

FINAL REPORT

**for
D&G IQC Contract No. AEP-I-00-00-00017-00
Task Order 804
Phase 2:**

**Training Elected Communal and Civil Society Leaders in Financial
Management and Transparency**

Submitted to:

**USAID/Bamako
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Bamako, Mali**

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*RTI International is a trade name of Research Triangle Institute.



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ABBREVIATIONS

ACA	<i>Association Conseil pour l'Action</i>
AMAP	<i>Agence Malienne de Presse et de Publicité</i> [Malian media agency]
AMM	<i>Association des Municipalités du Mali</i>
CCC	Centres des Conseils Communaux
DGSO	Democracy and Governance Strategic Objective
DNCT	Direction Nationale des Collectivités Territoriales
DOSA	discussion-oriented organizational self-assessment [tool]
GTZ	German Agency for Technical Cooperation
INAGEF	<i>Institut Africain de Gestion et de Formation</i>
IQC	indefinite quantity contract
MATCL	<i>Ministère de l'Administration Territoriale et des Collectivités Locales</i>
NGO	nongovernmental organization
ORTM	<i>Office de la Radiodiffusion Télévision du Mali</i> [national radio and television station of Mali]
RTI	Research Triangle Institute
SO	Strategic Objective
TOT	training-of-trainers [workshop]
USAID	United States Agency for International Development

I. EXECUTIVE SUMMARY

The Indefinite Quantity Contract (IQC) AEP-I-00-00-00017-00, Task Order 804 – Phase 2: Training Elected Communal and Civil Society Leaders in Financial Management and Transparency—implemented by RTI International during the period January to September 2003—has met or surpassed all performance standards as stipulated in the task order. A total of 1,329 participants (including 255 women) were trained (see Attachment A for list of names, titles, and, for elected officials, party affiliation) in 41 training workshops conducted between April and July in the regions of Koulikoro, Sikasso, Ségou, and Mopti, and in the District of Bamako. In all, 1,300 French-language *Participant Training Manuals* were published, as well as 300 copies in Bambanankan and 200 in Peulh. To help implement the program, RTI also developed and printed a guide to help trainers understand the methodologies and techniques to be used in executing the training program, and provided extensive and continual training advice and support to both locally subcontracted training agencies.

RTI developed the highly participatory training program in close collaboration with the *Ministère de l'Administration Territoriale et des Collectivités Locales* (MATCL) and the local agency *Institut Africain de Gestion et de Formation* (INAGEF) during Phase 1, considered to be the pilot phase. During Phase 2, RTI built on the experiences of the Phase 1 and was able to improve the product. Corrections were made to the first edition of the manuals; an additional local agency, *Association Conseil Pour l'Action* (ACA), was contracted and given support to enable its staff to deliver the training program; and institutional assessments and institutional advice were given to both training subcontractors. The evaluations by the participants of the training program indicated a high satisfaction with all components. Overall, 94% of all responses to the evaluation questionnaire were “good,” “very good,” or “excellent.”

Pre- and post-test questionnaires developed during Phase 1 were given to all participants to help assess the impact the training program had on the participants’ knowledge level. Participants improved their scores on the tests from approximately 68% correct to 85%¹ correct by attending the training. RTI also initiated an assessment of the longer-term results of the training program by visiting four communes that had participated in Phase 1 training. These results were positive as well, with participants at these sites scoring post-test results of 84.1% (compared to a pre-test result of 72.0% and immediate post-test result of 85.4%). While not conclusive, the test results and interviews from these sites indicate that training themes and knowledge have been retained by the participants nearly a year after the training sessions, and that concrete actions stemming from the training sessions have occurred.

Another important component of the project was the media outreach campaign. The Phase 2 activities continued to receive excellent coverage in national and local media. This included national television, radio, and newspaper coverage, as well as extensive coverage by community and local radio stations in target districts.

The program provided RTI with important lessons learned and recommendations.² Among the major lessons learned covering both phases were:

¹ This is an improvement of the rates recorded in Phase 1: 71% to 84%.

² Some of these recommendations are—not unexpectedly—similar to those offered at the end of Phase 1.

- There is great interest among elected councilors, local administrative officials, and civil society leaders to better understand communal financial management and associated themes, such as resource mobilization and transparency.
- Participatory training is an effective method to extend the project training themes, but successful training requires well-trained trainers and adequate monitoring.
- Using a public-private partnerships in developing and rolling out training activities added to the credibility, dynamism, and overall success of the training activities.
- The number of subject materials covered was extensive and the training program introduced many themes for which most participants desire further follow-on training and information.
- Use of local media is particularly effective to extend training themes to the community at large.
- Ensuring that women are adequately represented in training necessitates a proactive strategy. Their participation is critical for positive long-term outcomes.

Major recommendations for the future are:

- Initiate follow-up with the communes on the action plan developed during Module 8 of the training session.
- Begin developing a strategy to mobilize financial resources, and follow up on it for each commune.
- Extend partnerships with nongovernmental organizations (NGOs) and Mali's government in this and other associated training programs.
- Seek other opportunities to reinforce and strengthen themes introduced by the training program in the communes that received training, and extend training activities to additional communes.

II. INTRODUCTION/BACKGROUND

In late January 2003, the U.S. Agency for International Development (USAID) signed Task Order 804 with RTI International for Indefinite Quantity Contract (IQC) AEP-I-00-00-00017-00, Training Elected Communal and Civil Society Leaders in Financial Management and Transparency. This activity is a follow-on to task order 801, which was implemented by RTI from January to October 2002. These training activities were conceived to help strengthen the capacity of newly elected officials and civil society leaders to play their roles in financial resource management, effective service provision, and delivery and transparency in local governance. It is believed these are essential tools in ensuring that communal government effectively plays its role. The overall objective of both contracts was to provide training aimed at exposing and orienting elected communal officials and leaders of civil society organizations to financial management systems.

Phase 1 enabled RTI to conceive, develop, and initiate training activities that achieved or surpassed all performance standards of the contract. This included the training of 558 (500 was the target figure) participants in 20 training workshops conducted between June and October 2002 in the regions of Koulikoro, Sikasso, Ségou, and Mopti, and the District of Bamako. RTI worked closely with the *Ministère de l'Administration Territoriale et des Collectivités Locales* (MATCL), which provided guidance, supplied resource people and trainers, and helped monitor the quality of the training sessions. To implement the activity, RTI also subcontracted with *Institut Africain de Gestion et de Formation* (INAGEF) to provide trainers and specific local assistance.

