopted an unassuming role in the event itself, was almost singlehandedly responsible for its success.

These four Trainees have each made a contribution to their communities by volunteering in diverse activities. While their stories stand out, they are not unique. Many other APSP Trainees

have actively assumed leadership roles in community or special interest organizations or have undertaken activities on their own. Since the details of this are as varied as the Trainees themselves, it is not possible to generalize about their breadth or their effectiveness. Nevertheless, reports from the Trainees and from others informed about APSP/Bolivia suggest that Trainees play a significant role in many community organizations which are attempting to improve the lives of fellow Bolivians.

CONCLUSIONS: FINDINGS ON VOLUNTARY ACTIVITIES

Survey results reveal a generally active and committed Trainee population who take on many activities outside their work. APSP/Bolivia Trainees are identified to be leaders; and leadership can be as effectively realized in the community as on the job. Three-quarters of the Trainees were already active before training, and an equal number continue to participate in volunteer activities at present; of those, nearly 70 percent say they are more active than before.

It is not possible to say with assurance to what degree APSP training has contributed to this perceived increase in volunteerism. Nor can it be said with certainty that the four Trainees highlighted above would not have been active leaders in both their work and in volunteer activities without APSP training. On the other hand, they and many other Trainees attribute their present roles, at least in part, to the "stimulus" or the "vision" that the U.S. training experience provided them.

RECOMMENDATIONS

While 85 percent of short-term Trainees reported being active in community or educational activities prior to training, only 64 percent of long-term Trainees made the same statement. Leadership qualities and actions evident in the workplace are, without question, important criteria for selection. However, a well-rounded leader would normally be expected to be active in some aspects of community life beyond work. The Mission may wish to expand leadership definitions to include some volunteer activity for all long-term Trainees under BPSP.

Under present project design, it is not possible to determine how APSP training reinforces community activities. This difficulty can be reduced if the Country Training Plan or individual group training plans anticipate expected results in Trainee participation in volunteer activities, against which outcomes can be assessed. This recommendation is meant to reinforce those of Chapter Two, which suggest that training group objectives be designed to support Mission Strategic Objectives.

CHAPTER FIVE

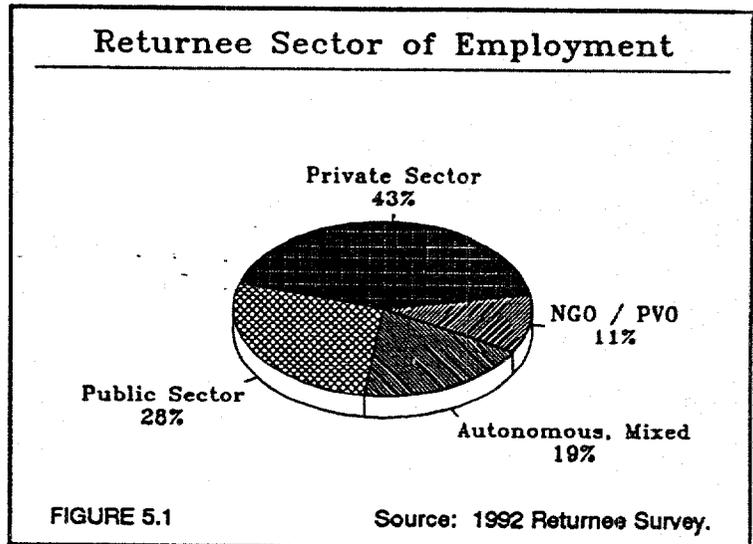
Public and Private Sector Contrasts

CHAPTER FIVE: PUBLIC AND PRIVATE SECTOR CONTRASTS

USAID/Bolivia has been interested in whether there are significant contrasts between Trainees working in the public and private sectors with respect to their ability to apply their APSP training as well as their perceptions of the utility of training. The answer to both topics, derived from the evaluation, is "yes, with qualifications." Focus group results revealed a range of stated concerns by Trainees working in the public sector. However, analysis of the quantitative data from the survey reveals few significant differences in the two groups with respect to job satisfaction or the perceived utility of training.

The discussion of providing scholarships for the public and private sectors is a sensitive issue at this moment in Bolivia. The theme led many Trainees to consider not the relative benefits of directing scholarships to one or the other sector, but rather to the broader privatization process that the Bolivian government is currently undertaking. The strong tradition of state activity in the economy leads

even private sector Trainees to assume that training will, by preference, be directed to state employees. Many of them argue that training in the private sector should *also* be provided. In fact, however, of the 431 Trainees sent to the U.S. under APSP, 28 percent of the Trainees were chosen from the public sector and 19 percent more were from the state-supported "autonomous" and "mixed" sectors.



TRAINEES COMPARE PUBLIC AND PRIVATE SECTORS

When Trainees compared the two sectors, most mentioned the bureaucracy, the politicking, the political intrigue, and the inefficiencies perceived to exist in the public sector as obstacles to applying new skills acquired through training. Trainees felt nearly unanimously that new ideas or programs were more difficult to initiate in the public sector than in the private.

Indicative of this perspective is the following interchange from a focus group. One public sector Trainee stated that he felt that those with good ideas *can* have their voices heard and overcome bureaucratic resistance to new ideas, and he mentioned several procedural changes he had implemented. Another state employee immediately challenged this view, arguing that the changes mentioned did not get to the core of state inefficiencies. The first Trainee then agreed that fundamental changes were less attainable:

When I say that change in the public sector is possible, I mean at the level of daily procedures, in designing a better form or conducting a better meeting. It's

true that if you want to make fundamental changes in the public sector, that is not possible.

As another said, "there is no problem with giving opinions, but the problem is getting them adopted."

A very few Trainees felt that innovations introduced by public sector employees could be more thoroughgoing than that. As one said, the key to change is to design concrete activities which will be perceived as being so beneficial to many groups that no one can oppose them, regardless of their party affiliation.

Others in the public sector feel that the only way to introduce innovations and improvements is through entering into the partisan process themselves:

To bring about real change, you have to enter the political arena directly. Otherwise, it is impossible for intermediate levels to effect change. To do that, you have to be ready to fight with half the world.

Political considerations handicap the efforts of Trainees to implement change. A Trainee who was a small-town mayor introduced a basic reorganization of her municipal government, but the changes were wiped away when the political opposition won the next election. Another said, "at the level of school principals it was very hard to implement anything due to political changes. I have personally been able to do more at the level of my teaching colleagues."

Some public sector workers, especially those in the lower levels of the education sector hierarchy, report encountering real resistance to their efforts to apply their training not from their superiors but from their activist unionized co-workers. These Trainees, from short-term public administration, school administration, and other groups, reported being excluded from professional activities and frequently being challenged by the unionized colleagues, who accused them of having been brainwashed in the United States or of being spies. Many of those who challenged the APSP Trainees have gone, according to the Trainees, to Eastern Europe and Cuba to study leadership and organizational skills. This experience was even more common for several of the labor union Trainees, some of whom have been expelled from the Bolivian Workers Center.

Some of this contentiousness may be based as much on co-worker jealousy as on ideology. As one Trainee put it, "In the public sector, at least in some areas, when you go off to some other country to study, it is often held against you by your colleagues, both because of *envidia* (jealousy) and for ideological reasons. You aren't allowed to develop yourself, especially among the workers. In the private sector, your work is what counts. So there you meet no obstacles for advancing yourself."

Finally, it was only among public sector employees, working in secondary schools, the universities, and government ministries, that reports recurred of Trainees losing their positions while in the U.S. receiving training.

Private sector employees also generally agreed that application of skills acquired through training was more difficult in the public sector than in the private. They pointed to the relative freedom they enjoyed in taking risks, trying new techniques, and in avoiding bureaucracy, in comparison to the public sector employees they knew. Several small business Trainees recounted how they had shifted from the public sector (as teachers or employees of state bureaucracies) and affirmed their contentment with their new situation.

Survey Results: Public and Private Sectors

In spite of these negative views offered in the focus groups, public sector employees responding to the survey were no more likely to mention obstacles to implementation than private sector workers. These public sector workers report equally high levels of satisfaction with their present work. They also were equally likely to say that they were able to put in practice what they learned and to argue that the training was "useful" or "very useful" for improving their professional capacity and learning new techniques for their current job. Likewise, a similar percentage of those surveyed in the public and private sectors said that their responsibilities had increased in their present work since returning from training.

Surveyed public sector employees differed notably from their private sector counterparts in two areas of personal career advancement: promotions and increases in income. Some 44 percent of private sector Trainees—54 percent if self-employed Trainees are separated out—reported receiving promotions, while only 22 percent of public sector employees had been promoted. And 71 percent of private sector Trainees reported increased income, while only 33 percent of public sector employees received higher salaries. Rewards are more limited in the public sector, and for many the scholarships themselves may have been granted as awards.

ARE TRAINEES LEAVING THE PUBLIC SECTOR?

If the information in the CIS biodata is compared to the two recent returnee surveys, a growth in private sector employment and a reduction in the percentage employed by the state are apparent (see Table 5.1). CIS biodata, collected at the time of Trainee selection into the program, indicated that 38.8 percent of Trainees worked directly in state agencies and 19.8 more work in autonomous institutions (principally, the universities) or in mixed enterprises. The returnee survey conducted in October, 1991, found approximately 33 percent of the returnee sample working in the public sector at that time. The present 1992 survey continued the downward percentage of employment in the public sector, with only 27.5 percent currently identifying a job in the public sector as their primary occupation. This downward shift in the number of public sector employees from the time of recruitment to the present is statistically significant (with "significance testing with proportions" at an α of .05). While the overall numbers may be small, a shift away from the public sector

Table 5.1 APSP Trainees: Employment Sector

	Selection	1992
Priv Sect / Co-op	23.4	43.1
PVO Employee	18.0	10.6
Public Sector	38.8	27.5
Autonomous, Mixed	19.8	18.8

Source: CIS Biographical Database, 6/30/92 and 1992 Returnee Survey. Totals may not equal to 100 percent due to rounding. n=

apparently reflects some Trainees' frustrations with the structural restraints encountered there with respect to the ability to apply the training on the job.

FINDINGS

The working hypothesis that public sector employees encounter more difficulties than private sector Trainees in applying their training is supported by focus group results. Yet survey results are similarly positive for both groups in terms of their contentment with their jobs and with the utility of training. Differences appear most strikingly in the area of career advancement, where private sector employees receive more promotions and salary increases.

RECOMMENDATION

The evaluation is not able to recommend decisively, from the data collected, in support of either an end to public sector training or an increased emphasis on it. Mission Program considerations, especially in the process of making training objectives more consistent with Mission Strategic Objectives, should determine whether BPSP will continue to support public sector Trainees at the same level as in the past. While private sector Trainees generally report greater ability to mold their training to their work situation, policy objectives may require BPSP implementers to continue to send a significant proportion of Trainees from the public sector. If the role of the employer and intermediary institution is expanded in selection, program design, and Follow-on, as has been recommended in Chapters One and Three, many of the obstacles recounted here that public sector Trainees face as returnee change agents could be removed.

CHAPTER SIX: WOMEN IN APSP/BOLIVIA

APSP/Bolivia and the CLASP program in general have been unique in the percentage of women selected for A.I.D. training. APSP/Bolivia nearly met the program mandate of 40 percent, awarding 169 women with scholarships for U.S. training, or 39 percent of the total. Women were well represented in all categories of training. For example, of 90 long-term scholarships awarded, women were awarded 47 (52 percent), and of the 77 academic awards, women received 36 (47 percent).

Women were relatively underrepresented in several training fields, however, where it is apparently more difficult to recruit women. Examples have been several agricultural groups, forestry, mid-level career public administrators, and small business people. In most of these fields women are represented in the work force; however, the recruitment process adopted through intermediary organizations may have resulted in the relatively low percentage of women in those groups.

APSP/Bolivia adopted the modality of all-women groups for two training groups, a 1987 group of hand knitters (the first APSP group to travel to the U.S.), and a 1988 group of representatives of mothers' clubs who studied child health and organizational issues. Both were characterized as some of the most economically disadvantaged Trainees, coming from poorer urban working class neighborhoods or from rural areas.

Many of the other women Trainees have been, in contrast, professionals in education, health, public administration, and law. Educational levels of women have been higher than men, if the two all-women groups are discounted. The women of APSP/Bolivia therefore represent a diverse population in social class, educational levels, and ethnic origins.

SURVEY COMPARISONS

A review of survey results is striking in the degree to which men's and women's answers are similar. Only in a few dimensions are there statistically significant differences in answers related to the sex of the respondent.

- Women Trainees are more likely than men to say that the U.S. training experience was "better than expected."
- Men are more likely than women to say that their present job is "better" than the job they had before training.
- On the other hand, women are much more likely to say that the training has been "very useful" for their present job.

- Men are more likely than women to report promotions or salary increases on the job, and women to assert that lack of support from colleagues has made implementing their training more difficult.
- Women were less likely than men to say they learned "a great deal" about U.S. democratic institutions or the U.S. free enterprise system during their APSP scholarship.
- Women are less likely than men to say they participate in the political process in any form.
- Women are specifically much less likely than men to have presented themselves as candidates for positions in associations or other voluntary organizations.

Two focus groups consisted entirely of women, and several other groups had members of women-only training groups. The latter Trainees tended to be very positive about the U.S. experience, if sometimes ambivalent about the present value of the training. These Trainees were asked to describe concretely how they had been able to use their training, and spoke in the following terms:

"We learned how to conduct meetings with an agenda, planned out; before, all our meetings had no order to them."

"We provided training courses in our mothers' clubs on women and traditional medicine. We used sociodramas as well."

"We've made first aid kits for all the mothers' clubs."

At times, however, these Trainees have been frustrated in their attempts to apply their training. For example, several women from the mothers' clubs group, in different cities and not presently in contact with each other, independently reported difficulties in working with the intermediary organization which sent them. One put it this way:

I've encountered real obstacles working with [the intermediary organization]. They have never given us the room to develop ourselves as leaders. They put rocks in the road, creating obstacles for us when we tried to pass on what we had learned. I think it was due to envy, both from the leaders of the groups as well as from the women themselves. A Mother's Center is sometimes a can of worms. But in spite of these problems, I have been able to work with one of the mothers to do quite a few things in the groups. The resistance is less now, because we have managed to capture the attention of the women and to begin to guide them.

The other all-women group, the hand knitters, also reported difficulties in application. Their difficulty, however, lay in the training. The one thing they all wanted to learn, machine knitting, was only offered for one day in their month-long course. While enthusiastic about the experience and the people, most agreed with the one who said, "We only went to see the sights; we didn't learn the things we wanted to." When the Trainees were asked if they had voiced

their concern to their trainers, they admitted that they had not, being afraid that the trainers might be offended.

THE ROLE OF ALL-WOMEN'S GROUPS

Both men and women Trainees were consistently asked in the focus groups if they felt the particular "mix" of male and female Trainees they experienced was suitable, and what they felt would be the ideal proportion of men and women Trainees. These discussions with Trainees suggest that all-women groups may be appropriate for Trainees from lower socioeconomic strata. Many of these Trainees reported that their husbands would not have been willing to let them travel with other men in a training group. Such cultural beliefs held by husbands may make it impossible for some women to take part in scholarship training except in all-women groups (unless, as one woman brightly suggested, they could go with their husbands).

