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**AN EVALUATION OF THE
CARIBBEAN AND LATIN AMERICAN
SCHOLARSHIP PROGRAM
IN BOLIVIA**

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EXECUTIVE SUMMARY

INTRODUCTION — THE APSP/BOLIVIA PROJECT

The Agency for International Development (AID) designed and implemented the Caribbean and Latin American Scholarship Program (CLASP) to achieve two principal goals. AID's CLASP Project Paper, revised in 1987, expressed the two goals of the project as follows:

- a. 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, and
- b. strengthen mutual understanding between the United States and its Latin and Caribbean neighbors.

This report assesses the implementation of the CLASP program in Bolivia, a participating Mission in the Andean Peace Scholarship Program (APSP). The purpose of this assessment is to determine whether USAID/Bolivia has complied with project guidance and the extent to which it has achieved the project objectives. The report also identifies innovative or particularly effective management and implementation practices and suggests ways to further improve the program.

The evaluation draws on numerous sources of data and information:

- a. a biographical database through September 30, 1991, which includes the 389 Trainees entered into the CLASP Information System;
- b. responses of 351 Trainees surveyed immediately after program completion using Exit Questionnaires;
- c. responses of 183 Trainees interviewed after their return to Bolivia in

interviews conducted at least six months after the completion of training;

- d. open-ended interviews with several Trainees and with survey interviewers;
- e. interviews with USAID/Bolivia training staff;
- f. interviews with Selection Committee members and Technical Office personnel; and
- g. a review of Mission, contractor, and other related documents.

CONCLUSIONS

The implementation of the Andean Peace Scholarship Program in Bolivia has been supported by a small staff which has accomplished project goals. By the end of November, 1991, Mission figures showed that APSP had met its targets of sending 23 groups (consisting of 88 long-term and 344 short-term Trainees, a total of 432), to the United States for training.

The APSP/Bolivia project has met all but one of the CLASP program guidelines and has achieved the project objectives of selecting the intended target groups and providing appropriate, useful training programs.

Overall, the Mission has accomplished the following:

- Three hundred eighty-nine scholarships were awarded through 9/30/91, according to CIS figures;
- Eighty-three percent of the scholarships have been awarded to Trainees classified as economically or socially disadvantaged;
- Thirty-eight percent of the scholarships have been awarded to women;

- Twenty percent of the scholarships were awarded for long-term training;
- Twenty-four percent of the scholarships were awarded for academic training;
- Eighty-nine percent of the Trainees were classified as leaders;
- About 6.5 percent of training months took place in HBCUs; and
- APSP selected Trainees from all nine departments of Bolivia.

The Trainees had very positive views about the overall experience and the specific training provided. The Trainee interviews showed that:

- 86 percent of the returned Trainees were either “satisfied” or “very satisfied” with their training programs;
- 71 percent of exiting Trainees had achieved their original objectives to a “great” or a “very great” extent;
- more than 94 percent of the returned Trainees found that the training had been “useful” or “very useful” in improving their job competence;
- nearly 93 percent of the returned Trainees said that the training was “useful” or “very useful” for their current job and almost 94 percent said the same for their career in general;
- almost 84 percent of the returned Trainees had been able to put the training into practice to some degree;
- overall, Trainee perceptions of the U.S. people and government were more positive after the program than they were before;
- the program impacted positively on the Trainees’ self-esteem and professional and personal status. Over 86 percent of the

Trainees reported “higher” or “much higher” prestige with their co-workers because of the program and 84 percent reported “higher” or “much higher” self-esteem; and

- 97 percent of the returned Trainees would recommend the program to others.

RECOMMENDATIONS

The findings of the Bolivia process evaluation resulted in the following suggestions for future projects:

- Bolivian Trainees assess the applicability and usefulness of their training lower than CLASP averages. To address this, the Mission might consider involving Technical Offices and intermediary institutions more closely in the design of training programs and in the pre-selection process. A re-structured Selection Committee would provide the means to increase participation by other offices within the Mission and to include other organizations and constituencies.
- The economic means test for the CLASP-II Bolivia Peace Scholarship Program (BPSP) might include a broader range of components than household income, such as assets and educational levels of parents. Income levels to determine economic disadvantage could be devised to reflect regional differences in living costs. While the overall figure for economic and social disadvantage is not subject to challenge, more complete documentation of social and economic disadvantage in project files would serve to facilitate external review.
- Project management’s plans to request that mid-winter seminars in HBCUs, if available, be included in the programs of long-term Trainees currently in the U.S. are commended. This will move APSP/Bolivia towards the HBCU placement goal.