For Phase 2, the target number of trainees was 1,200 in 30 cercles in the regions of Koulikoro, Sikasso, Ségou, and Mopti, and the District of Bamako. RTI also recommended that to promote the sustainability of the intervention, at least one additional subcontractor be chosen to work with RTI and INAGEF in training delivery. With the approval of USAID, the subcontractor identified was *Association Conseil Pour l'Action* (ACA). In RTI's proposal to USAID, RTI also suggested that specific efforts be made to help assess needs and strengthen capacity of the local partners ACA and INAGEF. These activities were proposed to help ensure that the capacity to engage in similar training efforts continued to exist after the closeout of Task Order 804.

RTI wishes to recognize the facilitation and implementation roles played by the project steering committee (*Comité de Pilotage*). This committee comprised Ibrahim Sylla, *Conseiller a la Décentralisation*; and Modibo Sidibé, *Inspecteur en Chef*, in the *Ministère de l'Administration Territoriale et des Collectivités Locales*. Their commitment, and that of the government trainers/experts who participated in the training, were essential to the production and delivery of the training program. It should also be noted that local partners ACA and INAGEF and their trainers were committed, cooperative, and engaged in all aspects of the activity, and their work helped ensure the success of this important training initiative. Finally, RTI expresses thanks to USAID not only for the opportunity to implement this program but also for the support given by the Democracy and Governance office in Bamako during program implementation.

III. IMPLEMENTATION

Implementation took place in the following major stages:

- Institutional Capacity Development: February-August
- Training Planning: February-April
- Training Delivery: April-July
- Evaluation and Reporting: July-September

A. Institutional Capacity Development

Institutional capacity was developed on two levels with implementing partners ACA and INAGEF. The first level was improved technical capacity to conduct training, specifically training in participatory governance for communes. The second level was organizational management. The interventions taken in these two areas are highlighted below:

1. Technical Capacity

- A training-of-trainers (TOT) workshop was organized on April 9-11 in Bamako at the RTI office for INAGEF and ACC identified trainers. Twenty-eight participants attended, including 20 trainers/managers from partners ACA and INAGEF.
- Four follow-up and support visits were conducted by Principal Training Specialist Isadore Lecadou (in February, March, April, and June). He designed and conducted the TOT session (item above) plus overseeing the delivery of the first workshop in Bamako (the week of April 14-18) and subsequent training activities. He provided individual training advice and feedback to facilitators and trainers (especially those associated with ACA who had not participated in Phase 1) as well as recommendations to supervisors at ACA and INAGEF.
- RTI Project Leader Dan Gerber observed training sessions conducted by ACA and INAGEF in May. He provided advice and feedback to the trainers on their techniques and drafted a “training checklist” to help ACA and INAGEF trainers better organize and plan for their training workshops. He also conducted a joint planning session with ACA and INAGEF the first week of February, and worked with ACA and INAGEF to develop the tools and then jointly conduct an internal assessment of training at four selected Phase 1 communes.
- RTI hired a Malian Project Coordinator, Seydou Thera, who, among other responsibilities, advised ACA and INAGEF on how best to organize and manage the logistics of the training program.

2. Organizational Management

RTI adapted and used a discussion-oriented organizational self-assessment (DOSA) tool in conjunction with ACA and INAGEF. The tool allowed both organizations to self-review their organizational structure and effectiveness in human resource management, organizational structure and operations, financial management, organizational vision, and external relations.

The DOSA tool was applied for the first time in March internally by each organization and again with Thera and Gerber along with ACA and INAGEF staff in July.

The purpose of the exercise was to help the leadership identify their organizations' strengths and weaknesses. Phase 2 of the task order did not have the resources or the mandate to conduct other activities that would focus on directly strengthening the weaknesses identified by the two partners. Nevertheless, it is hoped that both ACA and INAGEF will seek to address their identified needs to make their organizations that much stronger.

The findings by organization are presented below; a copy of the institutional assessment questionnaire is in Attachment C.

ACA

The organizational self-assessment conducted by ACA in March 2003 gave an overall rating of 85% with scores of 86% in human resources, 89% in organizational structure and operations, 85% in financial management, 98% in organizational vision, and 66% in external relations. The self-assessment was conducted by Ousmane Guindo, Executive Director; and Abdoulaye Berthe, Assistant to the Director.

The external assessment conducted by RTI (Thera and Gerber), in discussion with Guindo and Berthe, gave an overall rating of 78.4%. Component scores were 86% in human resources, 78% in organizational structure and operations, 77% in financial management, 73% in organizational vision, and 66% in external relations. The external evaluators were impressed with the policies and procedures that existed and were regularly used by ACA—from personal evaluations to accurate and specific inventory systems.

This institutional rating is quite high (both the self-assessment and external assessment) and can be attributed in large part to the manner in which ACA was founded (i.e., as a specific project activity financed by USAID in the early 1990s). The senior management must be commended for maintaining procedures and policies and for having committed themselves to building a sound organization. Regarding institutional structure, the only significant concern was the need to maintain sufficient contracts to keep the organization viable. In the past, during some lean times, Guindo and Berthe stated they went without salaries for an entire year (while continuing to pay the salaried staff of six).

It is to be hoped that ACA continues to operate in the manner it has established and that it is given additional opportunities by donors and other agencies. One positive sign, and due at least in part to its work with RTI, is that ACA is expected to be awarded a contract for Support for Good Governance in 10 communes in the Cercle of Ténenkou (Mopti).

INAGEF

The organizational self-assessment conducted by INAGEF in March 2003 gave an overall rating of 68.6% with scores of 69% in human resources, 94% in organizational structure and operations, 63% in financial management, 43% in organizational vision, and 56% in external relations. The self-assessment was conducted by Makono Diarra, President; Aly Coulibaly, Director of Programs; and Abdoulaye Doumbia, Director of Marketing.

The external assessment conducted by RTI (Thera and Gerber) in discussion with Diarra and Coulibaly gave an overall rating of 68.1%. Component scores were 78% in human resources, 83% in organizational structure and operations, 59% in financial management, 53% in organizational vision, and 56% in external relations.