Women Trainees who were small minorities in training groups, between, say, one and five members of a group of 20, often found themselves isolated and uncomfortable. As one woman put it, "if there are only a couple of other women and you don't happen to get along well with them because of regional or cultural differences, or just because of personalities; you feel all alone. I really felt lonely in my group, even though there were three other women."

Given the disparity in power often expressed in gender relations, the isolated woman may feel much uneasier with her situation than the isolated man in a group in which the majority are women. No male Trainee ever expressed the same kind of concern about being in the minority.

Finally, most Trainees argued that the best mix was a balanced one, in which groups approximated a 50 to 50 ratio between men and women. While recognizing that this may not be possible in all cases, Trainees felt that training opportunities should be equally available to both sexes.

RECOMMENDATION

All-women training groups may be appropriate for certain economically disadvantaged groups, whose Trainees might not be able to participate otherwise. Barring that possibility, BPSp should avoid forming groups with disproportionate numbers of either men or women. Every group should have a balanced proportion of women, not just two to four. In the case where only a few women were sent in a group, a larger proportion of women would have ensured that most women would have some one or two fellow Trainees to look to for mutual support.

As noted, several focus groups composed of both men and women reached consensus that training groups should ideally be composed of 50 percent men and 50 percent women. While CLASP goals only suggest a minimum 40 percent goal for women, the Mission should consider setting its own goal of sending 50 percent women under BPSp to provide a wider array of training opportunities to a group which has traditionally had less opportunity.

CHAPTER SEVEN

Experience America

CHAPTER SEVEN: EXPERIENCE AMERICA

Changed opinions about the U.S. and a broadened understanding of U.S. society are areas in which the APSP training experience has conspicuous impact. Trainee views on the "human" side of the training experience and their contacts with U.S. citizens are analyzed in this section, as well as more general ideas about U.S. society compared with Bolivia.

Typically, Trainees distinguish their day-to-day experience in the U.S. from broader opinions and understandings of American society. In the first case, Trainees talk about their contacts with trainers, their homestays, and certain planned activities in which they participated. In the second, Trainees reflect on the impressions that the U.S. democratic system, the market economy, and ethnic pluralism have left with them. Almost all have a great deal to say about their personal experiences and their views of the U.S. people. A smaller proportion of Trainees are explicit about the broader analysis of U.S. society, either because they are less willing to articulate these views to outside researchers or because they consider the more general issues of democratic institutions or the problems of advanced market societies less relevant to their own lives. Regardless of their ability to compare democratic systems (addressed below), Trainees report that in almost all cases their opinions of the U.S. people and government have improved.

TRAINEES CHARACTERIZE THE U.S. PEOPLE

Trainees were asked on the Returnee Survey how they would characterize the people of the U.S. on a 5-point negative/positive scale. The traits in question were friendliness, fairness, generosity, and prejudice. Returnees were asked to rate the perceptions that they recall having before training compared to their perceptions at the time of the interview. For all Trainees interviewed, at least nine months had transpired between their return to Bolivia and their survey interview; for some, those who went to the U.S. with the first Trainee groups, as many as four years had gone by.

Perceptions of the U.S. people moved from a less positive to a more positive perception in every dimension, as shown in Table 7.1. (Responses were reduced for presentation purposes from a 5-point scale to one corresponding to "negative," "neutral," and "positive.")

Table 7.1 Characterization of U.S. People by Returnees (Percentages)

Trait:		Score:			Mean (1-5)
		Negative	Neutral	Positive	
Friendly:	Before (n=170)	41.8	14.1	44.1	2.947
	Now (n=172)	3.5	9.3	87.2	4.314
Fair:	Before (n=169)	25.4	26.0	48.5	2.695
	Now (n=171)	5.3	17.5	77.2	3.959
Generous:	Before (n=168)	32.1	30.4	37.5	3.006
	Now (n=172)	7.0	19.8	73.3	3.959
Unprejudiced:	Before (n=168)	48.8	18.5	32.7	2.649
	Now (n=172)	27.9	15.7	56.4	3.366

Source: 1992 Returnee Interviews

Especially notable is the increase in the positive perceptions in the areas of friendliness (a positive shift of 43.1 percent, from 44.1 percent before to 87.2 percent now), generosity (a positive shift of 45.5 percent), and fairness (a 48.5 percent positive shift). The shift towards the positive end of the scale was less pronounced in lack of prejudice (23.7 percent).

These positive sentiments towards the U.S. people were borne out in focus groups. Most Trainees spoke warmly of the Americans whom they had come to know. Trainees often repeated the observation that they expected the people of the U.S. to be much colder than they found them to be; the cordiality of Americans surprised many. A small number, apparently with less positive experiences, were confirmed in their belief that U.S. citizens were distant and unfriendly.

The first line of contact in forming an opinion of individuals was the trainers themselves. When criticisms were made of the relevance of a training course design, many Trainees felt obliged to first compliment the dedication, hard work, and graciousness of the trainers and to attribute the perceived shortcomings to other causes.

THE HOMESTAY

The most important experience for broadening Trainees' experience of U.S. daily life was the homestay. Not all Bolivian Trainees were offered this experience, though most were able to spend at least an evening in the home of a U.S. citizen. But for those who experienced a homestay, this was the point of reference for their views on U.S. families, on U.S. materialism, and on contrasts in gender roles among Americans and Bolivians.

Trainees were almost universally positive about the experience. Many commented that they were initially reluctant or afraid to undertake the homestay and dreaded it before it happened due to their lack of English. However, once undertaken, most were content when they saw that communication was possible. Most Trainees expressed their appreciation with the warmth, generosity, and solidarity that the homestay families demonstrated. Trainees recounted a wide variety of activities and events in which they participated as a result of the homestay. One Trainee's views represent those of many:

It was a moving experience, the fact that the families made every effort to share and communicate with us, even though we knew nothing of English . . . At the beginning, it was hard, but we managed to mold ourselves to the family. They did all they could to make us feel comfortable. We resorted to drawing little figures, to sign language; it was delightful.

Negative comments on the homestay were heard when the hosts fell into two categories: when the hosts were from lower socioeconomic levels; or when the hosts were either Spanish speakers or not native born. Trainees apparently expect to be introduced to middle class families, similar perhaps to those seen in television shows imported from the U.S. Those who were sent to visit families who were originally from other countries apparently felt cheated of the chance to get to know "real" Americans.

Recommendation

The homestay is key to forming social relationships with U.S. citizens outside the training course itself, a conclusion confirmed by APSP Trainees themselves. All BPSP Trainees should be provided a homestay. Past recommendations in CLASP have suggested that middle class and working class families (as opposed to low-income or newly arrived immigrant families), as typical

of the great majority of the U.S. population, are the most appropriate hosts for homestays. However, Trainees should be provided with sufficient orientation to the U.S. to convince them that Spanish-speaking families or families of other national origins are fully representative of U.S. society.

THE BROADER PERSPECTIVE: ASSESSING THE U.S. GOVERNMENT

The Trainees were also asked to comment on their understanding of the U.S. government and other components of U.S. society on a more general level, both in the survey and in focus groups. They indicated on a 5-point scale how they would characterize the U.S. government according to four variables, recalling their opinion before beginning their U.S. training and expressing it now, after returning to their home countries. The government was assessed in the areas of justice, generosity, responsiveness to its own citizens, and sensitivity to other countries.

Table 7.2 shows that Trainees reported positive changes in their opinions in every area of consideration. By grouping responses into three points, as done above, percentage shifts can be determined. For all four variables, the shift in ratings towards the positive end is between 18.4 percent and 25.5 percent. In other words, about a quarter of the Bolivian Trainees report having changed their assessments of the U.S. government from either negative or neutral views to positive opinions after APSP training (and a third to a half already held positive opinions prior to training).

Trainees were also asked to what degree their participation in APSP training increased their understanding of different aspects of U.S. society. Table 7.3 shows that between 40 and 60 percent of Trainees feel they learned "a great deal" about the various components queried. More Trainees were willing to say that they knew most about family relationships

and about the various kinds of people with whom they interacted. The more abstract categories of volunteerism, leadership patterns, democratic institutions, and the free enterprise system all attracted more respondents who said they learned "nothing."

Table 7.2 Characterization of U.S. Government by Returned Trainees (In Percentages)

Trait:	Score:	Negative	Neutral	Positive	Mean (1-5)
Fair:	Before (n=164)	41.5	26.8	31.7	2.695
	Now (n=167)	20.5	22.3	57.2	4.000
Generous:	Before (n=163)	34.4	23.3	42.3	3.061
	Now (n=169)	13.6	19.5	66.9	3.752
Sensitive to Own Citizens:	Before (n=165)	26.7	26.1	47.3	3.224
	Now (n=169)	14.2	20.1	65.7	3.704
Sensitive to Other Countries:	Before (n=166)	44.6	20.5	34.9	2.753
	Now (n=170)	22.4	20.0	57.6	3.488

Source: 1992 APSP Returnee Survey.

Table 7.3 How Much Did Trainees Learn About . . . ?

	Nothing	A Little	A Great Deal
The U.S. Family	4.6	35.8	59.5
The Role of U.S. Women in the Family	7.6	38.0	54.4
Racial & Ethnic Diversity in the U.S.	8.1	32.9	59.0
U.S. Leadership Patterns	11.7	45.6	42.7
U.S. Democratic Institutions	18.8	44.1	37.1
U.S. Free Enterprise System	20.5	38.6	40.9
Volunteerism in the U.S.	23.3	34.9	41.9

Source: 1992 APSP Returnee Survey. n=170 to 173

Differences exist among women's and men's answers in three categories: women were significantly more likely than men to say they had learned "nothing" or only "a little" about U.S. democratic institutions, U.S. leadership patterns, and the U.S. free enterprise system. Not surprisingly, the short-term/long-term experience also revealed contrasts in what Trainees felt they had learned. Short-term Trainees were significantly more likely than long-term Trainees to say they had learned "nothing" or only "a little" about the U.S. family, U.S. ethnic diversity, and volunteerism in the U.S. (but not about democratic practices or the free enterprise system).

OPINIONS ABOUT THE U.S.

When asked to list what they liked most about their experience in the United States, 23 percent ranked in first place some aspect of the discipline, scheduling, and punctuality of U.S. citizens. Another 17 percent mentioned the course of training itself, and about 11 percent mentioned some aspect of the infrastructure (the highway system, facilities at the university or for the handicapped, airports). The rest were divided among a range of themes. Less than five percent mentioned more abstract issues of individual freedom, respect for law, and volunteerism. Clearly, most Trainees responded in terms of the concrete daily experiences they had.

Dislikes ranged even more widely. At the top of the list was racial problems and discrimination, with about 13 percent. Numerous Trainees also mentioned the ignorance of U.S. citizens about Bolivia, and crime and drugs. Program-related dislikes were the food (6 percent) and the shortness of the stay (12 percent). Nine percent said they disliked "nothing."

ASSESSING DEMOCRACY

Trainees were asked to compare the U.S. and Bolivian democratic systems in the focus groups. Several themes arose from that comparison:

- The U.S. political system strikes many Trainees as more efficient and orderly than the Bolivian system, especially due to the strength of the 2-party system.
- Trainees noted that at the local level the U.S. system is very participatory, such as in school matters or municipal government. One short-term Trainee's words embodied this view:

"I was impressed by the way the public is consulted on the issue of creating new municipal taxes. I also saw how local level governments held open discussions on specific issues—hiring a driver, buying a new police car—that was highly participatory. This was very positive and democratic."

- Many noted, however, that a considerable minority of U.S. citizens are not interested in politics. They were aware that elections often have very low rates of participation. Many Trainees expressed surprise at the low levels of knowledge of U.S. citizens about public issues and especially about foreign affairs. A long-term Trainee expressed her view in this way:

"The level of participation is quite low, and so political life is manipulated by just a few groups, and this is not very democratic . . . And this is consistent with the make-up of the American, which is totally pragmatic. They are not interested in politics, but rather in their own personal life."

- Trainees often mentioned the relative rectitude of U.S. public life, referring to the degree to which human rights are respected, laws are observed, and taxes paid. This compared favorably with most Trainees' views of their own country.

"I concluded that the U.S. is the only country which is truly democratic, which allows opposition parties to win elections. This never happened here until this more recent government; it was very rare before that. Also, laws are obeyed in the U.S., but in Bolivia, not so; the laws are for the poor, for those who have nothing."

- Many Trainees commented on other aspects of U.S. public life which they found disillusioning. Chief among these were concerns about observed poverty and about discrimination suffered by minority races and ethnic groups. The April riots in Los Angeles were mentioned by many.

Findings

In discussions, many Trainees made perceptive and thoughtful comments about their exposure to U.S. society and about its political and free enterprise systems. Nevertheless, others apparently had less structured exposure to U.S. society. A few groups had very few experiences which led them to reflect on broader issues of U.S. society. The particular activities undertaken by different groups were so diverse that it is difficult to determine what Experience America goals were.

Recommendation

In Chapter One it was recommended that each training plan under BPSF develop its expected outcomes more explicitly in relation to the overall Mission Strategic Objectives. It is recommended here that the particular goals of Experience America activities also be explicitly stated in each training plan, so that the effects of such activities can be more systematically assessed in support of the Democratic Initiatives (DI) strategic objective. Ideas for Experience America were contained in the Bolivia Social Institutional Framework (SIF), and some activities provided APSP Trainees would be appropriate for BPSF.

Since perceived discrimination was most often mentioned in the focus groups and on the survey as the most negative aspect of the U.S. observed by Trainees, Experience America for BPSF should include a broader discussion of multiculturalism in the U.S., the history of racial and ethnic relations, and especially the legal and social efforts to overcome discrimination.

HAVE TRAINEES MAINTAINED CONTACTS WITH THE UNITED STATES?

Fifty-four percent of surveyed Trainees report maintaining friendship with U.S. citizens whom they met while in the U.S. In focus groups, however, the great majority of Trainees reported that they did not continue to communicate with either trainers or families and friends they had made during the scholarship. Forty-eight percent said they regularly read professional or business journals from the U.S., and 27 percent said they read U.S. popular magazines. Only four percent report having business relations.

Recommendation

For many Trainees, the training experience is perceived as concluded upon their return to Bolivia with respect to U.S. ties. Training design under BPSp could consider promoting mechanisms by which returning Trainees are able to maintain stronger ties with U.S. citizens. A greater emphasis on the homestay may assist in this. Other avenues of contact, with professional associations or development-related organizations could be encouraged. A.I.D. regulations provide all Trainees a modest sum for membership in professional organizations. Trainees should be encouraged to take advantage of this funding, applying under the foreign residence provisions which greatly reduce membership costs.

CONCLUSIONS: THE INTANGIBLES OF THE U.S. EXPERIENCE

Perhaps most indicative of the impact on Trainees of the APSP scholarship—between training and exposure to U.S. society—is the fact that over 88 percent of Trainees affirmed that their goals and expectations for the future changed as a result of the U.S. training. Nearly half reported that the scholarship provided them with a broader view of the world or that it was a stimulus to make them more creative in their work. Another 21 percent said the specific training received would allow them to advance in their work. Other answers by smaller groups mentioned improved income, an improved self-image, and a stimulus to improve their community.