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- The Mission may wish to develop more specific activities and values for Experience America that reflect more closely the Mission Strategic Objectives, especially in relation to democratic initiatives and drug awareness.
 - Follow-on can be built into BPSP before Trainees leave Bolivia. During a full day of the predeparture orientation, Trainees would be asked to formulate an action plan in which they specify how they will apply their training upon returning to work or in their community. While it is recognized that the action plans may well be reformulated as a result of the actual U.S. training, the preliminary action plans will lead Trainees to link the projected results of their training to their present work.
 - The new alumni association is likely to require ongoing financial resources and organizational assistance in the future. Efforts to develop leadership skills and a feasible plan of action will assist the association in becoming self-sustaining.
 - The plan to establish technical and regional subgroups within the new association could serve as an impetus to its growth. These can serve as the focal points of continuing training, whether initiated by Trainees or by the Follow-on program.

CHAPTER ONE

Project Overview and Operation Strategies

CHAPTER ONE — PROJECT OVERVIEW AND OPERATION STRATEGIES

INTRODUCTION

This report provides an assessment of the implementation of the Caribbean and Latin American Scholarship Program (CLASP) in Bolivia, a participating Mission in the Andean Peace Scholarship Program (APSP). The assessment will:

- review the Mission's Country Training Plan (CTP) and its updates through FY 1991;
- discuss the project management by the USAID Office;
- provide a Trainee profile and describe the selection of Trainees in Bolivia;
- examine various performance indicators and assess the extent to which targets are being met; and
- review Trainee program evaluation data (Exit Questionnaires and Returnee Interviews) to identify strengths and weaknesses of various aspects of completed training programs.

THE CLASP PROGRAM

The Agency for International Development (AID) designed and implemented CLASP to achieve two goals. AID's CLASP Project Paper, as revised in 1987, expressed these two goals as:

- creating "effective manpower resources that ensure the availability of technically skilled leaders" for "progressive, balanced, and pluralistic development" of Caribbean basin and South American countries; and
- strengthening mutual understanding between the U.S. and its Latin and Caribbean neighbors.

The Project Paper recommended that AID establish a regional fund of \$225 million in grants for 1984-1993 to provide U.S. training programs for individuals from the Caribbean and Central and South America.

BACKGROUND DOCUMENTS

Documents forming the basis for CLASP implementation include the National Bipartisan Commission on Central America (the "Kissinger Report") of 1984, and the CLASP Project Paper, which set forth general guidelines applicable to CLASP in all program countries. A U.S. Government Accounting Unit (GAO) Report (1984) also offered further guides. Context-specific responses to the general CLASP objectives and guidelines are detailed in two Mission-developed documents: the Action Plan and its annual Country Training Plan (CTP).

The central message of the Kissinger Report was to express the conviction that "*political, social, and economic development goals must be addressed simultaneously.*" Perhaps the report's most important emphasis was an insistence that social and economic progress would be impossible without "*providing access to that process for those who previously have not been an integral part of it.*" As a result, the report made three strong recommendations:

- the establishment of a program of 10,000 government-sponsored scholarships to bring Central American students to the U.S.;
- careful targeting to ensure inclusion of people from all social and economic classes; and
- adequate preparation, e.g., English Language Training (ELT) or necessary academic work, to satisfy admission requirements for programs in the U.S.

According to the guidance given in the Kissinger Report, CLASP requires two essential phases: 1) Trainee selection in accordance with overall policy goals, and 2) provision of appropriate training to chosen Scholars.

The GAO Report (August, 1984), which also focused on regional needs, noted Soviet Bloc scholarship programs to the Latin and Central American region increased by 250 percent in the period 1972-1982, while U.S. government programs to the region declined by 52 percent in that decade. Hence, the GAO Report established a rationale for a U.S. countering strategy addressing the growing training activity of the former Soviet Union and its allies in the region.