The external evaluators were impressed with the leaders' firm grasp of their organization's weaknesses and strengths. It is also notable that the total self-assessment score was nearly identical to that of the outside evaluators. The several cases in which the external evaluators gave lower scores were balanced by cases in which the external evaluators believed the INAGEF leaders had been too harsh on themselves.

INAGEF recently was able to secure a contract from the German aid agency GTZ in Kati to help the Centres des Conseils Communaux (CCC) provide training to commune officials and civil society leaders. The INAGEF leaders have stated that the partnership with RTI was critical in obtaining this work. Direction Nationale des Collectivités Territoriales (DNCT) is also negotiating for INAGEF to provide training in financial management for communes. This marks a significant INAGEF and RTI project success and validates the approach of working through existing structures to help ensure sustainability of initiatives.

B. Training Planning

In early February, Gerber met with ACA and INAGEF leaders to discuss the project and carry out an initial planning exercise. Due to the agricultural calendar and limited accessibility of roads and villages during the rainy season, it was felt that a rapid start-up would be necessary so that training activities could be completed in July. At this meeting it was determined that ACA would cover primarily the regions of Ségou and Mopti and that INAGEF would cover primarily Sikasso and Koulikoro.

A workshop was organized on March 18 to review the participant manual. Since the Phase 1 materials had been considered a success and the pilot phase had achieved its objectives, it was decided to review the documents to correct a number of minor errors. It was felt that there was no need to completely revise the manual.

After the manuals were reviewed and corrections noted, RTI contracted a local printer to produce the necessary manuals in the three languages.

The *Comité de Pilotage* was requested to help identify the target communes, taking into account accessibility during the rainy season, an equal territorial distribution, need for training within the communes, and sites where a spread effect would enable maximum coverage. The list of communes selected by MATCL was submitted to RTI, ACA, and INAGEF and in turn given to USAID for approval.

C. Training Delivery

As indicated in our project proposal, our approach to implementing this task order sought to accelerate the spread effect of the project while ensuring its long-term impact. We viewed this task order as a TOT project to ensure that its outreach would not be limited to the persons

attending the training workshops. We also had two approaches toward TOT. These different approaches aimed at training:

- *Trainer-Facilitators*: These were the persons attending the training workshops. The amount of training these participants received did not allow them to become formal trainers. However, they were equipped with the tools and knowledge necessary to instigate, facilitate, and support local participatory efforts in their communities. Two participants from Phase 1 were identified as people with the potential to serve as formal trainers. These two participated in the TOT activities, with one eventually leading a full 5-day training event.
- *Core Trainers*: These were equipped with the capacity to provide training and technical assistance to elected officials, civil servants, and community representatives who are engaged in, or wish to implement, participatory initiatives that aim at improving financial management, service delivery, and citizen participation. These trainers conducted the training activities during the project and RTI also gave them and their affiliated institutions advice and support through TOT workshops and monitoring.

When designing the original training methodology during Phase 1, RTI's main preoccupations were (a) to ensure that the key concepts underlying transparent financial management were successfully conveyed to the participants, and (b) to create the conditions such that the participants could apply the skills and techniques they had acquired. These goals had implications for both the program's pedagogy and the selection of communes and participants.

As specified in the project's terms of reference, the methodology used was highly participatory, focusing on learning through doing and interacting instead of on passive listening. The *jeux de rôles* exemplified this approach, as they were designed to allow the participants to be actors in the budget process, from strategic planning to implementation. In addition, participants were provided with substantial complementary information in the training manual for future reference (*fiches de synthèse*). Finally, a session of communal consultation was included in the program to enable participants to reflect on the training and adopt a plan of action to be implemented in their respective communes.



Training session in Douentza conducted in May 2003.

RTI proposed, and implemented, a strategy for selecting participants that aimed at (a) ensuring that a critical mass of individuals received training in each municipality, and (b) avoiding dilution of the training impact. It was therefore suggested that only two communes take part in each training session, with each commune represented by 12-14 participants. Care was taken to ensure that participants represented a wide range of local actors and that key communal decision-makers participated in the training. To ensure greater female participation, ACA and INAGEF urged that the maximum number of female participants be invited. INAGEF eventually made this a conditionality of the training program, insisting that if there was a female councilor, she would be a participant, and that at least one-third of the civil society participants be female.

Training implementation occurred according to the schedule shown in Exhibit 1. A sample of a training certificate given to participants is found in Attachment G. Copies of training materials are included in Attachment H; reports on implementation of the training by site are in Attachment I.

Exhibit 1. Phase 2 Training Schedule

Region	Cercle	Communes		Training Location	No.	Female	Dates
Bamako	District de Bamako	Commune 2	Commune 5-1	1. Bamako	15	7	April 14-18, 2003
	1. Kati	Sanankoroba	Dialakoroba	2. Sanankoroba	27	6	April 21-25, 2003
Koulikoro	2. Kolokani	Didiéni	Sagabala	3. Diédiéni	29	5	June 9-13, 2003
	3. Dioïla	Guégnéka	Kéréla	4. Fana	28	4	April 21-25, 2003
	4. Koulikoro	Koula	Sirakorola	5. Koula	32	6	April 21-25, 2003
	5. Banamba	Banamba	Madina Sacko	6. Banamba	31	7	June 9-13, 2003
		Toubacoro	Sébété	7. Toubacoro	33	8	June 9-13, 2003
	6. Nara	Nara	Korongou	8. Nara	37	9	June 9-13, 2003
		Niamana	Fallou	9. Mouroudiah	33	9	June 9-13, 2003
	7. Kangaba	Minidian	Koniogo	10. Kangaba	30	3	April 21-25, 2003
Narena		Balan Bakama	11. Narena	32	3	April 21-25, 2003	
Sikasso	1. Bougouni	Koumantou	Dèbelin	12. Bougouni	32	2	May 19-23, 2003
	2. Kolondiéba	Kadiana	Farako	13. Kadiana	18	4	May 19-23, 2003
	3. Koutiala	Kolonigué	Koningué	14. Molobala	38	8	June 30-July 4, 2003
	4. Sikasso	Niéna	Blendio	15. Niéna	38	11	June 30-July 4, 2003
	5. Kadiolo	Louloni	Nimbougou	16. Louloni	38	10	June 30-July 4, 2003
		Bolo-Fouta	Wassoulou-Balle	17. Yanfolila	31	12	May 19-23, 2003
	6. Yanfolila	Gouandiaka	Koussan	18. Kalana	31	12	May 19-23, 2003
		7. Yorosso	Yorosso	Karangana	19. Yorosso	41	9
Koury	Mahou		20. Koury	36	6	June 30-July 4, 2003	
Ségou	1. Ségou	Markala	Sansinding	21. Markala	36	4	June 16-20, 2003
	2. Bla	Yangasso	Kéméni	22. Yangasso	36	12	July 7-11, 2003
	3. Niono	Diabaly	Sokolo	23. Diabaly	34	2	June 16-20, 2003
	4. San	Tènè	Baramandougou	24. Tènè	39	12	July 7-11, 2003
	5. Tominian	Fangasso	Ouan	25. Fangasso	38	12	July 7-11, 2003
	6. Baroueli	Baroueli	Bouadiè	26. Baroueli	35	8	June 9-13, 2003
		Konombougou	Sanando	27. Konombougou	32	6	June 9-13, 2003
	7. Macina	Macina	Kokry	28. Macina	35	2	June 16-20, 2003
Saye		Matomo-Marka	29. Saye	36	5	June 16-20, 2003	