In focus groups, many argued that the experience was of singular importance in their lives. They spoke of a broader view of the world and of a renewed interest in improving their work. While it is impossible to determine how the changed views of themselves and the broader view of the world may ultimately shape Trainees' actions, the positive results reported here suggest that the contact with U.S. citizens and society has created a constituency of Bolivian grass roots leaders who will look with favor on future relations with the U.S.

CHAPTER EIGHT: FOLLOW-ON

The APSP/Bolivia Follow-on Program has, since its inception over two years ago, already accomplished the following:

- A newsletter has been produced for distribution to Trainees, and six issues have been produced.
- Seminars organized by Trainees on a variety of topics including leadership training have been financially supported by the Follow-on Program.
- Other small-scale projects designed by Trainees, such as the educational "Food Fair" described in Chapter Four, have received Follow-on support.
- A national USAID Trainee Alumni Association has been organized.
- A National Gathering was held in La Paz in February 1992, attended by the great majority of returned Trainees. At that time, Departmental Coordinators were chosen to act as Follow-on liaisons for all nine departments.

The activities that the Follow-on Program has supported so far have reached substantial numbers of Bolivians. For example, the nutrition seminar for poor urban neighborhoods, mentioned above, was an innovative Follow-on activity which will subsequently be extended to four other poor marginal neighborhoods with a goal of reaching 5,000 families. Numerous seminars and short courses have been offered on a smaller scale all over the country. To date, over twenty events sponsored by the USAID Trainee Follow-on Program have been held, with many more programmed for the coming year.

Focus group discussions revealed that many Trainees hold a mostly positive view of Follow-on participation. However, certain concerns with respect to Follow-on were voiced by a significant minority of Trainees in the course of the evaluation, and these will also be addressed in this chapter.

TRAINEE ACTIVITIES RELATED TO THE SCHOLARSHIP

Surveyed Trainees described their participation in post-return activities. The percentages of Trainees who have taken part in some scholarship-related activity, even on an individual basis, are seen in Table 8.1.

Men and women were equally likely to undertake all these activities, with the exception of reading professional journals, which men do in significantly greater numbers. Not surprisingly, long-term Trainees are

Table 8.1 Post-Return Activities Related to U.S. Scholarship (Percentages)

Contact with Former Trainees	85.0
Attend Formal Follow-on Meetings	60.7
Continued Contact with U.S. Friends	53.8
Read U.S. Professional Journals	48.0
Present Projects to Follow-on Program	42.2
Contact with New U.S. Friends	34.7
Read U.S. Popular Journals	27.2
Take English	16.8
U.S. Commercial/Business Relations	4.0
None of the Above	1.7

Source: 1992 APSP Returnee Survey. n=173.
Totals add to more than 100 percent since Trainees could give multiple responses.

much more likely to read both professional and popular magazines from the U.S. than short-termers; and they are also much more likely to take English courses. Over 98 percent reported at least one training-related activity.

FOLLOW-ON PREFERENCES

Many of the post-return activities mentioned in Table 8.1, however, are not directly related to the Follow-on Program. Surveyed Trainees were asked to list up to three components which are, or would be, most useful in the USAID Follow-on Program. Table 8.2 reports aggregated Trainee responses.

Women were significantly more likely to say they preferred seminars, while men said they favored an active alumni association. Short-term and long-term Trainee responses varied little. The greatest proportion of those who suggested topics for seminars favored specific technical topics and courses in "methodology," which presumably refers to concrete training in their fields of training. How to administer or implement projects followed.

Table 8.2 Preferences for Follow-on (Percentages)

Seminars in Field of Study	80.3
Returnee Association	57.2
Professional Magazines/Books	43.4
Seminars in Other Fields	26.6
Bulletin	22.5
Job Bank	13.9
Other Suggestions	9.2

Source: 1992 APSP Returnee Survey. n=173.
Totals add to more than 100 percent since Trainees could give up to 3 responses.

In a separate question, Trainees were asked if they felt that Follow-on activities made them more effective on the job. Even though the program is still incipient, 63 percent replied that it did.

ALUMNI ASSOCIATION

Nearly 72 percent of Trainees surveyed stated that they considered themselves members of the APSP Alumni Association. When asked what they saw as the principal objectives of the Association, over a fourth who responded mentioned meetings, and another fourth seminars. Twenty-six percent also said the Association was doing "nothing" or pointed out that the Association was still in an initial phase of organization.

Trainees were fairly evenly distributed in their views on how best to organize the Association. Over a third felt that the most effective way to organize the Association was by field of study; almost half the women agreed with this. Close to a fourth felt that the Association should focus on the local level (the rest were divided between regional and national level).

A U.S. Scholar Alumni Association initiated in 1991 has been relatively inactive since its founding. This Association included not only A.I.D. Trainees but also any other recipient of a U.S. training or academic scholarship. For APSP Trainees, a certain confusion currently exists around the topic of the Association. Some Trainees were aware that an Alumni Association had been created in 1991, but were not sure about the relationship between that association and the February 1992 National Meeting, discussed below. Mission staff suggest that the unwieldy and diverse potential membership of the U.S. Scholar Alumni Association may make this association

inappropriate as an adjunct to the kind of focused Follow-on activities envisioned to support the socially and economically disadvantaged population served by APSP.

THE FEBRUARY 1992 NATIONAL MEETING

The First National Meeting, held in La Paz on February 14-15, was the first time that all APSP returned Trainees were brought together. The Training Office determined that 312 Trainees attended, in spite of problems created by a *paro cívico*, a departmental work stoppage. Trainees interviewed in August and September mostly spoke in very positive terms during focus groups about the national meeting. Most were happiest about the opportunity to see fellow group members with whom they had travelled to the U.S., and to meet other Trainees from their departments. Trainees from Potosí, for example, pointed out that they were unaware that over 20 Trainees in a range of fields had roots in that department. Another accomplishment of the Meeting was the selection of the Departmental Coordinators. This person is to oversee relations with the La Paz Follow-on Office and to act as facilitator for regular Trainee meetings at the departmental level.

REGIONAL FUNCTIONING OF FOLLOW-ON GROUPS

Considerable variation exists around the country with respect to the apparent strength of the different departmental groups. In La Paz, Santa Cruz, and Cochabamba, where there are greater numbers of Trainees, the Trainees have not normally met in plenary but rather in their areas of their training. Participation in Follow-on is relatively high, and many Trainees keep in contact with the Follow-on Coordinator. However, a number of Trainees in all three cities said that they had no contact with their Departmental Coordinators or with USAID since the February meeting. Many of the Follow-on events programmed for the coming months were proposed by groups or individuals from these three departments.

Oruro has maintained a high level of activity with good participation by Trainees from all socioeconomic levels, some of whom travel from outside the city to join other Trainees in monthly meetings. This group has made proposals for activities to USAID.

Chuquisaca has developed a core of four or five Trainees who attended the meetings that were called, but they have concluded that the rest of the Trainees are not interested in maintaining relations. Trainees from Potosí met three times after the February meeting, but the last meeting was poorly attended, and Trainees felt there was no unifying factor for continuing to meet. Trainees from Bermejo apparently maintain regular contact due to their work, but have not met regularly as APSP Trainees. Tarija, Pando, and the Beni were not visited.

In almost all the cities outside La Paz, Trainees requested that USAID support them in establishing a local office for the USAID Trainee Association. They argue that a central place, a *local*, would enable them to have a more visible existence and would facilitate contact with those Trainees from rural areas who occasionally come to the city. In Oruro, the concept of the local office was being developed into a proposal for a "multifunctional center." Elsewhere, the office was described in terms of a simple room with volunteer staffing a few days per week.

SMALL PROJECT FUND

Trainees were also invited to present, by department, small project proposals at the La Paz meeting. Each project was to be budgeted at \$1,000 or less. The work stoppage caused the organizers to shorten the event, and the time allotted to project design was reduced to only a few hours on the second day. Many Trainees were confused about instructions for preparing the proposal (e.g., whether a single departmental project should be presented, or whether several projects relating to individual Trainee interests were appropriate).

While the plan for soliciting project proposals was based on the commendable objective to provide resources for the local-level Follow-on efforts of Trainees, focus group interviews revealed that it has left many Trainees confused and disappointed. The following comments were heard as Trainees discussed the project.

- Many Trainees who attended the February meeting have not received any news about the status of their proposals and were anxious about them.
- Some of the more isolated Trainees, who had submitted proposals six months earlier which the Training Office judged to be financially unfeasible, were nevertheless anxiously awaiting notification as to whether their proposals have been approved.
- Trainees in the less frequently visited departments feel, regardless of the accuracy of their statements, that Trainees from La Paz, Cochabamba, and Santa Cruz have been favored with positive responses while they have been ignored.
- The small project scheme appears to benefit certain Trainees at the expense of others. To the degree that the proposals approved are those of the most educated and literate Trainees, those Trainees from lower socioeconomic groups are effectively excluded from this aspect of the Follow-on Program.
- Trainees were not aware of the process by which proposals were to be reviewed and approved. Many have the impression that the Follow-on Coordinator is personally making these decisions, and this serves potentially to create unwarranted competition and conflict among departmental groups.
- While many better-educated Trainees were able to produce proposals for training others (embodying the multiplier effect), many others do not have the self-confidence or perceived social position to do so. These Trainees request further training for themselves. Reinforcement training of Trainees is part of Follow-on in many other CLASP countries.

Some of the more negative comments made with respect to the project proposals were:

USAID created false expectations. After such a majestic meeting like the one in February, we felt there was good organization behind it. We presented our project proposals, but after we heard nothing, the people realized that it wasn't

true, and they've quit coming to meetings, because they don't want to hear the same thing over and over.

They asked for our proposals and opinions, but then there is no feedback.

We didn't come back from La Paz with a clear idea or a clear outline of what it was that USAID was proposing.

In sum, many Trainees have become discouraged in their attempt to participate in the Follow-on Program. Some feel that USAID raised their hopes, only to leave them hanging for half a year. Others point out that the variety of training themes that characterize Trainees in each department provides no natural basis for meeting, especially if it is perceived that the small projects approved relate only to one training theme or even to just one Trainee's work. Departmental meetings since February have generally not been well attended, with the exception of Oruro.

FOLLOW-ON RECOMMENDATIONS

The Follow-on Program for APSP/Bolivia is still relatively new and currently managed by only one person. The program is also presently experimenting with a variety of activities, some of which will serve as a base for future programming. It is recognized that resources for Follow-on are not unlimited, and a program which would accomplish all the following recommendations may not be feasible if funding is not available. The recommendations offered below are intended to suggest possible program objectives as Follow-on evolves.

■ Contractor Involvement in Follow-on

Since it is clear that the Training Office's intent is to support the Trainees in implementing their proposals, an explanation of the delays in their approval seems to lie in the great amount of labor involved in processing the proposals and the attention required in implementing the specific activities. A strong Follow-on Program for 430 Trainees will require more than a single coordinator's efforts, especially at certain moments when several Follow-on events are occurring simultaneously. The Mission has designed the BPSp program such that the in-country contractor will take on significant logistical tasks involved in BPSp Follow-on. It has been recommended to the Mission that the contractor also be assigned this task for the life of APSP Follow-on, and the Training Division is discussing this with the contractor for possible implementation. The evaluation concluded that funds now designated for APSP Follow-on could be reassigned to the BPSp contractor in order to lessen the substantial administrative burden of providing numerous Mission disbursements for seminars and other activities. Contractor staff could be assigned to assist the Follow-on Coordinator and augment the flow of communications to local Trainee groups around the country, including regular visits to field sites. Shifting APSP Follow-on activities to the BPSp contractor will ensure that the contractor develops a Follow-on capacity from the beginning and that the two projects are much more united in their intent of continuing Trainee contact with a U.S. institution and in supporting Trainee impact.

■ **Small Project Proposals**

All Trainees who have submitted project proposals should be written to inform them of the status of their proposals promptly. If, for example, their project cannot be funded this year but there is a prospect that it can be resubmitted later, they need to know this. For projects which surpassed the monetary limits of the program, suggestions should ideally be made as to how these projects could be refocused or scaled down for future reconsideration.

■ **Increasing Communication with Trainees from the Interior**

The discouragement noted in several groups could be combatted by improved communication. The suggestion was made that all Departmental Coordinators be invited to La Paz for an all-day seminar in the near future to re-establish contact and reinforce the concepts of the program. The new residential and work addresses of returnees compiled during the impact evaluation survey and in earlier activities should be entered into the appropriate Follow-on fields of the CIS to improve delivery of the APSP Newsletter and to make the CIS a more relevant management tool for the Follow-on Program.

■ **Trainee-produced Newsletters**

Many Trainees noted that without a common project or activity there is no compelling reason for members of different training groups to meet. A possible approach is to have the returnees produce the newsletter on a rotating basis. The editing of the newsletter once a year could serve as one means to involve Trainees in a common activity that goes beyond one particular field. This suggestion has already been discussed for implementation with the Training Division.

■ **Small Project Review Process**

A small independent committee should be established to review and approve Follow-on small project proposals in a more formal manner. The most promising outside candidates for this committee are returned APSP Trainees themselves. The Follow-on Coordinator should announce the creation of this committee in the newsletter and in discussions with Trainees. This will serve to remove her from the current perception of making financial decisions which benefit some Trainees over others. The composition of the committee should reach beyond the USAID/Bolivia Development Planning Office so that Trainees feel that project selection is not completely "in-house."

■ **Maintaining Trainee Ties with U.S. Citizens**

Follow-on events are an appropriate moment to re-establish warm ties between Bolivian Trainees and U.S. citizens. To the degree that U.S. personnel of USAID/Bolivia can be present at the inauguration of such events, Trainees are reminded of the source of their training experience and assured of continuing U.S. interest both in the training program and in maintaining friendly relations.

■ Evaluating Small Projects

At some point, perhaps in mid-1993, the effectiveness of the seminars and events sponsored by the Follow-on Program should be evaluated to determine which modalities of support are most effective. Training Division staff should work with the BPSp contractor to identify an in-country evaluator to carry out a small-scale evaluation to examine their impact and usefulness. Those with greatest success could then be programmed for other regions.

■ Making Follow-on More Inclusive

Once the BPSp in-country contractor is on board, the principal APSP/BPSp implementers should meet to reconsider the structure of the Follow-on Program. Two key issues should be resolved with respect to the typical Follow-on activities. First, should Follow-on only support Trainees in their efforts to carry out seminars for other groups? Second, should special efforts be made to incorporate the most economically disadvantaged Trainees into these activities? These two questions are related, since it is the more disadvantaged Trainees who are less likely to make Follow-on seminar proposals. For this group—as well as for other groups who express an interest—Follow-on could offer additional training for the Trainees themselves. For example, additional reinforcement training of APSP returnees could well be programmed in certain fields, such as agriculture and community development, which would be welcomed by many Trainees who have not been active in Follow-on.