The GAO Report made a major impact on AID's policy and program direction as it responded to the Kissinger Report recommendation for a U.S. scholarship program for 10,000 Central Americans. As a result of the GAO's findings, these goals became important:

- recruiting socially and economically disadvantaged individuals as a priority target group;
- programming undergraduate training rather than graduate training as a priority activity; and
- designing follow-up activities after training.

THE CLASP PROJECT PAPER

The CLASP Project Paper adopted several Kissinger Report recommendations, and in spirit, reflected the GAO Report findings. The paper outlined objectives and procedures for structuring the CLASP program.

Basically, the CLASP Project Paper targeted four overlapping groups:

- socially and economically disadvantaged (70%);

- women (40%);
- youth; and
- leaders—actual and potential.

Significant participation was implied for youth and leaders, although exact targets were never indicated.

CLASP incorporated several programmatic elements (“diplomacy” objectives). Today, CLASP Scholars’ profiles include these features:

- Scholars are chosen through membership in specific leadership groups of special local concern, not based on expected impact on general development objectives.
- They have opportunities to experience America and share their culture and values with American citizens.
- They receive training that has an impact upon their return home, and the program also urges continued contact for developing strong friendship ties between individuals from Latin American and the Caribbean and North Americans.

Characteristics of the CLASP Program

The CLASP program is distinguished from other development-related training programs in the following ways:

- training comprised of two components:
 1. Experience America—offering an exposure to U.S. culture, with the goal of introducing participants to all phases of U.S. life.
 2. Technical skills or academic training—emphasizing a mix of training modes. CLASP specifies a target of 30 percent academic, the rest, short-term technical.
- training focused on a country's political, economic, and social development needs;

- training supportive of the private sector, rather than development project-related or public sector-related programs;
- preference for undergraduate, not graduate, training, unless graduate training is for special-concern groups;
- cost-sharing by Trainee sponsors;
- monies allocated specifically for formative process evaluation and the evaluation of training benefits; and
- placement of 10 percent of CLASP Trainees in Historically Black Colleges and Universities (HBCUs) and other minority institutions.

Trainees are expected to return to their home country posts ready to use their training effectively. Post-training follow-up and professional support is suggested by project design to include alumni associations, professional networks, professional publications, and information systems, among others.

ANDEAN PEACE SCHOLARSHIP PROGRAM (APSP)

The Andean Peace Scholarship Project is a sub-component of the Latin America and Caribbean Training Initiatives Project (LAC-I), a component of CLASP. It was intended to provide training for at least 1,740 participants from the South American Andean countries of Bolivia, Colombia, Ecuador, and Peru.

The project's goal was to develop more effective manpower resources in the Andean countries, and to reach a disadvantaged population. The project follows the CLASP Guidelines, discussed below.

The APSP was also created to solidify democratic values in the region and help correct some of the economic and social disparities between the U.S. and the four Andean countries of Bolivia, Colombia, Ecuador and Peru.

In the 1985 Project Paper (which, with modifications, led to APSP), the project has a dual purpose:

- to improve the human resource base of the Andean region, especially the ability of the Andean countries to develop and maintain democratic institutions and processes; and
- to increase the number of U.S. trained individuals from the socially and economically disadvantaged classes, achieved through special selection procedures, special programming, and a concerted effort to reach this target group.

The project was amended in the ensuing six years to emphasize training as an effort to counter scholarships to the former Soviet bloc and Cuba, to strengthen the focus on leadership, and to enhance vocational skills training for employment.

Project Authorization

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. Project goals and execution guidelines were specified.

September 1987: A four-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.

Project Implementation

The regional identity of this CLASP program was defined by the four Andean Missions' project management goals and the project contractor's (DA) implementation. It was the first CLASP project to relate skills training needs to the Country Development Strategy Statement (CDSS). Training program design and Trainee placement were enhanced by this regional model. Financial management, on the other hand, was more cumbersome, due to the interactive effect each of the four countries had on the contractor's administrative costs.