Region	Cercle	Communes		Training Location	No.	Female	Dates
Mopti	1. Djenné	Fakala (Sofara)	Femaye (Taga)	30. Fakala (Sofara)	31	7	April 28-May 2, 2003
	2. Mopti	Konna	Ouroubé Doudé	31. Konna	28	3	April 28-May 2, 2003
	3. Bankass	Diallassagou	Ségué	32. Diallassagou	30	2	May 26-30, 2003
	4. Bandiagara	Kendie	Kendé	33. Kendie	30	3	May 26-30, 2003
	5. Douentza	Douentza	Dianweli Maoudé	34. Douentza	32	4	May 26-30, 2003
		Hombori	Boni	35. Hombori	33	5	May 26-30, 2003
	6. Koro	Koro	Dougoutènè I (Toroli)	36. Koro	32	3	May 26-30, 2003
		Diankabou	Bamba	37. Diankabou	29	2	May 26-30, 2003
	7. Ténenkou	Ténenkou	Dia	38. Ténenkou	34	5	April 28-May 2, 2003
		Dion Diori	Togoro Kotia (Sossobé)	39. Dion Diori	32	4	April 28-May 2, 2003
	8. Youwarou	Youwarou	Bimbéré Tama (Dogo)	40. Youwarou	34	8	April 28-May 2, 2003
		Sah	Dirma (Ambiri-Habé)	41. Sah	33	5	April 28-May 2, 2003
Total Number of Participants					1329	255	

D. Evaluation and Reporting

As part of RTI’s proposal for implementation of Phase 2 of the “Training Elected Communal and Civil Society Leaders in Financial Management and Transparency” Task Order, it was proposed that an evaluation toolbox be developed. Due to the short timeframe of the task order, it became apparent that there would be insufficient time to permit a comprehensive evaluation of the activity’s impact. Development of a toolbox, however, was proposed to facilitate a preliminary evaluation of the specific task order and to develop the framework for future use by USAID and contractors for evaluation of other related and long-term training activities. Exhibit 2 presents a summary evaluation toolbox for the Task Order Activity.

Exhibit 2. Evaluation Matrix for “Training Elected Communal and Civil Society Leaders in Financial Management and Transparency” Task Order³

EVALUATION/QUESTIONS	Data collection methods											
	Anecdotal records	Expert review	Trainer interviews	Pre- and post-tests	Questionnaires given at the training site	Follow-up questionnaires 3, 6, or 12 months after training	Individual post-training follow-up	Focus group discussions	Public records	Observations	Polling/opinion surveys	Media reports
(a) What specific knowledge did participants gain?												
(b) What attitudes/behaviors were changed as a result of the training?												
(c) What were reactions to the training?												
(d) What specific activities were produced as a result of the training? Action plan?												
(e) After completing the training, did trainees “relay” to others the messages they learned?												
(f) What was the impact on indirect beneficiaries?												
(g) What was the long-term (6 months or more) impact?												
(h) What was the cost/benefit of the training?												

Light gray = Task order initiatives.
 Black = July 2003 internal commune evaluation exercise.
 Dark Grey = Possible further follow-up.

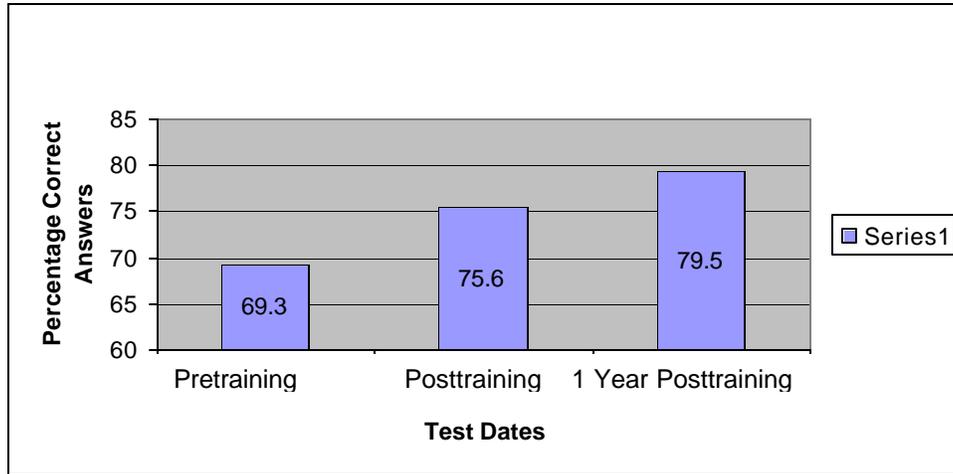
As part of the evaluation effort, RTI and local partners ACA and INAGEF interviewed participants in four communes who had attended training sessions 10 months earlier (during Phase 1). A two person team (Coulibaly of INAGEF and Thera from RTI) traveled on July 19 and 20 to the four communes to request they mobilize participants from the training to have focus group discussions on July 28 and 19. At each site, before the discussions, participants took the same test they taken had prior to and immediately after the training activity in September 2002. The results of the post-test are presented in Attachment D.