Other issues which need to be addressed with the contractor are role of the newsletter and whether departmental offices should be established (as is widely requested). These and other questions can be considered under the new training program implementation structure created by BPSp so that the Follow-on Program can be more closely tailored to the needs of returnees and to USAID/Bolivia priorities.

A P P E N D I X A

Project Goal and Purposes

APPENDIX A:

PROJECT GOAL AND PURPOSES

The following are taken from the 1985 Central America Peace Scholarship—Latin America and Caribbean Training Initiatives II Project Paper, which established the CLASP Program and which, when amended, authorized the Andean Peace Scholarship Program.

■ Goal and Purpose

The goal of the CLASP is to contribute to the formation of more effective manpower resources, thereby ensuring the leadership and technical skills needed for the progressive, balanced and pluralistic development of selected Caribbean Basin and South American countries.

One purpose of the Program is to increase the number of U.S. trained public and private sector individuals (Peace Scholars) at the planning, implementation, technical, managerial, and administrative levels . . . (17)

A second purpose will be to increase the number of U.S. trained individuals from the socially and economically disadvantaged class of Latin American and Caribbean countries. This will be achieved through special selection procedures, special programming, and a concerted effort to reach this target group.

The EOPS conditions in the original Project Paper, which were extended to APSP, speak of

- the number of Peace Scholars employing acquired skills;
- institutions or departments within governments or the private sector providing various development-related services because of the contribution of better-trained staff;
- a system in place which provides training for the disadvantaged at the graduate, undergraduate, or technical levels at costs equal to or lower than current AID costs; and
- closer business and friendship ties between LAC countries and the U.S. because of relationships formed during training.

A P P E N D I X B

**A Chronology of The Andean
Peace Scholarship Program**

APPENDIX B: A CHRONOLOGY OF THE ANDEAN PEACE SCHOLARSHIP PROGRAM

The APSP, as a sub-project under LAC-II, had no separate project paper to specify policy. It was to be "CLASP-like", but region-specific. The result was that any changes in LAC-II authorization affected project and contract execution.

The CLASP Program takes on slightly different variations in each of its three separate regions. A key regional issue, requested by Andean Missions, was a 15 percent long-term placement target versus the CLASP recommended 30 percent. The CAPS Programs in Central America tend to be large projects in relatively small countries. The APSP, however, is a much smaller program operating in much larger countries. The design, therefore, reflects a need to maximize the impact of a limited effort in a large country.

Original estimates allocated slightly over 400 Trainees in each of the four countries during the four year project. For this reason, the Andean Missions received a concession that only 15 percent of the Trainees be long-term rather than the CLASP recommended 30 percent.

The following is a project chronology and traces project policy development.

■ September 1986

An amendment to the CLASP Project Paper initiated APSP by segmenting the APSP as a sub-project under the LAC-II authorization. Project funding was authorized at \$27,000,000. Approximately 2,400 Trainees were to be selected from the socially and economically disadvantaged.

■ July 1987

An RFP was released in which the total Trainee figures were reduced to 1,740 based on Mission-submitted estimates. (See Appendix A for original targets.) Project goals and execution guidelines were specified.

■ September 1987

A 4-year contract was awarded to Development Associates, Inc., and its subcontractor, the Institute for International Education, for \$19,200,000 on September 30, 1987. The Project Assistance Completion Date (PACD) was September 30, 1991. Experience America-focused training was strongly emphasized with a mandated 10 percent HBCU placement rate.

■ May 1988

LAC-II authorization was amended, changing the PACD to September 30, 1994, from September 30, 1992 (This allowed long-term scholarship recipients beginning in FY 1989 to complete their programs). The project was fully funded at the \$27,000,000 level, but no changes were made in the total number of participants.

■ **December 1990**

A subsequent amendment to the LAC-II project decreased the APSP training targets and increased project funding to \$28,000,000 to accommodate the new level of long-term placements.

■ **January 1991**

Development Associates' contract was amended to revise the contract's training targets at 1,371. This revision reflected the budgetary impact of increased long-term placements and political constraints in Peru. (from Aguirre International 1992:3-4)

APPENDIX C

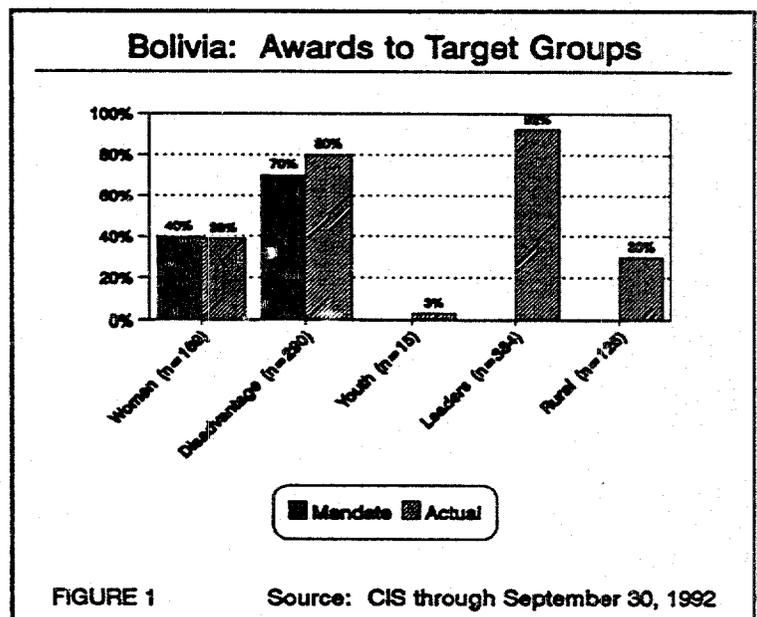
Target Groups

APPENDIX C: TARGET GROUPS

This appendix discusses the population which APSP/Bolivia reached and to what extent that is consistent with the goals set for the project. USAID/Bolivia's computerized CLASP Information System (CIS), which describes all the awards granted from FY 1987 through 1991, is the source of the data that informs this discussion. Selected information from Trainee files is entered on a regular basis. The Mission then provides AID/Washington with a diskette of its updated CIS file quarterly. Percentages reported here are based on Mission information as available in the CIS as of September 30, 1992.

Between September 1987 and December 31, 1991 (when the last awards had been made), APSP/Bolivia awarded scholarships to 432 Trainees, according to the CIS information. Figure 1 provides a view of the results of the Mission's use of the various selection criteria.

CIS data shows that the Mission selected Trainees beyond the AID/Washington targeted criteria in the category of socially and economically disadvantaged, in which 80 percent (or 290 of the total of Trainees identified by disadvantaged status) were classified as economically disadvantaged. Of the total, 44 percent (160 Trainees) were also reported as socially disadvantaged. Thirty-nine percent of Trainees were women, nearly meeting the CLASP target of 40 percent. (Because the Trainees may be classified under more than one category, the totals reported in Figure 1 for each category are not mutually exclusive and should not be added. A woman who is economically disadvantaged will be counted in both economically disadvantaged and female categories.)



Trainees came from every department in the country, as seen in Table 1. While over 60 percent are from the three dominant departments of La Paz, Cochabamba, and Santa Cruz, the program has managed to recruit significant numbers from such departments as Oruro, Potosí, Beni, and Tarija, which are typically not favored with international scholarships.

Most Trainees were older at the time of selection than is the average for CLASP Trainees. The mean age for APSP/Bolivia Trainees is 34.9 years, as compared to 27.4 for

Table 1 Department of Origin of APSP/Bolivia Trainees

	#	%
Beni	24	5.5
Chuquisaca	22	5.0
Cochabamba	60	13.8
La Paz	150	34.6
Oruro	40	9.2
Pando	3	0.7
Potosí	31	7.1
Santa Cruz	62	14.3
Tarija	40	9.2

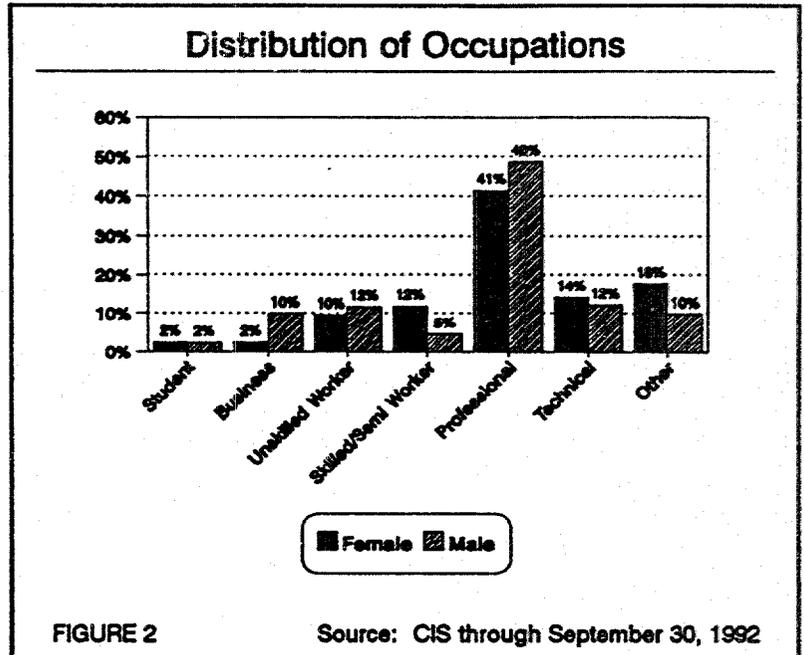
N=434, 2 unknown.

CLASP in general. Women Trainees in Bolivia are, on average, slightly younger than men. Ages range from 17 to 68 years.

On average, Bolivian Trainees have completed about 14 years of schooling. About 28 percent of women and 13 percent of men report having received eight years or less of formal education. In contrast, 65 percent of the women and 73 percent of the men state they had more than 12 years of education. About 34 percent of Trainees have received college degrees; while almost 5 percent more have a graduate degree.

The greater average age of Bolivian Trainees implies that most were already in the workforce before selection, which is borne out by the results of the survey (see Chapter Three). Only 10 of 432 Trainees (2.3 percent) were classified as students or recent graduates at the time of selection; the rest were working. Figure 2 shows the distribution of occupations among Trainees by gender.

With respect to fields of employment at the time of recruitment, four fields predominate: Education (with 17.5 percent of Trainees); Agriculture (16.8 percent); Health (12.4 percent); and Public Administration (12.7 percent). The rest of the Trainees are dispersed over a variety of fields.



SCHOLARSHIP AWARDS

Eighty percent of APSP/Bolivia scholarship awards (346) were for short-term training in programs which averaged 1.6 months over the life of the project. By definition, these were all classified as technical training. Long-term training, which was represented by 86 awards, was carried out in FY 1989, 1990, 1991. It averaged about 12.5 months in length. The Mission has classified 14 percent of the long-term awards as technical and 86 percent as academic. Of the academic scholarships, men received 53 percent (41) and women 47 percent (36).

A P P E N D I X D

**Methodology for
Conducting the Evaluation**

APPENDIX D:

METHODOLOGY FOR CONDUCTING THE EVALUATION

The in-country field research for the APSP/Bolivia Impact Evaluation was carried out between August 17 and September 4, 1992. Two principal methodologies were used to gather the information which has been brought together in the present report, a quantitative survey of APSP Trainees and a series of focus groups held around the country with returnees. Field visits and open-ended interviewing also provided considerable information on Trainee activities.

I. THE SURVEY

The Sample

The sample was randomly selected from the universe of 432 APSP/Bolivia Trainees entered into the CIS Biographical Database by USAID/Bolivia. The sample was stratified by sex and by length of training (i.e., short-term/long-term). Table 1 shows the simple grid which guided sample selection. Since APSP/Bolivia short-term training implementation had concluded in November, 1991, all short-term Trainees had been back in Bolivia for a minimum of nine months, exceeding the six months return period used as a standard in Aguirre International country evaluations. For short-term Trainees, a random sample was selected of 43 women and 74 men, with a replacement list of 20 women and 35 men. Although long-term training implementation had also concluded before the evaluation, two groups – 10 M.A. students in public administration and 10 long-term technical Trainees in public health – had not been back in Bolivia for the requisite six months prior to the beginning of the survey and were excluded from the sample. The previous Trainee survey, conducted in November 1991, was unable to interview many long-term Trainees, since most were either still in training or were not yet eligible for inclusion due to their short stay since returning from the U.S. Given the need for statistical analysis to have a minimum of 20-25 in each of the grid's long-term cells and the expected difficulty of reaching all returned Trainees, 30 eligible women long-term Trainees and 27 male long-term Trainees were included in the sample as subjects, and 4 women and 3 men were selected as alternates.

Table 1. Sample Grid

Sample	Short-term	Long-Term
Male	X	X
Female	X	X

In all, 174 Trainees were interviewed in the survey. Women were slightly over-represented in the final sample: some 43 percent (75) were women and 57 percent (99) were men, compared to 39 percent women and 61 percent men in the Trainee population. As intended in the sample design, long-term Trainees also appear in a greater percentage in the sample than in the population as a whole, 29 percent (50 Trainees) versus 21 percent. (These two factors are not unrelated, given the greater number of women than men in the long-term population eligible for the survey.) Department of origin was not a principle of stratification in the selection of the sample. Table 2, which presents the distribution by department of the sample and the population, shows that most departments were represented in the sample in approximate proportions

to the population departments of origin. A decision was made with Training Division staff not to send interviewers to the more distant departments of Beni and Pando due to the difficulty and potential cost of communications and travel. With the exception of one Trainee from Beni, these are unrepresented in the sample. La Paz, the center of the evaluation, was slightly over-represented. All the rest are close to their population proportions.

Fiscal year was not a principle of selection of the sample. Nevertheless, Trainees from all fiscal years of project implementation were represented in the sample. The greatest variation between the sample and the population occurs with FY 1992 Trainees, presumably because of the relative ease of locating this group (see Table 3).

Conducting the Survey

The evaluation specialist from Aguirre International, Dr. Roger Rasnake, worked with two Bolivian sociologists, Lic. Mery Quitón Prado and Lic. María Elena Gisbert, of the Taller de Estudios Sociales (TES) in La Paz. The evaluation team contracted the services of nine interviewers, eight women and one man. All had previous experience in survey work, and most had social science degrees from Bolivian universities.

The interviewers were trained in a joint session on Tuesday, August 18. An intensive search was begun to update Trainee addresses, and interviewing for the survey began immediately in La Paz. Individual interviewers travelled to Santa Cruz, Cochabamba, Oruro, and Tarija, and one interviewer covered Chuquisaca and Potosí departments. The interviewers were in regular contact with the TES office and were subject to field visits by the supervisors. Interviewers encountered some difficulties in locating certain Trainees, especially the more disadvantaged returnees residing in rural areas. No returnees, once located, refused to be interviewed. Some professional Trainees were reached but were not interviewed due to their busy schedules, and other subjects canceled interviews for various reasons. Interviewers then turned to the replacement lists, and the target of 174 interviews was met. The questionnaire used for the interviews, the CLASP Returnee Survey, is included as Appendix E.