Another innovation was the convening of three regional conferences. These served to clarify project policy and regulate management procedures. A preliminary meeting, held in March 1987, discussed project design before the issuance of the APSP RFP. The first Regional Implementation Review conference (October 1988) raised a series of issues which resulted in policy and implementation decisions by the second conference (May 1989). Outcomes of these discussions were:

- an instruction to APSP Missions that they meet the minimum CLASP 20 percent long-term placement target and a request that they provide revised figures to reach this target;
- a definition of socially and economically disadvantaged not synonymous with abject poverty; rather, the identification of potential leaders who have the ability, but not the means, to receive training;
- a discussion of multi-mission cooperation in a single training program to realize cost effectiveness;
- guidance that each Mission be responsible for HBCU placements at 10 percent of total student placement; and

- a reinforcement of the Experience America objectives to be active (not passive), closely linked to training objectives, and when possible, to include suitable homestays.

Other topics included discussions of Follow-on activities, innovative program design, and long-term academic training costs.

In the third APSP Regional Implementation Review conference (May 1990), the key outcomes included:

- the decision to weight short-term/long-term administrative costs at a 2 to 1 ratio, that is, two-thirds of the total administrative costs proportioned to short-term training and one-third to long-term costs;
- renewed efforts to achieve recommended targets for HBCU placements through sole source contracts;
- efforts to curb ELT costs by providing training programs in Spanish; and
- a cooperatively designed (but subsequently never implemented) predeparture orientation program.

Given the plans for collaborative efforts, Andean Missions still operated independently—articulating project goals through individual County Training Plans (CTP).

The Country Training Plan

The Country Training Plan (CTP) is a comprehensive AID host-country plan guiding CLASP's implementation. By design, the CTP offers greater specificity about each country than do policy documents such as the Kissinger Report and the CLASP Project Paper. It applies clear-cut objectives and strategies to define Mission training needs, resources, and constraints.

As a result, the Mission has three tasks to perform in order to carry out the CLASP project:

1. design training programs incorporating both training and Experience America components;
2. select and prepare Trainees; and
3. organize a Follow-on program to strengthen U.S. training and establish linkages with the U.S.

For selection criteria, each Mission develops measures by taking into account the individual's financial need, academic performance, leadership potential, membership in USAID Mission-defined special concern groups, and the importance of the training to the country's development needs, along with the appropriateness of the training level to the country's requirements.

Each Mission develops an Economic Means Test, establishes a screening process, selects Trainees on the basis of the Economic Means Test, establishes a screening and selection committee to exercise in-country implementation responsibility after training, and exercises final selection authority.

There are further CTP elements reflecting the CLASP Project Paper and the other background documents:

- Experience America incorporating opportunities to participate in varied events at all levels: family, local, state, and national;
- training with emphasis on applying training upon return home and maintaining ties between Trainees and American citizens;
- ELT and remedial help provided as needed;
- short-term training with a minimum duration of four weeks to allow Trainees to "experience" America;
- degree completion not a key objective of undergraduate training;

- training to be located in several U.S. geographic areas; and
- preference given for training for the private sector.

As an evolving document, the CTP is developed, modified, and updated over time. Changes in the document reflect responses to evaluation data, to AID/Washington policy guidance and project changes, and to opportunities and constraints in the host country.

APSP IN BOLIVIA

Mission Training Objectives

USAID/Bolivia's general training strategy over the past several years, as expressed in the Country Training Plan (CTP), has been designed to support Bolivia in building technical and managerial expertise in business management, public administration, macroeconomics, health, education, finance, and export promotion. This is to be realized through increasing the number of U.S.-trained individuals who are familiar with "free-market and democratic ideals, institutions, and operational technology." While the CTPs for FY 1988 and earlier stress the rapid growth of training offered to Bolivians by the Eastern Bloc countries, the focus of planning for training has subsequently moved to social and economic development issues.

The original objective for APSP in Bolivia, expressed in the planning stages in early 1987, adopted the LAC Bureau's language of strengthening democratic processes within the country and demonstrating the "socio-economic benefits of these processes" (Cable La Paz 03280). Subsequently, the Mission formulated two objectives for APSP, as expressed in the Country Training Plans for FY 1989 and 1990:

- to improve Bolivia's human resource base as a means of strengthening the country's ability to develop, establish, and maintain democratic institutions and processes; and

- to provide opportunities for the economically and socially disadvantaged who would otherwise not have the opportunity to be exposed to democratic institutions and processes in the United States.