Since there were only enough time and resources to visit four of the 40 communes that were involved in Phase 1, we do not have a complete picture of the results of the training even now, nearly a year after the training sessions. The partial results, however, show that participants continue to retain knowledge of issues involved with communal governance. In Bougouni/Zantièbougou nearly 11 months after the training, scores slightly improved from the

³ *A Framework for Program Evaluation: A Gateway to Tools*. Contributed by Bobby Milstein, Scott Wetterhall, and the U.S. Centers for Disease Control and Prevention Evaluation Working Group. Edited by Jenette Nagy and Stephen B. Fawcett. Available from Kansas University’s website: http://ctb.ku.edu/tools/en/sub_section_main_1338.htm

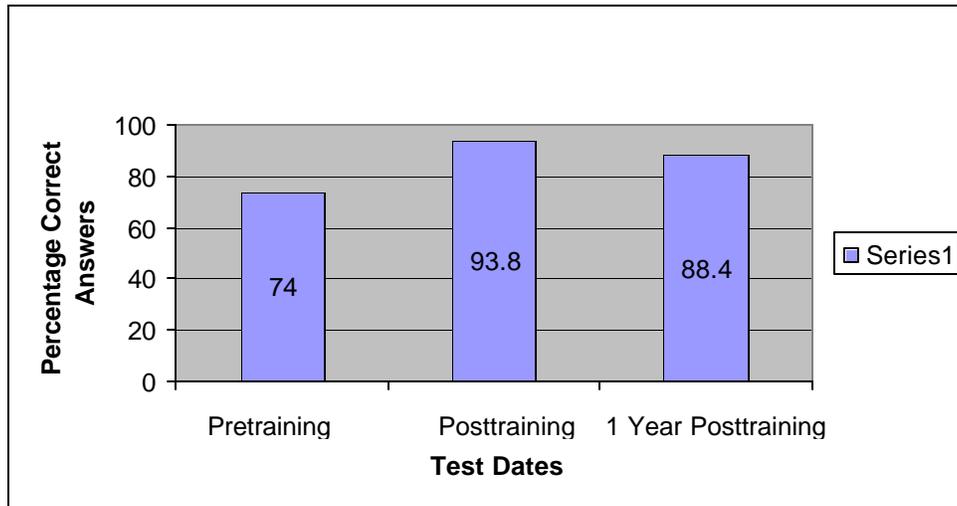
training session post-test, going from 69.3% prior to training to 75.6% immediately after training to 79.5% as of this writing in September 2003 (Exhibit 3).

Exhibit 3. Bougouni/Zantièbougu Evaluation Results



For the Bla/Touna group, the scores slipped slightly but were still a very high 88.4% compared with 74% prior to the training and 93.8% immediately after the training. At these sites, we also gave the test to nine nonparticipants. Their score of 79.3% was significantly lower than for the former participants but somewhat higher than the base score of September 2002, perhaps indicating a slight overall improvement in community knowledge (perhaps from the outreach efforts of participants) on communal financial management and transparency themes.

Exhibit 4. Bla/Touna Evaluation Results



In summary, the major findings of the limited self-evaluation show the following.

1. It appears that in large measure, participants have retained the knowledge and information they obtained at the training sessions in 2002.
2. Significant aspects of the key training themes of transparency, opportunities for civil society and local government partnership, and resource mobilization strategies have been retained and in some cases acted upon.
3. There has been some effort at each site to follow up on the action plan developed at the training session.
4. There have been some, albeit limited, efforts to disseminate training themes to other community members.



Makono Diarra of INAGEF in Touna facilitating discussions.

See Attachment D for the full self-evaluation report.

IV. RESULTS ACHIEVED

The specific performance standards per the agreement are as shown in Exhibit 5.

Exhibit 5. Performance Standards and Achievements

Performance Standard	Extent of Achievement
<p>1 The contractor, in collaboration with the DGSO team and MATCL, shall select at least 30 cercles in the regions of Koulikoro, Sikasso, Ségou, and Mopti and the district of Bamako. The cercles shall be selected so as to enhance the “spread effect” of the training.</p>	<p><u>Standard achieved:</u> A total of 41 training events were conducted that involved 82 communes and 29 cercles in the 4 regions and the District of Bamako. The sites were selected in collaboration with MATCL and the DGSO team. It was determined that the selection of these sites achieved the spread effect desired, although only 29 (rather than 30) cercles were covered.</p>
<p>2 The training program shall be conducted in at least in 30 cercles covering the regions mentioned above.</p>	<p><u>Standard achieved:</u> See Exhibit 1 in Section III, Implementation, for a list of exact locations of trainings conducted.</p>
<p>3 At least 30 participants at each cercle—including elected leaders, communes’ financial personnel, public servants at the local level, and civil society leaders—shall be trained.</p>	<p><u>Standard surpassed:</u> A total of 1,329 participants were trained over the course of the 41 training workshops. This significantly surpassed the 1,200 participant target.</p>
<p>4 All logistics—including rental of training rooms, selection and invitation of participants, payment of per diems, development and distribution of training materials and supplies—shall be the responsibility of the contractor.</p>	<p><u>Standard achieved:</u> This was accomplished in collaboration with the subcontractors ACA and INAGEF.</p>
<p>5 Pre- and post-testing evaluation tools shall be developed that measure the knowledge acquired through training.</p>	<p><u>Standard achieved:</u> See Attachment C.</p>
<p>6 At least two-thirds of the participants will gain general working knowledge on the modules developed.</p>	<p><u>Standard surpassed:</u> See Attachment D and section on pre-test and post-test questionnaires below. Overall, the scores improved from 68% correct answers at the pre-test phase to 85% correct at the end of the training.</p>

A. Pre-Test/Post-Test Questionnaire

Overall, the scores of participants improved from 67.8% at the pre-test to 85.3% at the post-test. For the questions with which participants had the most difficulty at the pre-test (i.e., the seven questions with scores at or under 60%), there was marked improvement, from 48.3% at the pre-test to 73.5% at the post-test. A summary of the pre- and post-test results is presented in Exhibit 6; full details appear in Attachment E.