Table 2. Comparison of Survey Sample and Trainee Population by Department

Department	Population	Sample
Beni	5.6	0.6
Chuquisaca	5.1	4.6
Cochabamba	13.9	14.9
La Paz	34.7	38.5
Oruro	9.3	10.3
Pando	0.7	0.0
Potosí	7.2	8.0
Santa Cruz	14.4	12.6
Tarija	9.3	10.3
	n=432	n=174

Source: CIS Biographical Database, 6/30/92 and 1992 Returnee Survey.

Table 3. Comparison of Survey Sample and Trainee Population by Fiscal Year

Year	Population	Sample
1987	4.6	4.6
1988	17.8	18.4
1989	22.7	19.5
1990	27.1	27.6
1991	23.6	21.8
1992	4.2	8.0
	n=432	n=174

Source: CIS Biographical Database, 6/30/92 and 1992 Returnee Survey.

Employer Survey

Some 40 interviews were also conducted with Trainees' employers and supervisors. These interviews were non-random, since Trainees were asked to give their permission and to provide the names and addresses of the employers. Employers were asked about their knowledge of the scholarship, their views on the usefulness of the training for their organizations, and their assessment of the Trainees' work activities.

II. QUALITATIVE EVALUATION TECHNIQUES

Focus Groups

With the help of USAID/Bolivia, TES colleagues, and a number of APSP Trainees who served as regional liaisons, the evaluators organized nine focus groups: two in La Paz, two in Oruro, two in Cochabamba, and one each in Potosí, Sucre, and Santa Cruz. "Mini-" focus groups were also conducted in Bermejo and with rural women Trainees in Cochabamba.

Although focus group topics varied in terms of overall emphasis, the general outline of questions used by the moderator is included here as Appendix F. Table 4 summarizes the various focus groups that were conducted.

Table 4. Focus Groups

Group	Category	Location	Date
1	S/T Private Sector	La Paz	8/18/92
2	S/T & L/T Public Sector	La Paz	8/19/92
3	Women S/T Trainees	Oruro	8/22/92
4	Professional Trainees	Oruro	8/22/92
5	Mixed S/T-L/T	Potosí	8/25/92
6	Mixed S/T-L/T	Sucre	8/27/92
7	S/T Trainees	Cochabamba	8/30/92
8	L/T TESOL Trainees	Cochabamba	8/30/92
9	Women Trainees	Cochabamba	8/31/92
10	S/T Trainees	Santa Cruz	8/27/92
11	S/T Trainees	Bermejo	8/31/92

Field Visits and Other Open-ended Techniques

Trainees invited the evaluators into their homes and offices, and a number of open-ended interviews were held with Trainees on specific topics (such as the role of women, public and private sector employment, problems of gaining employment among returned long-term Trainees) as the opportunity presented itself. The evaluators visited Trainee workshops and attended several Follow-on events. The evaluators also interviewed Training Division staff and other personnel within USAID/Bolivia.

III. DATA ANALYSIS

Interview results were coded in Bolivia, and the coding was reviewed at Aguirre International in Washington. The data were entered into an SPSS/PC+ data file and matched with relevant socioeconomic variables from the CIS biographical database. Statistical analysis was carried out using duration of training (long-term/short-term), sex, training field, year of training, and sector of employment as the primary independent variables. The tests of statistical significance employed were chi-square, the t-test, and the comparison of means test, as appropriate.

The focus group notes, compiled in Bolivia prior to departure, were completed and incorporated into an ASKSAM data file. This facilitated the search for key concepts and terms around topics of interest. Summary focus group reports are included here as Appendix G. Relevant documents, including the CLASP Project Paper, Country Training Plans, and the USAID/Bolivia Project Objectives Document/Action Plan, were also reviewed. Report topics were established with USAID/Bolivia prior to the production of the report.

A P P E N D I X E

Returnee Survey Questionnaire

COMPRESION DE LOS EE.UU.

9. Nos gustaría saber cómo consideraba antes de viajar a los EE.UU. y cómo considera ahora al pueblo y al gobierno de los EE.UU. en lo que sigue. (Para cada ítem, marque la casilla que mejor refleje su opinión. Los números encima de cada categoría representan el rango de opiniones: (01) es la respuesta más negativa; y (05) es la respuesta más positiva.)

El pueblo de los EE.UU.:		(01)	(02)	(03)	(04)	(05)	
No amigable	a. Antes	()	()	()	()	()	Amigable
	b. Ahora	()	()	()	()	()	
Injusto	c. Antes	()	()	()	()	()	Justo
	d. Ahora	()	()	()	()	()	
Egoísta	e. Antes	()	()	()	()	()	Generoso
	f. Ahora	()	()	()	()	()	
Prejuicioso	g. Antes	()	()	()	()	()	No prejuicioso
	h. Ahora	()	()	()	()	()	

30
a. _____
b. _____
c. _____
d. _____
e. _____
f. _____
g. _____
h. _____

El gobierno de los EE.UU.:		(01)	(02)	(03)	(04)	(05)	
Injusto	i. Antes	()	()	()	()	()	Justo
	j. Ahora	()	()	()	()	()	
No generoso	k. Antes	()	()	()	()	()	Generoso
	l. Ahora	()	()	()	()	()	
Insensible con sus ciudadanos	m. Antes	()	()	()	()	()	Sensible con sus ciudadanos
	n. Ahora	()	()	()	()	()	
Insensible hacia otros países	o. Antes	()	()	()	()	()	Sensible hacia otros países
	p. Ahora	()	()	()	()	()	

i. _____
j. _____
k. _____
l. _____
m. _____
n. _____
o. _____
p. _____

10. ¿Ha aumentado su conocimiento de la vida en los Estados Unidos en las siguientes áreas como resultado de su participación en el programa? (Para cada categoría marque la casilla correspondiente.)

	Nada (01)	Algo (02)	Mucho (03)	
a. La familia de los EE.UU.	()	()	()	a. _____
b. El papel/rol de la mujer en la familia de los EE.UU.	()	()	()	b. _____
c. La variedad étnica/racial en los EE.UU.	()	()	()	c. _____
d. Las instituciones democráticas de los EE.UU.	()	()	()	d. _____
e. El sistema de libre empresa en los EE.UU.	()	()	()	e. _____
f. El voluntarismo en los EE.UU.	()	()	()	f. _____
g. Patrones de liderazgo en los EE.UU.	()	()	()	g. _____

10.
a. _____
b. _____
c. _____
d. _____
e. _____
f. _____
g. _____

11. ¿Qué es lo que más le gustó de toda su experiencia en los EE.UU.? (Entrevistador: No lea las respuestas, sino categorice lo que dice el entrevistado según las alternativas que siguen. Ponga hasta tres respuestas, evaluándolas del 1 a 3 en orden de importancia.)

- _____ (01) Limpieza/orden/"no hay basura" 11. 1 _____
- _____ (02) Cursos del programa de capacitación _____
- _____ (03) Disciplina/puntualidad/lo pragmática de la gente/gente trabajadora _____
- _____ (04) Infraestructura (medios de transporte, servicios públicos, medios de comunicación, alta tecnología, facilidades para inválidos y niños, etc.) 2 _____
- _____ (05) Educación/amabilidad/cortesía/cordialidad del pueblo _____
- _____ (06) Nivel de preparación/capacitación/capacidad intelectual del pueblo 3 _____
- _____ (07) Amistad establecida con compañeros del programa _____
- _____ (08) Amistad establecida con ciudadanos de los EE.UU. _____
- _____ (09) Relaciones familiares entre los estadounidenses _____
- _____ (10) La diversidad cultural/racial _____
- _____ (11) Las libertades individuales _____
- _____ (12) El voluntarismo _____
- _____ (13) Respeto por las leyes /sistema político _____
- _____ (14) Nada _____
- _____ (15) Otros (Especifique): _____ _____

12. ¿Qué es lo que menos le gustó de su experiencia en los EE.UU.? (Entrevistador: No lea las respuestas, sino categorice lo que dice el entrevistado según las alternativas que siguen. Ponga hasta tres respuestas, evaluándolas del 1 a 3 en orden de importancia.)

- _____ (01) Cursos del programa de capacitación 12. 1 _____
- _____ (02) Composición del grupo de compañeros del programa _____
- _____ (03) Individualismo/egoísmo/materialismo de la gente _____
- _____ (04) Excesiva disciplina/puntualidad/preocupación por la hora 2 _____
- _____ (05) Excesiva preocupación por el trabajo de la gente _____
- _____ (06) La frialdad, falta de educación o cortesía del pueblo _____
- _____ (07) Falta de infraestructura (medios de transporte, servicios públicos, medios de comunicación, etc.) 3 _____
- _____ (08) Estructura/disolución/reiaciones débiles de la familia estadounidense _____
- _____ (09) No poder establecer amistades/relaciones con ciudadanos de los EE.UU. _____
- _____ (10) Problemas raciales/discriminación _____
- _____ (11) Falta de conocimiento/ignorancia de la gente con respecto a la América Latina _____
- _____ (12) Crimen/drogas _____
- _____ (13) Contaminación/"polución" ambiental/aire sucio/ruido excesivo _____
- _____ (14) Pobreza/desamparados _____
- _____ (15) Nostalgia/mucho tiempo _____
- _____ (16) Muy poco tiempo _____
- _____ (17) Nada _____
- _____ (18) Otros (Especifique): _____ _____

13. a. ¿Cree Ud. que sus expectativas/proyecciones para el futuro han cambiado a partir de su experiencia en los EE.UU.?

_____ (01) Sí

_____ (02) No (continúe con la #12)

b. Explique, por favor, porqué sus expectativas/proyecciones han cambiado, o porqué no han cambiado.

IMPACTO EVALUATIVO

I. EDUCACION

14. a. [Pregunte sólo si el entrevistado participó en un programa de becas de 9 meses o más.] ¿Tuvo Ud. alguna dificultad en que le aceptaran los créditos (unidades académicas) en su país?

_____ (01) Sí

_____ (02) No

_____ (03) N.A.

b. Si la respuesta es sí, ¿qué tipo de dificultad tuvo?

15. a. Desde su regreso de los Estados Unidos, ¿ha seguido algún curso educativo?

_____ (01) Sí

_____ (02) No

b. Si la respuesta es sí, en qué nivel? (Marque sólo una respuesta.)

_____ (01) Primaria (1-6)

_____ (02) Secundaria (7-12)

_____ (03) Técnico/vocacional (Especifique): _____

_____ (04) Bachillerato/licenciatura (Universitario)

_____ (05) Maestría (Universitario)

_____ (06) Doctorado

13
a. _____

b. _____

14
a. _____

b. _____

15
a. _____

b. _____

28. ¿Cuánto de lo que aprendió en su programa de capacitación en los EE.UU. ha podido poner en práctica en su trabajo actual? (Marque sólo una respuesta.)

- (01) Mucho (continúe con la #29 y #31)
- (02) Un poco (continúe con la #29)
- (03) Nada (continúe con la #30)

28. _____

29. Si ha podido poner en práctica lo que aprendió en su entrenamiento, describa, por favor, un ejemplo de algún cambio, cualquiera que sea, que ha podido Ud. llevar a cabo en su trabajo que se debe a la capacitación.

29. _____

30. ¿Si la respuesta es "Un poco" o "Nada", por favor dígame por qué? (Marque todas las respuestas que correspondan.)

- a. La capacitación no era en mi campo de trabajo.
- b. No tengo la autoridad para hacerlo.
- c. No tengo apoyo de mis jefes/superiores/supervisores.
- d. No tengo apoyo de mis colegas.
- e. No tengo las herramientas/equipos/recursos necesarios.
- f. Mi trabajo actual no requiere de los conocimientos que aprendí en el programa de capacitación.
- g. Todavía no, pero pienso hacerlo pronto.
- h. Todavía no, y pienso que jamás podré hacerlo.
- i. Otro (Especifique): _____

30.

a. _____

b. _____

c. _____

d. _____

e. _____

f. _____

g. _____

h. _____

i. _____

31. ¿Cómo calificaría la utilidad de su programa de capacitación en los EE.UU. con respecto a las siguientes áreas? (Para cada categoría marque la casilla correspondiente):

	Nada Util (01)	Poco Util (02)	Algo Util (03)	Util (04)	Muy Util (05)
a. Mejorar su capacidad profesional (teórico/intelectual) para su trabajo actual	()	()	()	()	()
b. Aprender técnicas/habilidades nuevas (práctico/manual) para su trabajo actual	()	()	()	()	()
c. Trabajo/carrera/oficio en el futuro	()	()	()	()	()
d. Conocer estadounidenses en la misma área de trabajo	()	()	()	()	()
e. Conocer otros compatriotas suyos en la misma área de trabajo	()	()	()	()	()

31.

a. _____

b. _____

c. _____

d. _____

e. _____

38. ¿En qué tipo de actividades comunitarias/voluntarias ha participado Ud.? (Marque hasta tres respuestas, evaluándolas del 1 a 3 en orden de importancia.)
- (01) Deportivas
 - (02) Culturales (actos artísticos, danza, etc.)
 - (03) Humanitarias (de caridad, etc.)
 - (04) Económicas (construcción de escuelas, camino, posta sanitaria, mercado)
 - (05) Cívicas/sindicalistas (Campañas para elecciones, consejos municipales, trabajos de partido)
 - (06) Salud (Vacunas, campaña anti-drogas, planificación familiar, etc.)
 - (07) Agrícolas (programas anti-pesticidas, recuperación del agua)
 - (08) Religiosas (obras benéficas, auspicio de fiestas comunales, etc.)
 - (09) Educación (Alfabetización, educación de adultos, etc.)
 - (10) Otra (Especifique): _____

38.

1

2

3

39. ¿Cuál es el papel que ha desempeñado en las actividades comunitarias que más ha participado después de su capacitación en los EE.UU.? (Marque todas las que correspondan.)
- a. Asistiendo a reuniones
 - b. Ayudando a planificar eventos/actividades/proyectos
 - c. Participando como dirigente/director/facilitador de eventos/actividades/proyectos
 - d. Entrenando a otros
 - e. Participando como vocero/representante del grupo en actividades extracomunales (fuera de la comunidad)
 - f. Asumiendo cargos formales de liderazgo o administrativos
 - g. Otro: _____

39.

a.

b.

c.

d.

e.

f.

f.

f.

g.

40. Compare, por favor, su nivel de participación en organizaciones y actividades comunitarias antes y después de su capacitación en los EE.UU. ¿Diría Ud. que participa ahora en **menos** actividades, el **mismo** número, o en **más** actividades, comparado con su nivel de participación antes de su capacitación en los EE.UU.? (Marque sólo una respuesta.)
- (01) Menos (02) El mismo número (03) Más

40.

41. ¿Su entrenamiento en los EE.UU. le ha ayudado a ser más eficiente como líder de su comunidad o lugar de trabajo?
- (01) Sí (02) No

41.

42. a. ¿Participa Ud. en el proceso político de su comunidad, distrito o país?

_____ (a) Sí _____ (b) No

b. ¿Si la respuesta es sí, por favor dígame en qué forma participa? (Marque todas las respuestas que correspondan.)