The CTP of FY 1991 speaks of the following goals for APSP training:

- to offer training to socially and economically disadvantaged persons who are identified as opinion leaders in their urban or rural communities;
- to develop ties in more isolated areas of Bolivia with local-level institutions which otherwise would not have access to training opportunities;
- to offer training to grassroots leaders who, while not associated with the power structure of Bolivia, form an essential base of support throughout the country for the growth of democratic processes;
- to include women and indigenous groups in training opportunities, groups which may be more subject to the influence of radical ideologies because of discrimination; and
- to expose Trainees to American life and values and to develop personal and institutional relationships between Bolivian Trainees and Americans.

The training programs as outlined in the CTPs of FY 1990 and 1991 were designed to reflect the priorities established in the Country Development Strategy Statement of 1989-1993, which emphasized strengthening the private sector, reinforcing democratic processes, supporting social development in a range of areas (especially in health), and developing agricultural exports. Group selection, described below, was to be tailored to these priorities.

USAID/Bolivia reduced the thirteen CDSS goals to five principal areas of development

emphasis in the Bolivia Action Plan of FY 1991:

- strengthening a stable economy;
- alternative development;
- export promotion;
- strengthening democratic institutions; and
- child and maternal health.

The training groups planned through FY 1991 are justified in terms of the CDSS goals. Planning for CLASP-II groups under the Bolivia Peace Scholarship will take into account, according to Training Division management, the five more concentrated foci of the Action Plan.

Operation Strategies

The four CTP updates reviewed from FY 1988 through FY 1991 provide only sketches of project implementation. The CTP and its updates are currently designed for Mission use and are not reviewed in Washington. At USAID/Bolivia, consideration of most of the APSP project components has been brief and does not reflect the ongoing complexities of project implementation. The CTP updates reviewed variously address target groups and populations, recruitment and pre-selection, the selection process, Follow-on, and cost containment. The discussion for establishing an economic means test for determining disadvantaged status also evolved during these four years.

Cable Guidance

1. In Cable 820470 January 1986, the foci of CLASP are addressed even before its implementation in Bolivia. Issues of countering East Bloc training, targeting special groups under LAC-II, and the projected expansion of funding for training are addressed.
2. In Cable 331850 October 1987, the FY 1988 CTP update is approved, and the Mission is asked to develop plans for in-country Follow-on efforts and for HBCU placements.

3. In Cable 185283 June 1988, the resolution of problems relating to the APSP/Bolivia media group is discussed and the actions taken described. The contractor was authorized to continue with upcoming placements.

CONCLUSIONS

The review of Bolivia's CTP updates revealed the fluid nature of this planning document. For example, training groups proposed for a particular year were sometimes not sent as implementation priorities within the Mission changed. Modifications of CTPs over time indicate that USAID/Bolivia has incorporated recommendations from AID/Washington to make their plans better reflect the CLASP dual goal. They have expanded Follow-on activities, increased specificity of target groups, and restated objectives and goals. The FY 1989 CTP projected 430 Trainee placements for APSP/Bolivia; according to Mission figures, that goal was surpassed (with a total of 432 Trainees) with the last APSP/Bolivia group, returned to Bolivia in late November, 1991.

There are several areas that could usefully be discussed in the next CTP update. It is suggested that the Means Test for economically disadvantaged status be restated, clarifying any modifications that may be made as the CLASP-II Bolivian Peace Scholarship Program approaches implementation. A discussion of modifications of the recruitment, pre-selection, and selection process could also be provided. The role of the Selection Committee needs to be highlighted. Finally, the expansion of Follow-on and its relation to training could be discussed, documenting accomplishments and stating goals. The Mission may wish to request the participation of AID/Washington staff as the next planning document is formulated.

CHAPTER TWO

APSP/Bolivia

Project Implementation

CHAPTER TWO – APSP/BOLIVIA PROJECT IMPLEMENTATION

INTRODUCTION

This chapter discusses the implementation of APSP/Bolivia as developed in the Country Training Plans, focusing on the following areas:

- the selection of target groups is highlighted and the project implementation calendar reviewed;
- project implementation is then discussed, with each programmatic area considered in turn, from the pre-selection through Follow-on.
- present management and staffing patterns are described; and
- information management and the CIS database are examined.