Exhibit 6. Summary of Overall Pre- and Post-Test Results

	True-or-False Question	Pre-test: % correct responses	Post-test: % correct responses
1	Communes are legal entities that have financial autonomy. (T)	90.8	96.8
2	Communal financial management concerns only locally elected officials: the public, civil society, and the State have no oversight right. (F)	74.3	91.8
3	Transparency in municipal management is required by law. (T)	86.2	96.3
4	The law authorizes the mayor to prohibit access of citizens to Council meetings that debate issues involving communal financial management. (F)	66.2	86.9
5	Citizens have legal recourse when the Council does not abide by transparency regulations. (F)	67.4	84.2
6	The law obliges each commune to have a budget. This budget is an instrument that details all authorized expenditures and receipts. (T)	86.0	95.0
7	To help ensure success in strategic planning, it is preferable to limit involvement of civil society leaders or the general population. (F)	69.8	89.0
8	The mayor is the person responsible for the communal budget. (T)	81.6	95.0
9	Coercive means should be the first recourse in collection of taxes and fees. (F)	52.9	74.5
10	A mayor has no legal responsibility to include the public in the preparation of the budget. (F)	60.0	81.9
11	A budget has two major components: (1) operations and (2) investments. (T)	86.8	94.4
12	The responsibility for preparing a budget is that of the mayor, who is assisted by the commune's financial services and a commission on finances if he/she so chooses. (T)	78.7	85.9
13	The government oversight authority has 30 days from receipt of the communal budget for examination. Past this period, and in absence of any official comment, the budget becomes effective. (T)	82.5	92.0
14	Only the mayor has the right to directly select commercial contractors, no matter the payment amount, in order to speed up procurement and avoid delays. (F)	75.8	93.0
15	The Council has the legal right to pass a budget whose expenses are greater than receipts. (F)	71.0	91.0
16	Even if all the procedural conditions and budget principles are in order, the Government oversight authority has the right to reject a budget if he/she feels the communal government's priorities are mistaken. (F)	44.3	66.7
17	Transparency complicates the work of the mayor since it gives the opportunity for malicious people to provoke him. (F)	59.5	80.2
18	Procurement procedures do not apply with financing obtained from donations or inherited funds. (F)	48.6	79.6
19	The communal budget must be prepared and adopted before the end of March. (F)	25.2	59.3
20	A commune's property inventory is only required at the end of the elected term of the mayor and is only submitted to the secretary-general. (F)	47.6	72.3
	TOTAL	67.8	85.3

B. Training Evaluation

At the end of the workshops, the participants were asked to fill in a questionnaire asking about:

- the quality of the training,
- the purpose of the training,
- training methods and tools, and
- the trainers.

As indicated in the summary of the results of these questionnaires presented in Exhibit 7 below, participants overwhelmingly responded positively regarding all aspects of the training. Receiving particularly high marks were the appropriateness of the training themes and the trainers themselves. Summary data from the evaluation appear in Attachment F.

Exhibit 7. Summary of Participant Evaluations (in percent)

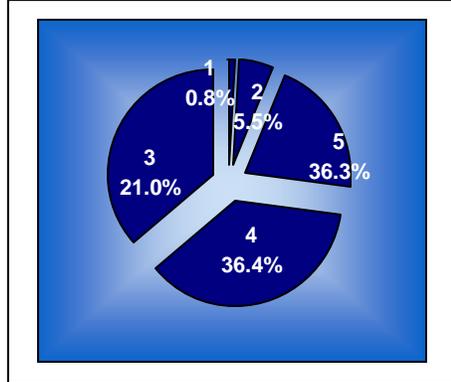
Criteria	Poor	Accept- able	Good	Very Good	Excellent
1. Overall quality of the training					
a. Training site	1.7	10.4	29.5	31.8	26.6
b. Documentation	0.4	1.9	11.1	34.5	52.0
c. Length	2.4	19.1	35.0	27.5	16.1
d. Time allotted in small groups	0.9	9.0	34.0	37.4	18.7
e. Time allotted in large group	0.5	6.1	30.8	38.6	24.1
f. Food and service	2.9	11.6	26.7	29.4	29.5
2. Training session purpose					
a. Appropriateness of themes	0.5	2.9	11.5	32.2	52.9
b. Satisfaction of personal objectives	0.2	4.4	22.6	44.5	28.4
c. Definition of objectives	0.1	1.9	17.2	43.3	37.5
3. Training methods and tools					
a. Cartoons	0.5	7.2	28.6	37.1	26.7
b. Case studies	0.4	2.6	17.9	45.4	33.7
c. Role playing	0.4	3.5	23.5	41.6	30.9
d. Technical sheets	0.3	2.4	19.1	42.2	36.0
4. Trainer performance					
a. Presentation and explanations of trainers	0.4	0.8	6.7	32.4	59.7
b. Availability of trainers	0.3	0.5	6.1	33.4	59.7
c. Usefulness of interventions	0.4	1.3	15.4	36.3	46.7
d. Time management	0.7	4.5	18.5	38.1	38.3
TOTAL	0.8	5.5	21.0	36.4	36.3

As indicated in Exhibit 7, nearly three quarters (72.7%) gave evaluation scores of very good or excellent, and 93.7% gave scores of good, very good, or excellent.⁴ Only 5.5% gave a score of acceptable and fewer than 1% gave a score of poor (the three categories with the most complaints had to do with food, facilities, or the length of the training program).

Exhibit 8. Total Evaluation Responses

Key

- 1= Poor
- 2= Acceptable
- 3= Good
- 4= Very good
- 5 = Excellent



C. Media Outreach and Synergy

In addition to the specified performance targets listed above, the task order sought to enhance the spread effect of the activities. This was done not only by careful selection of cercles through USAID focus regions and the District of Bamako, but also through a media outreach campaign initiated by RTI. This approach is consistent with USAID’s strategy of using Special Objective Communications for Development to reinforce activities of Shared Governance through the Decentralization Strategic Objective (SO).

A summary of the media outreach efforts that involved most of the communes is presented in Exhibit 9 below. Attachment B contains copies of some representative print articles resulting from the task order activities.