_____ Votando en las elecciones/comicios gubernamentales (presidencia, alcaldía, diputados, etc.)

_____ Votando en las elecciones no gubernamentales (gremios, uniones, asociaciones, etc.)

_____ Participando en campañas políticas gubernamentales

_____ Participando en campañas políticas no gubernamentales

_____ Postulando como candidato en elecciones gubernamentales (concejal, alcaldía, diputados, etc.)

_____ Postulando como candidato en elecciones no gubernamentales (gremios, uniones, asociaciones, etc.)

_____ Otros (Especifique): _____

c. Si la respuesta es no, por favor dígame por qué no. (Marque la que mejor corresponda.)

_____ No me interesa la política

_____ No tengo tiempo

_____ No hay oportunidades para personas como yo

_____ No sé como participar

_____ Es muy peligroso

_____ Nada cambia si participo

_____ La política corrompe

_____ No me dejan (Especifique): _____

_____ Otro (Especifique): _____

V. SEGUIMIENTO

43. ¿En cuáles de los siguientes contactos o actividades relacionados con los EE.UU. ha participado Ud. en su país como resultado del programa? (Marque todas la que correspondan.)

_____ a. Contacto personal con otros ex-becarios

_____ b. Lectura de revistas profesionales de los EE.UU.

_____ c. Participación en grupos o reuniones formales del Programa de Seguimiento

_____ d. Presentación de proyectos con otros ex-becarios

_____ e. Relaciones comerciales/negocios con los EE.UU.

_____ f. Ninguno de los anteriormente mencionados

_____ g. Otro (describa): _____

44. ¿Cuál de los programas o actividades siguientes le serían más útil para darle seguimiento al entrenamiento? (Marque hasta tres respuestas, evaluándolas del 1 a 3 en orden de importancia.)

- (01) Asociación de ex-becarios
- (02) Seminarios/talleres sobre temas relacionados con mi área de capacitación (indique tipo): _____
- (04) Seminarios/talleres sobre otros temas (indique tema): _____
- (05) Revistas/libros profesionales o de USAID
- (06) Boletín informativo
- (07) Colaboración en buscar trabajo
- (08) Otros (describa): _____

45. a. ¿Es Ud. miembro de alguna asociación de ex-becarios compuesta de individuos entrenados en los EE.UU.?

- (01) Sí (02) No

b. Si la respuesta es sí, indique el tipo de actividades que fomenta y promueve.

46. ¿Cómo le sería más útil a Ud. organizar la asociación de ex-becarios?

- (01) Por área de entrenamiento
- (02) A nivel nacional
- (03) A nivel regional
- (04) A nivel local
- (05) Otro: _____

47. a. ¿Las actividades de seguimiento en su país le han ayudado a Ud. a mejorar su eficiencia en su trabajo o empleo?

- (01) Sí (02) No

b. Si la respuesta es sí, indique cómo le han ayudado estas actividades.

VI. CONCLUSION

48. ¿Qué comentarios o recomendaciones tiene Ud. para mejorar el programa en que Ud. participó? 48. _____

(Sólo para entrevistados empleados: otro de los componentes de este estudio es el de entrevistar a los jefes/supervisores/empleadores de los ex-becarios que entrevistamos. Sólo podemos hacer esta entrevista con la autorización del ex-becario).

49. a. ¿Nos daría Ud. permiso para entrevistar a su jefe/supervisor/empleador? 49. _____

_____ (01) Sí _____ (12) No

b. Si la respuesta es sí, por favor indique el nombre de su jefe/supervisor/empleador; título/cargo; dirección; y número de teléfono.

GRACIAS POR SU COOPERACION

APPENDIX F

Focus Group Moderator's Guide

APPENDIX F:
FOCUS GROUP MODERATOR'S GUIDE

EVALUACION DEL IMPACTO DEL PROGRAMA "APSP" EN BOLIVIA

Guía de Moderador

I. INTRODUCCION

1. Breve explicación del trabajo de Aguirre International referente al Programa Andino de Becas para la Paz, y de la utilización de la metodología de grupos de enfoque. Establezca que Aguirre International es independiente de USAID/Bolivia, Development Associates, las instituciones entrenadoras en los EE.UU., etc.
2. Presentación del moderador y observador
3. Presentación de cada participante: Nombre, estado civil y actividades de recreación

II. ANALISIS DE LA CAPACITACION EN LOS ESTADOS UNIDOS

1. ¿Cómo calificarían la capacitación que recibieron en los EE.UU.?
2. ¿Cuáles fueron los elementos más importantes de la capacitación? (Sondear: contenido y utilidad de la capacitación.)
3. ¿Cuál fue el objetivo principal de su programa de capacitación? ¿Se logró el objetivo? ¿Por qué dice(n) eso?
4. ¿Es el tipo de capacitación que ustedes esperaban? Por que si? Por que no? Que piensa el resto del grupo?
5. ¿Que aspecto de la capacitación les ha gustado mas? ¿Por qué?
6. ¿Que aspecto de la capacitación les ha gustado menos? ¿Por qué?
7. ¿Recomendarían la capacitación a sus familiares y amigos? ¿Por qué? ¿Por qué no?
8. Si tuvieran que calificar la capacitación utilizando una escala entre cero y diez, ¿qué calificación le darían?

III. "EXPERIENCE AMERICA"

1. Tuvieron también la oportunidad de conocer a los norteamericanos y ver la sociedad norteamericana y sus instituciones, "Experience America." ¿Qué les gustó más o les impresionó más en los EE.UU.? ¿Qué les gustó menos?
2. Bolivia, ya desde hace una década, tiene una forma de gobierno democrática, y así es también los Estados Unidos. ¿Su viaje les permitió enterarse de la forma de gobierno estadounidense, al nivel local o nacional? ¿Qué vieron allí que posiblemente podrían aplicar a las prácticas democráticas bolivianas? ¿Que prácticas democráticas bolivianas encontraron superiores al sistema norteamericano?
3. ¿Qué cosas específicamente vieron en los Estados Unidos, con respecto a su vida pública, sus instituciones, que les ha hecho reflexionar sobre su utilidad para Bolivia?

IV. ENFOQUE EN LA "APLICABILIDAD" DE LA CAPACITACION

Transición: Indicar el cambio de tema al decir "Ahora, hablemos de la capacitación APSP con respecto a cómo la han utilizado aquí en Bolivia."

1. ¿Fue relevante/apropiada la capacitación que recibieron en los Estados Unidos a lo que hacen ahora en su trabajo [o en sus actividades comunitarias]? ¿Por qué? ¿Por qué no?
2. ¿Cuáles han sido los efectos de la beca en los ingresos familiares?
3. ¿Se han ascendido en sus trabajos como resultado de la beca?
4. En el trabajo, han podido utilizar o implementar los conocimientos ganados en la beca? ¿Por qué? ¿Por qué no? ¿Han recibido el apoyo o colaboración de sus jefes en utilizar la capacitación? [vínculos institucionales]
5. En el barrio, o la organización comunitaria, ¿cómo han comunicado los con sus vecinos o compañeros lo que han aprendido en la beca? Si no han podido comunicarlos, ¿porqué no? [*efecto multiplicador*]
6. ¿Qué ha hecho, específicamente, como resultado de la beca que no hubiera podido hacer si no tuviera la beca APSP?
7. ¿La capacitación APSP ha tenido algún efecto, que sea positivo o negativo, en su capacidad de mando, de guiar a otros, de hablar delante un grupo? [¿Le ha ayudado a desarrollar su propia potencialidad?]
8. [Para los de la pequeña empresa o que trabajan en carreras de producción...] ¿Ha aumentado su productividad, su producción, el ritmo de entrega de sus bienes?

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9. Como resultado de la beca, ¿cómo ha cambiado sus expectativas con respecto a su puesto/empleo/manera de mantener su negocio?

V. LA CAPACITACION Y LIDERAZGO

1. ¿Han cambiado / aumentado sus prácticas de liderazgo como resultado de la beca? ¿Cómo?
2. ¿Cómo ha expresado su capacidad de liderazgo desde que regresó a Bolivia? ¿Qué hace ahora que no hacía antes?
3. ¿Qué han hecho desde su regreso para mejorar sus capacidades de liderazgo?

VI. VINCULOS INSTITUCIONALES

1. ¿Sigue Ud. manteniendo una relación con la institución que le nominó a participar en la beca? (La institución intermediaria?)
2. ¿Cuáles son los factores para que la relación sea fuerte y mutuamente beneficiosa?
3. [Determina quiénes fueron capacitados con colegas de trabajo, para preguntarles...] ¿Ha sido útil o una desventaja que Uds. recibieron una capacitación en común en el programa?

VII. ACTITUDES

1. ¿Han cambiado sus opiniones con respecto a su carrera o profesión como resultado de su capacitación? ¿De su país? ¿De su barrio o de las organizaciones en que trabaja?
2. Después de su estadía en los EE.UU., ¿cambió su punto de vista con respecto a sus propias posibilidades?
3. ¿En cuáles instituciones han podido tener un impacto positivo con respecto a las habilidades democráticas?
4. Más allá de la capacitación o estudios en sí, ¿hay elementos de la experiencia en los EE.UU. que les ha llevado a cambiar algo en su experiencia en el trabajo o en la comunidad? ¿La experiencia con la familia norteamericana? ¿Amistades allá?
5. ¿Mantuvieron contactos con amigos u otros en los EE.UU. durante los primeros seis meses después de su regreso? Cartas?

VIII. TEMA: LAS BECARIAS

[Para ex-becarias]:

1. ¿Ha encontrado algunas dificultades en aplicar lo que estudió? ¿Qué han podido hacer con su capacitación desde su regreso de los EE.UU? ¿Cómo compararía su capacidad de aplicar o implementar su capacitación con la de los varones [que estuvieron en su grupo]?
2. ¿Participó Ud. en un grupo que era sólo de mujeres?
 - 2a. [Si es así,] ¿Qué tal fue? ¿Habría sido mejor tener a algunos hombres en el grupo? Pensando en la experiencia con un grupo de becarias todas mujeres, ¿diría ahora que las mujeres resultan más o menos colaboradoras cuando no hay varones en el grupo?
 - 2b. [Si no es así,] ¿Funcionó bien el grupo mixto? ¿Habría sido mejor un grupo sólo de mujeres? ¿Porqué o porqué no?

IX. SEGUIMIENTO

1. ¿Qué tipo de contacto han tenido Uds. entre Uds. o con otros becarios?
2. ¿Cuántas veces han tenido contacto con USAID? ¿Esperaban tener más contacto, o es más o menos lo que esperaban?
3. ¿Qué actividades han emprendido Uds. en ..[lugar].. como resultado de haber participado en el programa de becas?
4. ¿Cuántos fueron a la reunión en La Paz en febrero? ¿Qué resultados ha tenido el esfuerzo aquí en ..[lugar].. de organizar asociaciones departamentales? ¿Qué han hecho?
5. ¿Idealmente, qué debe ser el programa de seguimiento de APSP para ser de lo más útil para los ex-becarios? ¿Qué deben hacer los ex-becarios?

X. JUEGO DE ROLES

Supongan ahora que ustedes forman la mesa directiva de la Oficina de Capacitación en USAID/Bolivia. Les quisiera pedir que por favor planifiquen las actividades de capacitación del próximo año, tomando en cuenta sus experiencias actuales.

6. Cual sería el curriculum? Por qué?
7. Cual serían las fechas de capacitación? Por qué?
8. Que temas serían incluidos? Por qué?

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9. Que temas serían excluidos? Por qué?
 10. Que tipo de becarios deberían invitarse? Por qué?
 11. Hay algo mas que se debería considerar para la capacitación del año próximo? Que?
- (Moderador: En las preguntas 6 a 11, tratar de establecer el grado de consenso)

APPENDIX G

Focus Group Reports

APPENDIX G:

FOCUS GROUP REPORTS

Focus Group No. 1 **Short-term APSP Trainees in the Private Sector** **August 18, 1992** **La Paz, Bolivia**

Group Characteristics

This group of two women and three men had an average age of 44 years, ranging from 33 to 53. All were short-term Trainees; two Trainees had studied small business administration, two school administration (in this case, representing private schools), and one video production. Monthly salaries ranged from Bs. 700 to Bs. 4,000 (\$175 to \$1000), averaging Bs. 1,750 (about \$440).

Overall Quality of U.S. Training

The group agreed that the U.S. training was generally good and that they learned many new things. Overall ratings by the group on a scale of one to ten averaged around seven. They found the course very practical although there were great distinctions between the U.S. and Bolivia which presented difficulties. Also, it was mentioned that the heterogeneity of the training groups made it more difficult to meet the expectations of individual members. Another problem was with the quality of the interpreter services. All of them, however, would recommend to others that they take advantage of similar opportunities.

Experience America

All members of the group indicated that their contact with U.S. families was agreeable. They were impressed by the friendliness and closeness of American families, although the time the Bolivians had to stay with them was quite short – usually no more than a weekend. Some group members had declined the opportunity for family visits because of their lack of English language skills. Positive impressions about the U.S. included citizen participation in government and in public sector activities (e.g., education), the two party system, the discipline of Americans as well as their political maturity.

Applicability of U.S. Training upon Return to Bolivia

Participants in the focus group rated the applicability of their U.S. training to their activities in Bolivia slightly higher than they rated the overall quality of their U.S. training – it was rated at an eight compared to the seven rating shown above. Certain actions were attributed to having made the trip. One person had enlarged his small business, another became more organized, and a third began looking for more opportunities for his business to expand. Generally, the group believed that introducing changes as a result of U.S. training was more difficult in the public sector than in the private sector. It was pointed out that some public sector employees returned to find their job had been filled by someone else.

Follow-on Activities

Several group members recounted things they had done since their return. One was an advisor to a women's group, while another was going to organize a course for secondary school instructors. One had participated in a leadership course. A Trainee commented that returned participants in the La Paz area did not get together after their return to Bolivia. All of the members liked the Trainee Follow-on Meeting held in February. It was an opportunity to remember their U.S. experiences and to exchange ideas. There is a need -- as expressed by the group -- to have support for follow-on activities.

Composition of Training Groups

Participants agreed that training groups composed of both of women and men are the best -- and equal division of both would be ideal. They did not like groups that were only women or that had a very large percentage of men.

Focus Group No. 2
APSP Trainees in the Public Sector
August 19, 1992
La Paz, Bolivia

Group Characteristics

This group consisted of 12 Trainees, nine men and three women. Ages range from 26 to 47, with an average age of 40. Two were recently returned long-term Trainees from an M.A. program in Public Administration. The rest were short-term Trainees, most in the public sector. Five had been part of a short-term group in public administration. One had joined a mayors' group, one was in a dairy producers' group, and two had been part of a journalism group. Reported salaries ranged from Bs. 500 to Bs. 4,500 and averaged Bs. 2,100 for the group; one person did not report a salary.

Overall Quality of U.S. Training

All of the people found the U.S. training to be positive. There were some aspects, however, that individuals pointed out which limited the usefulness of the training. Greater depth and specialization was one comment — there was a general impression that training was below the level of capability of the trainees. One person believed that language was a limiting factor while another believed the heterogeneity of the group was a detriment. Almost all of the participants, however, rated the overall program with a ten, while only two found it to be at the five level. When asked about the technical quality of the program, the average score dropped to about a seven. In general, all of the participants would recommend the program to others.