IDENTIFICATION OF TARGET GROUPS AND PROGRAM PLANNING

APSP/Bolivia has adopted a group modality in program planning. All training, including long-term training, was organized by groups. From late 1987 through November 1991, 23 groups, comprising 432 Trainees, were sent to the U.S. by APSP/Bolivia. The designation of these target groups was first set out in the annual Country Training Plans, where the training themes were linked to overall development goals.

As an example, the CTPs of FY 1990 specified the following groups for training:

Short-term Training

- 20 market women leaders
- 16 labor leaders
- 20 agricultural leaders

Long-term Training

- 20 university professors
- 20 health practitioners

Changes were made in these plans as they were implemented. In FY 1990, the market women were not sent, and health practitioners were shifted from long-term to short-term training. Twenty candidates were selected to compose the second group to receive long-term training in the teaching of English (the first had gone in FY 1989). The twenty university professors projected in the CTP were sent to receive M.A.'s in two fields, fifteen in public administration and five in economics. Group numbers varied slightly from original projections.

These kinds of changes occurred in all four years of implementation of the program, in which training fields were modified to reflect changing interests within the Technical Offices and opportunities or ideas which came about as program management developed the concrete training plans for each group. These changes were apparently made on a one-by-one basis; beyond the planning that was involved in the CTP, reformulations of the target groups appear not to have been regularly reviewed by the Mission.

Another principle in identifying target groups (besides the short-term/long-term distinction, the active recruitment of women and the disadvantaged, and the particular training fields specified in the CTPs) was that of geographic dispersion. After 1989, conscious efforts were made to recruit Trainees from all departments of Bolivia.

APSP IMPLEMENTATION SCHEDULE 1987-1991

The following is the schedule of groups that were sent throughout the life of APSP/Bolivia, drawing on information supplied by the Training Office:

	Male	Female
1987: Short Term		
(1) Hand Knitters: weaving, knitting, marketing	—	20
Subtotal	—	20
1988: Short Term		
(1) Journalists	24	10
(2) Mother's clubs: organization and management	—	23
(3) Agricultural producers: farm management	19	1
Subtotal	43	44
1989: Short Term		
(1) Town mayors: municipal management	14	6
(2) Agricultural producers: bee-keeping, hogs, chickens	12	7
(3) Video producers: video techniques	13	1
(4) Medical technicians: vector-borne	15	4
Subtotal	54	18
1989: Long Term		
(1) Teachers: TESOL	13	12
(2) Teachers: M.A. training in TESOL	—	2
Subtotal	13	14
1990: Short Term		
(1) Forestry technicians: Forestry	17	3
(2) Health specialists: Epidemiology	18	4
(3) Agricultural producers: Leadership/agricultural production	14	6
(4) Labor leaders: U.S. labor and leadership	12	2
Subtotal	61	15
1990: Long Term		
(1) University professors: M.A. in economics	4	1
(2) Teachers: E.S.L.	4	17
(3) University professors: M.A. in public administration	11	4
Subtotal	19	22

	Male	Female
1991: Short Term		
(1) Management strategies for business entrepreneurs	18	4
(2) Elementary and secondary school administration	10	11
(3) Mid-level career ministry administrators: Public administration skills	15	2
(4) Agricultural production: Rural leaders	19	3
(5) Lawyers and judges	8	11
Subtotal	70	31
1991: Long Term		
(1) Health educators/ 10-month certificate	—	10
(2) Public Administration	9	1
Subtotal	9	11

IMPLEMENTATION

Training Program Design

Training programs for each group were developed as follows during the last two years of project implementation:

- Planning began when the Project Coordinator or the Training Office wrote a brief proposal which outlined the kind of training desired. The general topic was taken from the CTP and any subsequent modifications of plans deriving from discussions with the Technical Office most interested in the group or other considerations within the Mission.
- A specialist from the corresponding Technical Office sometimes participated (though not consistently) in the drafting of the proposal or would later review it.
- The draft was then sent to the placement contractor, which sought Mission clarification of its questions the proposal prompted.
- The resulting Training Implementation Plan (TIP) was occasionally reviewed

again in Bolivia if the Training Division sought changes.