⁴ This is a significant improvement from Phase 1, when 50.2% gave evaluation scores of very good or excellent, and 89.6% gave scores of good, very good, or excellent.⁴

Exhibit 9. Summary of Media Outreach Efforts

Region	District	Communes	Media Coverage
Koulikoro	Koulikoro	Koula* Sirakorola	The local radio station, “Radio Etoile,” in Sirakorola covered the workshop.
	Kangaba	Minidian* Kaniogo	The local radio station, “Mandé,” covered the workshop. Several interviews were conducted and audiotape recordings have been produced.
		Narena* Balan Bakama	The local radio station in Narena ensured media coverage. Participant interviews were conducted and an audiotape recording has been produced.
	Banamba	Toubacoro* Sébété	The local radio station in Banamba ensured media coverage. Participant interviews were conducted every day at the end of the session. At least one representative of each participant group was interviewed. Audiotapes have been produced.
	Kolokani	Didiéni* Sagabala	The opening ceremony of the training workshop was covered by the local radio station, “Beledougou,” in Kolokani. Participant interviews were conducted and three audiotape records have been produced.
	Dioïla	Guegneka* Kèrèla	The local radio station in Fana ensured media coverage. Participant interviews were conducted at the end of each module and audiotape records have been produced.
Sikasso	Bougouni	Koumantou* Dèbèlin	The local radio station in Bougouni ensured media coverage. Participants were interviewed at the end of each day. Audiotape records have been produced.
	Yorosso	Yorosso* Karangana	The local radio station, “Signè,” in Yorosso and the national radio and television station of Mali (<i>Office de la Radiodiffusion Télévision du Mali – ORTM</i>) and Malian media agency (<i>Agence Malienne de Presse et de Publicité – AMAP</i>) local correspondent ensured media coverage. Participants were interviewed at the end of each day. Four audiotapes and one videotape have been produced.
	Kadiolo	Loulouni* Nimbougou	The workshop was covered by the local radio station, “La Voix du Folona,” which broadcasts over the entire Kadiolo district. The ORTM press correspondent’s reports were broadcast by the national radio station. An article was published in the national newspaper <i>L’Essor</i> . Five audiotape records have been produced.
Bamako		Commune II Commune V	ORTM covered the opening and closing ceremonies, which represented the official launch of Phase II of the program. AMAP also wrote an article in the newspaper <i>L’Essor</i> .
Mopti	Djénné	Fakala* Femaye	There was photo reporting.
	Mopti	Konna* Ouroubé-Doudé	The local radio station broadcast key messages from the workshop every day. There were discussions about the themes and interviews.
	Bankass	Diallassagou* Ségué	ORTM covered the opening ceremony of the workshop.
	Bandiagara	Kendié* Kendé	The closing ceremony was covered by ORTM. “Radio Kendié” broadcast programming about the workshop. The written media published an article about the workshop.
	Douentza	Douentza* Dianweli Maoudé	The local radio station in Douentza covered the workshop for public listening. There was photo reporting.

Region	District	Communes	Media Coverage
		Hombori* Boni	There was photo reporting.
	Koro	Koro* Dougouténé 1	ORTM partially covered the workshop There was photo reporting.
		Diankabou* Bamba	ORTM partially covered the workshop.
	Youwarou	Youwarou* Bimbéré Tama	The local radio station regularly broadcast workshop-related messages throughout the period of the training session.
		Sah (Youwarou)* Dirma	The workshop for Sah was held in Youwarou and was covered by the local radio station.
Ségou	Barouéli	Barouéli* Boidiè	The local radio station, “Sompou,” in Barouéli ensured media coverage. Special programming and participant interviews were conducted at the end of each day. Audiotape records have been produced.
	Ségou	Markala* Sanssanding	The opening ceremony was covered by ORTM. A private cameraman recorded the opening and closing ceremonies and conducted interviews. The local radio station, “Bèdiè,” covered the workshop, broadcasting programming every day. There was also photo reporting.
	Bla	Yangasso* Kéméni	The local radio station, “Djèkafo,” broadcast programming about the workshop during the entire training period. A private cameraman reported on the workshop and there was photo reporting.
	Niono	Diabaly* Sokolo	The local radio station, “Cesiri,” broadcast programming about the workshop. A private cameraman partially covered the workshop.
	San	Téné* Baramandougou	The local radio station, “PARANA,” in San fully covered the workshop through interviews and regular broadcasting of messages. The opening and closing ceremonies were covered by ORTM. A private cameraman partially covered the workshop. There was also photo reporting.
	Tominian	Fangasso* Ouan	The local radio station, “PARANA,” in San fully covered the workshop through regular broadcasting of messages. A private cameraman partially covered the workshop. There was also photo reporting.
	Macina	Macina* Kokry	The local radio station, “Mandi-Macina,” broadcast programming about the workshop during the entire training period. A private cameraman partially covered the workshop There was also photo reporting.
		Saye* Matomo -Marka	The local radio station, “Mandi-Macina,” broadcast reports on the workshop. A private cameraman partially covered the workshop. There was also photo reporting.

*Workshop site.

V. LESSONS LEARNED

The development and implementation of the program has provided RTI and its partners with significant lessons learned. These are as follows.

A. Financial Management and Resource Mobilization

There is great interest among elected councilors, local administrative officials, and civil society leaders to better understand communal financial management and associated themes such as resource mobilization and transparency.

In the training session evaluations, numerous participants expressed their great interest in the subjects covered by the training. For example, 52.9% of participants responded that the appropriateness of the training themes covered was *excellent* and 43.7% stated they were either good or very good.

The interest in the focus of the training was also confirmed by the very animated discussions and enthusiastic participation by most participants.

A participant in Nara simply noted in the evaluation “Cet atelier devrait avoir lieu en 1999 pour bien démarre la décentralisation au Mali.” [This training should have occurred in 1999 to start Mali decentralization on the right path.]

B. Skills and Knowledge of Trainers

Participatory training is an effective method to extend the project training themes, but successful training requires well-trained trainers and adequate monitoring.

Because most of the participants were already involved with the subjects covered (i.e., communal budget preparation, management, issues of transparency, etc.), adult learning approaches involving exchanges of experiences, discussion of case studies, and role playing were particularly appropriate and effective. However, since the subject matter sometimes revolved around legal and technical issues, the training team needed to have the requisite knowledge of government laws.

The strategy of teaming an experienced trainer (someone with a good understanding of adult training techniques) along with a government expert was an effective approach to meet these needs. As the training activities were rolled out it, was useful to have periodic reviews of the training teams and feedback to ensure that the teams implemented the programs in a fully participatory manner. The monitoring of the training sessions was ensured by MATCL, RTI, and partners INAGEF and ACA. It would have been useful to have had better coordination of the supervision trips, but the monitoring served its purpose and allowed the team to spot areas for improvement and to give follow up and recommendations to the trainers.