Experience America

Participants had the opportunity to interact with Americans and had family visits. Some indicated that they were limited to Hispanic families — some of them quite poor — and implied that this was perhaps not a typical view of U.S. family life. Participants did not feel they had been discriminated against because of their Hispanic origin and one mentioned that he found less discrimination than he had believed existed. One participant observed, however, that they sensed a bias against Latin American countries. There were general impressions that the U.S. was a very democratic country although one participant was concerned about the low level of voter participation. As in other groups, there was a comment about how disciplined Americans are.

Applicability of U.S. Training upon Return to Bolivia

There was more division of opinion about whether U.S. training was more applicable in the public or private sectors. Some thought that the public sector was more open to ideas from the U.S., while a greater number believed that fewer obstacles exist in the private sector to introduce changes based on foreign experience. One member pointed out that resources for implementing change are very limited in the public sector. Once again, returning participants in the public sector found their jobs had been taken over by others. Some mentioned, however, that they had a greater interest in participating in training activities or engaging in research as a result of their

U.S. training. Some specific applications of the U.S. training included changes in city administration, participation in two seminars on public relations, reformulation of public sector regulations, participation in a distance education project and exchanges of information with friends and family.

Follow-on Activities

When asked about the February Trainee Follow-on Meeting in La Paz, it was pointed out that an association of returnees had been formed at the state level and a series of seminars had been programmed. One specific action is a training program for rural women in agricultural sanitation.

Composition of Training Groups

This group agreed that half women and half men is the ideal composition of the training groups. It was suggested that English language training be provided to make the U.S. training more effective. There were parting suggestions that U.S. course content be improved and that Trainees be permitted to visit relatives who live in the U.S.

Focus Group No. 3
Women APSP Trainees
August 22, 1992
Oruro, Bolivia

Group Characteristics

This group consisted of thirteen women ranging in ages from 23 to 51 years; the average was 35 years of age. All were short-term Trainees. Five had gone with a group of traditional weavers, and the other eight had formed part of a group working in leadership and group organization for mothers' clubs. This group was economically quite disadvantaged; average reported monthly income for the weavers was Bs. 36 (less than \$10), while the mothers' club leaders reported an average monthly income of Bs. 250 (about \$63). (However, half of the latter reported no income at all, noting that they were volunteer leaders.) All had traveled to the U.S. in 1988.

Overall Quality of U.S. Training

When asked about their U.S. Training, the participants from Huazuni indicated that it had not been very useful. They had received very little information about weaving, which was their basic interest, although they did get training in basket making (which they do not seem to do). They referred to the training as vacationing -- paseando. The participants from Oruro were more positive. They indicated they had learned a little bit about a lot of things. The overall rating given the U.S. training by this group was very low -- perhaps an average of six or seven.

Experience America

When asked what impressed them most about the U.S., members of the group -- who are lower income women from rural areas -- referred to tourist attractions such as the Grand Canyon, the Golden Gate Bridge, the Statue of Liberty, and the oceans. They found their relationships with U.S. families to be interesting, noting that men and children assisted women in household chores -- something they shared with their own families. Only one of the group members still had contact with someone they had met in the U.S. -- about two letters a year. They found the U.S. to be a democratic country. When asked about changes in themselves as a result of the U.S. training, one woman indicated that she had lost much of her fear while another believed she was now much better trained.

Applicability of U.S. Training upon Return to Bolivia

When asked what they were applying as a result of their trip, the answers revolved about being on time, on improving cleanliness, and on modifying eating habits. Useful contacts were made, however, with firms for marketing the handicrafts made by these women. As a result of training, courses have been organized for women. Women's groups have improved their organizational structures and their punctuality with respect to meetings. There was some indication that production and income may have been favorably affected as a result of training, while some had learned how to better administer their own finances.

Follow-on Activities

The participants spoke favorably of the February Trainee Meeting because it provided them the opportunity to get to know other participants. The groups had been meeting monthly since February, where they get some training. They are looking into the possibility of obtaining financing for their groups to allow them to organize more training and develop their own funds.

Composition of Training Groups

The women were content with the all-female character of their training groups. Including men, according to one woman, would have presented problems for them with their husbands. When asked in parting about ways to improve future training programs, some of the women indicated more emphasis on training which would influence their income. The programs on leadership and group management, while useful, have had little influence on the quantity or quality of their production.

Focus Group No. 4
Professional APSP Trainees
August 22, 1992
Oruro, Bolivia

Group Characteristics

The group was composed of eight members. Information was not collected on two latecomers, two middle-aged men who had formed part of the short-term public administration group. Of the other six, there were three men and three women, and the Trainees ranged in age from 29 to 46 (the average was 40 years of age). Five of these six Trainees were also in short-term programs, studying leadership in mothers' clubs (1), public administration (1), small business (1), school administration (2), and health (1). One Trainee was in a long-term M.A. program in public administration. Reported monthly income ranged from Bs. 200 to Bs. 2,500 (\$50 to \$625) and averaged Bs. 1,270 (about \$320).

Overall Quality of U.S. Training

The group gave their U.S. training a very high mark (an average of 9 out of a possible 10). There was concern, however, that the material was not as current as it might have been — there was interest in having an opportunity to review the course plan and bibliography prior to leaving Bolivia. This would eliminate those areas where participants already had adequate information. Generally, the interpreter services were regarded as good, although, because of the interpreter's lack of technical information, weaknesses were noted. There was general interest in having more English training prior to departure. Participants noted the opportunity to exchange ideas and impressions with others — including Americans and people from other countries — as being of most significance to them in their U.S. visit. Field visits to municipal offices and other local agencies permitted them to have a much better understanding of life in the U.S.

Experience America

Participants were greatly divided in what they found to be most interesting about the non-technical aspects of their U.S. visit. Punctuality and individual responsibility (discipline) was mentioned, as was the way children were cared for. The facilities provided by the government, such as in education (which includes bus transportation, books, school lunches), was commented on. Also, the fact that they saw poverty and homelessness was of surprise to the group. They enjoyed their home stays a great deal and the opportunity to discuss U.S. politics. They found, however, that Americans have very little information about Bolivia and do not understand the coca issue from the Bolivian perspective nor the assistance the U.S. provides Bolivia to address the problem. Three group members still maintain contact with individuals or groups they met during their visit.

Applicability of U.S. Training upon Return to Bolivia

Applying U.S. training was most difficult at the higher levels where political influences or worker organizations (*sindicatos*) limit the introduction of new ideas — in one case, a local sindicato

labeled the returnees as CIA agents. In working with fellow colleagues, students, friends and community groups, there were many opportunities to apply directly the technical skills acquired as a result of U.S. training. It was generally accepted that members of the public sector face more resistance to apply their U.S. training because of political forces and worker organization resistance to change. The private sector, although it presents some obstacles, is far more receptive to new ideas from the outside. Several participants commented that U.S. training has permitted them to look at their field more openly – it has broadened their horizons.

Follow-on Activities

When asked about the February Trainee Meeting, the group enthusiastically attributed their ability to organize a group of ex-CLASP participants in Oruro as a significant outcome. The group is planning some projects in areas like operation of knitting machines and a pilot course in public administration. They meet the first Saturday of each month. They hope to actually create an office of CLASP alumni so they may transmit what they have learned in the U.S. to others and to organize follow-up training to add to their knowledge. Some have already engaged in such training as family planning and sex education for “Mothers Clubs” or in leading discussion groups in high schools.

Composition of Training Groups

The group unanimously endorsed training groups composed of 50 percent men and 50 percent women. There was the suggestion that those going for long-term training be allowed to have their families accompany them.



Focus Group No. 5
Mixed APSP Trainees
August 25, 1992
Potosí, Bolivia

Group Characteristics

The group consisted of eight participants, four men and four women. Four had received long-term training (two men and two women), and the other four short-term technical training. Three of the long-term Trainees had received an M.A. in Public Administration, while the fourth had studied English. The two short-term women Trainees had gone together in a group of grass roots community leaders from mothers' clubs, while one of the two men receiving short-term training had studied public administration and the other small business practices. Ages ranged from 30 to 48; the average was 37 years of age. The range of reported monthly household income was from Bs. 80 to Bs. 3,200 (or from \$20 to \$800); the average income was Bs. 1,165 (\$290)

Group Dynamics

This group was called by a university professor who was also the departmental coordinator. The group was very receptive to the questions and demonstrated great interest in providing information. It represented a wide range of socioeconomic statuses, and this had some impact on the interaction. For example, a bemused tolerance was noted in the expressions of the three university-level Trainees when one of the more disadvantaged Trainees spoke (the one reporting the very low income mentioned above). However, the professors, while invited to speak their minds, were not permitted to dominate the discussion. A late arrival was a dynamic, forceful grass roots leader, and she was able to ensure that those more disadvantaged members were well represented.

Assessment of U.S. Training

The group varied widely in their ratings of U.S. training. Generally, however, there was the impression that the training did not address the specific level of ability of the groups — there was a tendency by North Americans, according to several members of the group, to underestimate the professional competency of Bolivians. A case was cited where U.S. teachers were surprised that the group had computer skills. Another observation was the limited knowledge that U.S. teachers had about Latin America. A Mothers' Club Trainee felt the training should have been more focused, rather than offering "a little about everything." Finally, it was pointed out that much of the training was oriented to U.S. experiences with too little relationship to conditions in Latin America. In many cases, the training was not directed to the Trainee's job requirements.

The Trainee who studied English was most satisfied with her training; she gave her program a rating of 9 out of 10. Five of the rest rated it six or less.

Experience America

Trainees found Americans to be hospitable, friendly, disciplined and polite. They were surprised how readily Americans invited them into their homes and even invited them to spend evenings or weekends. One-half of the group are still in contact with Americans they met during their training program. On the negative side, awareness of discrimination against minorities – specifically, African Americans, Native Americans and Latinos – was the most disliked aspect of their U.S. experience.

There was an impression by several members of the group that U.S. politicians were more mature and better prepared than those in Bolivia. Two group members pointed out that the high cost of winning U.S. elections limited political participation to a more select number of candidates – not everyone can afford to become involved in U.S. politics. One respondent equated political power with financial resources.

Utility of Training In Bolivia

Respondents generally found the training to be of limited applicability to their jobs or activities in Bolivia. It is interesting to note that those in the private sector found their training to be more useful than those in the public sector. One public sector employee found only an estimated 30 percent of the training to be useful due to the lack of equipment and laboratories in the school where she taught. Another found no applicability at all because her course assignments had been modified in her absence and she was no longer teaching in the area of public administration. The great differences in the U.S. and the Bolivian public sectors also explain to some extent the difficulty in transferral of technology or experiences in this sector.

More favorable comments were made by those in the private sector, especially by those working in NGOs. Even there, some restrictions were placed on Trainees in applying all of their experiences. One participant indicated that one of the greatest problems was that U.S. training was so intense that she did not have time to capture everything. She believed that she could be even more effective had she fully understood more of the information made available to her.

The group had difficulty in identifying specific actions which they could directly attribute to their U.S. training. It was obvious they wanted to do far more than they had been able to do since returning to Bolivia. Political impediments in the public sector made it difficult for some Trainees to introduce new ideas there. Institutional support was not available for others. At time, the absence from the job and the offices changes during training made Trainees less effective in their job than they were before leaving for the U.S. Participants suggested USAID support in preparing their institutions for their return or establishing clear relationships with sponsoring agencies before their departure which would improve the utilization of their newly acquired skills. Again, the private sector was more receptive and presented far fewer obstacles. Trainees mentioned that foreign training opened doors for them. It was once more pointed out that individual motivation will affect how Trainees overcome obstacles upon their return. Some individuals will find ways to utilize their training no matter what happens. Finally, most reported no impact on their income as a result of APSP training.

Follow-on

All of the group members had attended the Trainee Follow-on Meeting in La Paz in February. The most positive result was to have identified the 21 APSP returnees in the Potosí area. Prior to that, members of the group did not know that so many people from the area had participated in the program. This has led to three subsequent meetings at the local level (one of which was poorly attended). Otherwise, most of the members observed that the February Meeting had little impact on them. The group believed that it had a very limited relationship with USAID in La Paz. One group member suggested a more dynamic, dedicated USAID staff should be assigned to the Follow-on Program. Better communications were essential; they indicated that communications were minimal and not effective. One Trainee mentioned that she was called by the secretary of the USAID Follow-on Coordinator and was deeply offended that the Coordinator had not taken the time to make the phone call.

The newsletter was found by most to be an unsatisfactory linkage to the APSP Program – its emphasis was on “gossip” rather on technical or substantive information which might have been useful to the Trainees. One participant cited a quote from the last newsletter as “Where is Potosí?” She countered with “We have never seen the newsletter – where is the newsletter!” There was general agreement that at this time there was no APSP Follow-on Program.

When specifically requested to summarize suggestions and observations about the APSP Follow-on Program, the group members provided the following list:

1. The Program has not yet provided any support for promoting development related activities at the community level or in the work place.
2. The newsletter is not effectively communicating technical and other information which is of use to Trainees in initiating and fostering development related activities.
3. Communication with La Paz has been ineffective – USAID/Bolivia must work with returned Trainees more closely if the Follow-on Program is to produce results.
4. Some financial support will be required if post-training development related activities are to take place. Trainees will lose interest at the local level unless some support is made available.
5. An employment or skills exchange – “bolsa de trabajo” – would be useful for directing Trainees to areas where their abilities can be effectively applied.

Focus Group No. 6
Mixed APSP Trainees
Universidad San Francisco Xavier
August 27, 1992
Sucre, Bolivia

Group Characteristics

The group consisted of five returnees, two women and three men. The two women had received long-term scholarships, in English and Public Administration, while the men were short-term Trainees in small business and dairy management (the latter arrived late). Average age was 43, ranging from 36 to 51 years of age. Trainees reported an average monthly income of Bs. 1,500 (about \$375). The small businessmen and the dairyman all worked in their own enterprises. The English teacher taught French in a high school, while the recipient of the M.A. in Public Administration was a college professor in that field and served as host for the evening.

Group Dynamics

The group had met together several times before and were comfortable with each other. They expected others to arrive, but at one point mentioned that this same group of five were all who were present the last time the *ex-becarios* met. They listened to each other respectfully and were able to verify each other's comments based on outside contact.

U.S. Training Assessed

Diverse opinions were expressed about the training. The small business people felt the training has been very useful, although parts were marred by a poor interpreter. They also noted that the group was very homogeneous in its educational background, which made it difficult for the trainers to provide a course that was equally challenging to all. The English professor liked the training very much, even though she has not been able to use it since returning due to an involuntary internal transfer. The M.A. in Public Administration Trainee felt the training was not well suited to the academic Trainees, was overly simple and out of date. She commented that her group had communicated these feelings extensively in the past. All but the M.A. long-term Trainee rated the training at 9-10 on a scale of 10; she assessed it at 5-6.

Experience America

The English teacher had no home stay. All the rest did, and found this to be a very revealing experience in understanding the U.S. people. Trainees mentioned the wide variations they encountered in U.S. family life. Their fears about the home stay, they all agreed, were unjustified, and they succeeded in communicating without a mastery of English.