- The TIP was provided by DA to interested training providers, who competed in open bidding.

Technical Office personnel, Selection Committee members, and Training Division agree that the fields of training selected support USAID development goals in Bolivia and reinforce the Mission project portfolio. One case where a chosen field does not appear to reinforce project themes is that of English as a Second Language. This field was apparently suggested by interested offices in the Embassy and was justified under the general theme of increasing awareness of American culture and society.

The Issue of Lead Time

Training Division staff reported that when present project management began work in 1989, the pressure of project targets and the need to restructure office functioning led to very little lead time available for training group planning, recruitment, and selection. This situation sometimes led to an inadequate interval for providing the contractor with timely information for the latter's requirements. Training Division staff found the placement contractor willing to work with them in meeting project deadlines. The situation of inadequate lead time improved towards the end of project implementation as procedures were streamlined and some additional support staff were contracted.

Recruitment

For the recruitment of Trainees, the Training Division has included the Technical Offices associated with the particular training theme directly in the process. The Technical Office uses its institutional network to recommend to the Training Divisions appropriate counterpart organizations, which are then invited to suggest nominees. The Training Office has sometimes augmented the range of institutions incorporated to

ensure representation by priority Trainee categories (especially women). Depending on the training topic, government ministries and other public institutions, PVOs, private entities, and associations have provided candidates for training.

Several groups were nominated by direct ties between the Training Division and Bolivia universities. These include the M.A. programs in economics and public administration and the second group of long-term Trainees in English as a Second Language.

APSP/Bolivia does not advertise in newspapers or radio to announce the availability of scholarships. Formal recruitment takes place through institutional affiliations. Even the independent farmers of the various agricultural groups or the women in the mothers' clubs and weaving groups were nominated by state or non-profit organizations which provided them services or in which they worked as volunteers. In the case of a number of rural Trainees from isolated areas, some of these nominees' organizations and the Trainees themselves had previous relations with USAID/Bolivia through the Special Projects fund of DP.

Pre-Selection

Once candidates have been identified by the institutions and their applications submitted, pre-selection is handled largely within the Training Office. APSP Officers evaluate the applications, interview the candidates, and establish rankings. Each candidate is ranked either "highly recommended," "recommended," "alternate," or "not recommended."

- Specific selection criteria are established for each group;
- The application form requires the candidate to provide economic and demographic information used to determine economically disadvantaged status and required for the CIS database as well as data on work and education;

-
- The “pre-selection” interview form focuses on the Trainee’s commitment, experience, and leadership qualities, and uses a point system as well as subjective impressions to rank the candidate.

These steps in the pre-selection process are carried out by Training Division staff. The Mission feels that it would be very difficult for Embassy or USAID Technical Office personnel who are Selection Committee members (see below) to participate closely in the five-month process to prepare a group for training. Extensive travel is required in the interview stage of recruitment, and the processing of documentation is highly labor intensive. Thus, pre-selection is a joint activity between the Training Division, the intermediary organizations, and those Technical Office staff who are familiar with the training requirements.

Selection

An APSP Selection Committee was created in FY 1987, comprised of the Program Office (where the Training Division is situated), representatives from the Embassy and from USAID. Embassy members are the Deputy Chief of Mission, the Consul, the heads of the Political and Economic Offices, and a representative of USIS. The formal members from USAID are the chiefs of the Private Sector Office, the Agriculture and Rural Development Office, and the Health and Human Resources Office, as well as the assistant chief of Development Planning. Office chiefs may designate a subordinate to serve in their place.

For each training group, the Training Division forwards to members a memo explaining the goals of the training and selection criteria. Attached are candidate rankings and personal interview forms for each applicant. These packets of documents can become lengthy, in which files on 30-35 candidates must be reviewed. A meeting is then scheduled to finalize the selection.

Interviews held with all available members of the Committee or their designates, and with Training Division staff, revealed that attendance is low at these meetings. All who were interviewed expressed their confidence that pre-selection is handled fairly and efficiently by the Training Division. Most members of the Selection Committee reported that they became most involved in the selection and design process when they had a particular interest or expertise in the training field or group and the time available to participate. In such cases, these officials have been involved in the identification of counterpart institutions and candidates.