In Koumantou, one participant noted: “Nous remercions beaucoup les formateurs par la qualité du travail et leur disponibilité qui n’a jamais fait défaut.” Another stated: “Je n’avait jamais participé a une telle formation, elle a été une réussite total.” [We thank the trainers for the quality of their work and for their availability that was never lacking...I have never participated in such a training, it has been a total success.]

C. Public-Private Partnerships in Training

Using a public-private partnership to develop and roll out training activities added to the credibility, dynamism and overall success of the training activities.

As mentioned above, teaming of the trainers proved an effective strategy. The NGO trainers’ strength was their experience in participatory training methods, and that of the government trainers/experts was their knowledge of applicable regulations. Additionally, the training provided was granted additional weight because a central government official participated and MATCL officials monitored activities. The technique also provided a good example that civil society and government can work together—an excellent theme to extend to the communal officers and civil society leaders.

A participant in Yorosso commented: “De tel atelier est une lampe pour éclairer la gestion financière de nos communes. Partant de cette lumière il y’aura une confiance entre les élus communaux et les populations.” [This type of training is a light to allow us to see the way to good communal financial management. Because of this light there will develop confidence between the population and elected officials.]

D. Themes Addressed and Follow-Up Needed

The number of subjects covered was extensive and the training program introduced many themes for which most participants desire further follow-on training and information.

Several participants noted that the themes covered were extremely important but that the time allotted was inadequate. Many also noted that there was a need to follow up the training with other groups, a need to have refresher courses, a need to repeat issues in other training activities, and a need to see if the communal action plan that was begun in the final module was actually carried through. The training provided is a first step for the communes and it would be good to have a mechanism to allow follow up to bring added and long-term value.

A participant in Nara wrote in the evaluation: “Pour la bonne marche de notre commune d’autres formations de ce genre sont les bien venus car cette formation nous bien a édifié sur le fonctionnement de la commune, les droits et les obligations des citoyens et sur la gestion financière et transparence dans la commune. Il nous faut une autre phase.” [For the proper functioning of our commune, other similar trainings are very welcome since we were made aware of important issues involving communal management, rights and obligations of citizens, and financial management and transparency.]

E. Outreach Through Local Media

Use of local media is particularly effective in extending training themes to the community at large.

At nearly every site, the local media were very enthusiastic participants and actively covered the training activities. Many journalists were passionate about the themes focusing on local governance issues. This tool for extending messages can profitably be used by USAID and others in future training activities.

Allaye Tamboura, Chargé des Programmes de la Radio Mandy Macina stated: “Dans le cadre de l’information et de la sensibilisation, la Radio Mandy est au service des population du Cercle de Macina pour tout besoin de communication.” [For all communication and extension efforts, Radio Mandy is at the service of the population of all Macina Cercle.]

Numerous community radio stations played important roles extending themes and reporting on training events during both phases of the project. Whenever possible, RTI requested that a reporter participate as a civil society representative at the training sessions.



F. Women’s Participation

To ensure women were adequately represented in training activities necessitated a proactive strategy. Their participation was considered critical for positive long-term outcomes.

At training sites where there was a concerted effort to ensure that there would be women participants, up to a third of participants were women. Their numbers, however, were necessarily limited at most sites because there were very few female mayors, elected officials, or communal financial officers. Efforts to make sure women were represented included explicit requests that if there were female councilors or financial officers, they should participate; moreover, a good representation of women was requested from among the civil society invitees. To ensure good communal financial management, women will need to be included.

In Fangasso, Madame Kanou Mounkoro, from the Ouan Women’s Association, stated: “Je m’engage à regrouper les femmes de la commune à les sensibiliser pour une bonne participation active dans la gestion de la commune. Cet engagement prendra effet dès mon retour au foyer, nous avons beaucoup appris de cette formation et notre engagement ne fera pas défaut. La formation vise la transparence, nous allons travailler dans cette même transparence.” [I make a commitment to organize the women of my commune and get them to understand the need to actively participate in the management of communal affairs. This engagement will start as soon as I return home. We have learned a lot at this training and my commitment will not be lacking. The training targeted transparency and we will work with this same transparency.]

VI. RECOMMENDATIONS FOR NEXT STEPS

A. Initiate Follow-Up with the Communes on the Action Plan Developed During Module 8 of the Training Session

Module 8 of the training session allowed participants to begin an action plan activity, looking particularly at how to extend the messages from the training sessions and at what communal needs they considered priorities. This was an exercise limited to the participants attending the training session and was conceived with the idea that the training session was not the end of a specific event but rather the start of initiatives to involve more communal actors and improve communal planning and management. (This same idea was initiated in many sites where participants were requested to make personal commitments on what they would do after the training session, based on what they had learned.)

To ensure that the training impact is maximized, it is recommended that USAID and its new implementing Strategic Objective contractor for the Consolidating Malian Decentralization Program build on these efforts, working with the leaders who benefited from the training and with the communal leaders to conduct truly participatory communal planning exercises.

B. Initiate a Financial Resource Mobilization Strategy Development and Follow-Up for Each Commune

The need for improved financial resource mobilization was consistently cited in all the communes. It is recommended that USAID and its new implementing SO contractor for the Consolidating Malian Decentralization Program work closely with the communes to initiate financial mobilization strategies and make this a top priority.

C. Extend Partnership with NGOs and Central Government in This and Other Associated Training Programs

The partnership with NGOs and the central government in implementing the training program, and the mix of government officials with civil society leaders, were particularly effective and innovative for Mali. USAID and others should consider replicating this approach whenever feasible.

D. Reinforce Themes Introduced by the Training Program in the Communes That Received Training, and Extend Training to Additional Communes

There are numerous potential opportunities for USAID and others to reinforce and strengthen the themes introduced by the training program. For example, MATCL is currently planning to develop a training center for elected officials, seeking to build on this project's success with participatory techniques and mixed government/civil society training activities. RTI is also discussing with the World Bank in Mali potential poverty alleviation programming sponsored through community radio stations. It would extend several themes (community participation, outreach, transparency, etc.) that were subjects of the training program. There is also potentially means for extending the impact of the *Association des Municipalités du Mali* (AMM) Project by

using its regional centers as resource outlets serving communes and elected officials in each region.

Such initiatives should be encouraged.