Varying opinions were expressed on U.S. democratic institutions. One pointed to the low rate of participation in formal elections and hypothesized that this led to a small group controlling U.S. political life. Others were surprised at the orderliness of U.S. civic life, such as in the respect for laws and the payment of taxes. Another stressed the success of U.S. democracy,

mentioning the fall of the Soviet Union and the continued willingness of the U.S. to assist Third World countries.

Applicability of Training

The story of each Trainee was different with respect to their applications of the training. The two small businessmen both stressed the utility of training to them and how they had made significant changes in their way of conducting business. The dairy producer found the training of mixed applicability; he felt he already knew much of what was taught. The M.A. in Public Administration felt the main benefit from the training was the credential, not the specific class work. The English teacher had lost her position as a result of her year's absence and was thus unable to apply her work; she was now working as a French teacher. The small businessmen attributed recent increases in income to the training; the English teacher had received no raise (indeed, she now worked fewer hours); and the M.A. in Public Administration had been promoted but received no raise.

Follow-on

All had attended the meeting in La Paz and had left excited about the prospects for a good Follow-on program. One who had just had a mini-project approved expressed her discomfort because her proposal was intended to be just an example of an activity that the Sucre group could carry out. She found, however, that her proposal had been singled out for funding, leaving her colleagues with nothing to show for their efforts. Trainees felt that the Follow-on program should not be centralized in La Paz. Given the lack of response by some fellow Trainees, they felt that a local office would generate more interest and continuity. It could also serve as a meeting point for those Trainees who lived in the country and only came to the city occasionally. These Trainees also felt that some Trainees would never participate.

The Sucre Trainees could all point to specific activities they had undertaken on their own as multipliers. The business people had direct contact with other small entrepreneurs and assisted them with problems that arose. The English teacher had shared her training with the members of a professional association. The college professor said she used her training directly in the classroom, passing it on to students.

Focus Group No. 7
Short-term APSP Trainees
August 30, 1992
Cochabamba, Bolivia

Group Characteristics

The group consisted of six short-term Trainees, five men and one woman. Two had taken part in a dairy production course, two had studied small business, one had attended a course for judges and lawyers, and the sole woman Trainee was in the journalist group. Average monthly income reported by the Trainees was Bs. 2,200 (about \$550). Ages ranged from 32 to 53 and averaged 39 years.

Overall Quality of U.S. Training

The group rated the quality of their U.S. Training relatively low – the average score was between six and seven out of a possible ten. Of main concern was the heterogeneous composition of the group making it difficult to meet individual interests in a group setting. Many had never been exposed to formal training prior to their U.S. travel. Furthermore, the U.S. contractor was not aware of the composition and ability level of the group so that it could not address these problems. Taking these concerns into consideration, the group believed that the course content was not as low as their overall rating of the training experience. There was one observation that those responsible for the course underestimated the capabilities of Bolivian participants. Certainly, the overwhelming suggestion was to make certain that groups are formed with people with more similar levels of ability and more similar professional interests.

Experience America

Not all participants had the opportunity for home stays and there was interest in having more and longer home stays. Limited English language skill was a general reason for not having taken more advantage of the Experience America portion of the training. Among the things they liked most about Americans were their punctuality and their strong commitment to individual freedom and to constitutional protection. Two members of the group found the education system and its various resources to be of great utility. Some found U.S. internal politics to be very different than its foreign policy. Small business representatives believed that more encouragement is given small businesses in the U.S. than is the case for Bolivia.

Applicability of U.S. Training upon Return to Bolivia

Generally, participants believed their U.S. training had a direct relationship to their activities in Bolivia. For some, it widened their visions of their profession and, in one case, it permitted a Trainee to write some articles and to present a project concerning prison reform. Moreover, the group believed their leadership qualities to have been enhanced by their training. Finally, some believed that their income will be positively influenced in the long-run because of their improved efficiency resulting from the training.

Follow-on Activities

Participants indicated they had held only sporadic meetings since the February Trainee Meeting because the Trainees are very busy. While they receive the Follow-on Newsletters, they did not get a clear understanding from the Follow-on meeting as to what the objectives of the CLASP Follow-on Program were. Without clear objectives, it is difficult to get people to meet. They believe they need more frequent visits from USAID (monthly would be ideal), a meeting place (with a secretary if possible) and the opportunity to meet around special interests rather than as broad group.

Composition of Training Groups

The group believes that 50 percent men and 50 percent women is ideal with a mixture of people from various Bolivian regions.

Focus Group No. 8
Long-term APSP Trainees in English
August 30, 1992
Cochabamba, Bolivia

Group Characteristics

Seven long-term Trainees in English language teacher training attended this focus group, six men and one woman. Ages ranged from 24 to 41 and averaged 33 years. Five of the six worked at the Centro Boliviano Americano, although most of these also held other posts. Trainees reported an average monthly income of about Bs. 1,500 (or \$365).

Overall Quality of U.S. Training

The participants rated the U.S. training quite high (an average score of nine out of a possible ten with one exception – a six). They found their academic experiences very different than they were accustomed to in Bolivia. Because they were long-term trainees, learning or perfecting their English was of considerable importance to them. They found the quality of their professors to be good and they liked the fact that students were grouped according to ability – some believed even more attention should be paid to greater homogeneity within groups. They would of liked to have had the opportunity to audit courses of interest to them which was not permitted under the conditions of their scholarship. Some would have been happier not being kept with Bolivian colleagues but having had the opportunity to meet and know people from other countries. Finally, they believed that more contact with and understanding of individual differences of Trainees by the training contractor would have improved the quality and applicability of the program.

Experience America

Home visits were cited as a popular feature of the program. Some Trainees, however, had no organized Experience America activities and had to arrange their own programs on weekends. They found people they met at universities to be mature, humble and respectful of others. The group did not like the racial discrimination they found in the U.S., especially as it has an impact on African Americans and Latinos. The food in the U.S. was one complaint while others found Americans to be very little informed about things outside the U.S. They found Americans to have a great respect for human rights and for the law. One said they learned that Americans are above all human beings and that they too make mistakes – a mistake that was cited was the Los Angeles incident (Rodney King).

Applicability of U.S. Training upon Return to Bolivia

One Trainee recounted his initial frustration of not being able to apply his U.S. training because of all the regulations in his institution. Now, in a new position, he has become more effective in introducing changes. Several Trainees indicated they had modified their teaching procedures becoming less authoritative. One has tried to share what he learned with others on the job while another has tried to improve the technical level of the center where he is employed. It was

pointed out that applying U.S. training requires economic resources which are simply not available.

Follow-on Activities

The group found the February Trainee Meeting very useful. There was a meaningful exchange of experiences. The Cochabamba group presented USAID with a project proposal for improving environmental sanitation which has not yet been reviewed. They have received little information from USAID on what is being done to support follow-on activities.

"Mini"-Focus Group No. 9
Female Short-term APSP Trainees
August 31, 1992
Cochabamba, Bolivia

Group Characteristics

This group was made up of four rural women, three who had formed part of the traditional weavers group and one who had taken part in an agriculturalist group which had specialized in small stock and beekeeping. The first three now work as rural school teachers, two in the Chapare; they reported average monthly incomes of Bs. 225 (about \$55). The fourth works the land in her community and reported no cash income. Ages ranged from 27 to 38 years.

Group Dynamics

Two of the women worked together in rural schools in the Chapare and were close friends. The third person from their group had not been seen for some time and the three expressed pleasure at reuniting. The fourth woman, from the agriculturalist group, was a stranger to the others. The women were not voluble at the beginning, and two were somewhat shy. However, as the discussion progressed they all appeared to feel more comfortable voicing their views. They gave no impression of reticence on any topic, and as they recalled their U.S. stay they warmed to the discussion.

Assessment of U.S. Training

All four found the training to be good and were happy with their trainers and others associated with their training program. Three said they had received training in the making of clothes, some knitting and handicrafts, while the fourth had studied agriculture, especially raising pigs, chickens, and honey bees. They were especially impressed by the level of technology they encountered in the U.S. One said she had expected the course to be different from what she received. She added that she wishes that more attention had been paid to training them in the operation of knitting machines. Another said that the training period was too short. One from each training group said that their groups were heterogeneous, that "some knew more than others." However, they felt that all their fellow Trainees had taken good advantage of the experience, and all would recommend the training program to their friends and relatives.

Experience America

The Trainees spoke in positive terms about their travel to the U.S. They enjoyed most the opportunity to visit such tourist sights as the White House, libraries, museums, and Disney World. Among dislikes mentioned were the food, the difficulty of U.S. currency, and the climate. All four said they had a positive home stay experience and found the U.S. families warm and receptive. They felt frustrated by their inability to speak English. One said the family treated her as a daughter and took her to see the university nearby. Another noted that the family "had their religion and didn't want to eat meat."

Utility of Training in Bolivia

All four Trainees reported that they had been able to use their training in their home communities. The teachers had formally passed on what they learned both to their pupils and to women in the local Mothers' Clubs. The agriculturalist said that USAID in La Paz had helped her work in her community with a small project which included the construction of 10 chicken coops, a water pump, and other items. All felt they were better leaders as a result of the training, because, as one put it, "people are always asking us to teach what we learned there."

Follow-on

Only one of the four, the agriculturalist, had learned of the February APSP National Meeting, and she had been unable to attend because of the birth of a child. The other three reported they had never received notification or invitations. One of the four had attended a single Follow-on meeting in Cochabamba, and all were unaware of the idea of "seguimiento," or Follow-on. When asked what they would find useful in Follow-on programs, they mentioned training in specific items, such as weaving, sewing, cooking. The school teachers also said they would be very interested in learning what the agriculturalist Trainee had studied.

**"Mini"-Focus Group No. 10
Mixed APSP Trainees
August 27, 1992
Santa Cruz, Bolivia**

Group Characteristics

Only three Trainees responded to the invitation to take part, two women and a man. One of the women was a long-term Trainee in the teaching of English, the other woman had taken part in a school administrators' group, and the man formed part of the small business training group. The English teacher was 27; the other two Trainees were both 49 years of age. Income ranged from Bs. 900 (\$225) for the teacher to Bs. 4,500 (\$1,125) for the small entrepreneur.

Assessment of U.S. Training

Two of the Trainees thought the training was excellent and the trainers very capable. A third said the time was too short, and the training institution was offering the course for the first time. He therefore felt it was somewhat deficient. While two said they had fulfilled their objectives, the third said that "we didn't go to receive training, but just to observe." He mentioned, however, that he saw the functioning of small enterprise "incubators," small business projects that receive state support, and that was worthwhile. This Trainee was also unhappy about one of the translators, who he felt was not accurate and who added his own point of view. One Trainee mentioned that his group was homogeneous in experience, but was "affectively" heterogeneous. He stated that regional origins had created some tensions in the group. Trainees saw no problem with any particular proportion of women Trainees in the groups.

Two Trainees found the organization of the training to be satisfactory, and one enjoyed university life and living in the dormitory. The third noted that at the first training site the accommodations were quite basic, including a long walk to the bathroom. Things improved after the group moved on to a hotel.

Experience America

The Trainees had varying experiences in getting to know Americans. One commented that his home stay was with a Philippine family, which apparently discomfited him. A second said that she roomed with a U.S. student and fellow students had her to their homes on weekends. The third only had one weekend with a U.S. family, but enjoyed this opportunity to meet them. As for dislikes, one Trainee found public transportation to be a "disaster." The other two had no dislikes to report. Two maintain correspondence with people they met in the U.S.; one mentioned "frequent" letters to both friends and professors. The third said that his home stay family had written, but he had not replied.

Utility of Training in Bolivia

One Trainee noted that the equipment available in the laboratories in the U.S. was not to be found in Bolivia, lessening the applicability of his training. However, he also said that the

teaching methods were usable. A second said that the training was very appropriate; he used it on the job and was asked to share it with his colleagues.

Follow-on

The Trainees reported that they had met some five times since the February National Meeting and were currently awaiting a response from USAID with respect to a project they had proposed. Another said that right after returning from La Paz everyone was very enthusiastic, but there had been a drop in interest in recent weeks. The third said that USAID had created "false expectations," and many had quit attending the Santa Cruz meetings. The last time they had met was in April [four months before]. When asked why expectations were false, he replied that after such a well-executed meeting, people expected great activities. However, they had spent "more" on telephone calls to La Paz than was approved for their street children project. The amount approved would just pay for a consultant who was going to help them.

"Mini"-Focus Group No. 11
Short-term APSP Trainees
August 31, 1992
Bermejo, Bolivia

Group Characteristics

Two men (aged 38 and 55) and one woman (42) attended the focus group. All were in a short-term program in 1988 on agricultural topics and cooperative administration. Reported monthly income ranged from Bs. 3,000 to Bs. 4,000 (\$750 to \$1,000).

Group Dynamics

These three persons have known each other for many years, and they shared their views openly and with little hesitation.

Assessment of U.S. Training

One Trainee noted that the group was very heterogeneous, which made it impossible to discuss certain things (presumably because some Trainees did not have the background to do this). Nevertheless, it was overall a positive experience. Another noted that some basic areas had been covered that were useful, such as simple accounting methods. They found the trainers well prepared and suffered no problems with the language since the trainers spoke Spanish.

The three felt that the scholarships should go to both private and public sector Trainees. One felt that applying the training in the public sector would be more difficult, however, given the "structure" that existed there.

Experience America

One held the opinion that the people of the U.S. were somewhat cold; "they don't have that human warmth that you find among Latins." Another said that he was treated well and found the people sociable. However, he came back with the impression that the U.S. family was fading away.

When asked to compare U.S. and Bolivian democracy, one Trainee said that many things were similar "because there is poverty and discrimination in the U.S. too." Another said that she had little opportunity on the trip to learn about U.S. democracy, but that through the newspapers she knows that there is greater popular participation in the U.S. than in Bolivia, while in Bolivia most participation was restricted to a few political leaders. The third Trainee pointed out that the U.S. has only two political parties, while in Bolivia there are many.

Utility of Training in Bolivia

The Trainees found specific elements of the training directly applicable, such as intercropping and other new techniques for using the land. Another added that as a result of the training they

had re-organized their association into a cooperative, which had been successful. He said that the training had improved his leadership skills.

All agreed that future training should be designed to provide skills in specific techniques or social arrangements, so that the Trainees have something to offer the region and their fellow workers or neighbors on returning.

When asked what they have specifically gained from the experience, one said that he learned how to lead a much more organized life. A second stated that she returned with a much higher level of enthusiasm and a desire to apply what she learned there.

Discussing leadership, one Trainee said that having seen how a cooperative is managed in the U.S. or how a municipal government is organized, they learned that the participation of the people should be accepted in Bolivia, to see where the people want to go. That is what he had learned about leadership. Another pointed out that they were leaders before the scholarship, but that everything they saw in the U.S. served to reinforce their leadership.

Follow-on

The Trainees felt that contact with USAID had been sporadic and largely realized through newsletters. They had attended the February National Meeting. They felt that Follow-on could be improved if there were greater communication with USAID and also among the returnees themselves.