The Training Division therefore approaches the Selection Committee with a recommendation on what it feels are the best qualified candidates. Some Committee members felt that the selection had already been made by the Training Division, and that their role was merely to ratify decisions already made. This may account for low attendance; on the other hand, the multiple duties of Selection Committee members also prevent the degree of involvement many would like.

The Training Division notes that some formal members have reportedly played a very minor role in selection, sometimes failing to respond to the training group information circulated to them. The Training Division has adopted a policy to interpret no response from Selection Committee members as an implied approval. Nevertheless, Training Division personnel report that under no circumstances has the Training Division selected candidates without feedback and concurrence of at least half of the Selection Committee members. PVOs, Technical Offices, and public sector representatives have played important roles in the selection process.

Recommendations made at the end of this chapter refer to the discussion of the role of the Selection Committee and to its composition.

Disadvantage: Economic and Social

The numbers and percentages of disadvantaged Trainees are furnished in Chapter Three. The method and criteria by which the Mission identifies economic need and social disadvantage are discussed in this section.

Economic Means Test

APSP/Bolivia has adopted an income criterion for determining economic disadvantage. For the first years of the Program, household income of \$500 per month or less for a family of five defined economic disadvantage. This figure was reportedly reviewed and approved early in the program by the Economics Office of USAID/La Paz. The 1990 Social and Institutional Framework Analysis, written for the forthcoming implementation of BPSP (CLASP-II), reviewed prevailing wage rates in the country and recommended that a lower figure, \$300 per month for a family of five, be used for urban applicants. This figure was adopted for use in several of the final groups towards the end of APSP implementation, with some exceptions. For instance, the \$500 figure was used for the last APSP group of lawyers and judges. Other factors, such as property ownership, are not formally considered.

Social and Ethnic Disadvantage

The determination of social and ethnic disadvantage is less explicitly formulated than economic disadvantage and is applied in a more subjective way. Several different social characteristics lead those screening applicants to identify a candidate as socially and ethnically disadvantaged. These include surname, phenotype (or "race"), style of deportment and dress, facility in Spanish, and place of origin in Bolivia.

The case of a successful small businessman of Aymara origin was cited as an example. This person was a self-educated and self-made man from the rural Altiplano whose income was above the cutoff for economic

disadvantage. Nevertheless, he would not be accepted, in the Bolivian context, in many social circles of the capital due to his origins and his self-presentation. He was therefore classified as socially disadvantaged.

Mission personnel stated that, for APSP/Bolivia, all women were to be considered socially disadvantaged by definition. This would not, in general, be a fruitful definition, since it would not distinguish between women who enjoyed advantages of high income and advanced education from those who were more strictly disadvantaged. (Women candidates who enjoyed such benefits would still be eligible for fellowships under the 30 percent provision for non-disadvantaged Trainees, so long as the candidates were not members of the national elites.) In reality, however, 16 percent of women Trainees have *not* been categorized as disadvantaged, a percentage only slightly lower than that of men. This suggests that the Mission has been adopting the other criteria described—income and various social indicators—to assign disadvantaged status and has not automatically placed all members of any specific group into this category.

The designation of *social* disadvantage, in spite of the greater difficulty in specifying the criteria applied, does not significantly affect the global rate reported for disadvantaged status of Bolivian Trainees. That is, the group which is classified as disadvantaged *solely* on the basis of social position or ethnic background (and is not at the same time *economically* disadvantaged) is quite small.

The Determination of Disadvantaged Status

The training group files do not systematically show how economically disadvantaged status was determined. Family income has been the primary indicator, as described. However, information needed to determine the status was occasionally not completed on the application form (though it may have come out in the interview).

Leadership

Leadership or its potential is determined in the interview process. Two main issues are examined: what honors and awards the candidate has won, and what community or school activities he/she engaged in. Applicants are also asked directly if they consider themselves to be leaders. The actual activities evaluated; but demeanor and presentation are also included in the assessment. Training Division staff take into account the situation of youth and of women, in which actual leadership roles may have been limited by life circumstances; in these cases, the subjective evaluation of their ability to communicate and to advance themselves plays a role in the decision whether to classify the candidate as a leader.

English Language Training

English language training has not formed part of the training for the great majority of APSP Trainees, except for a brief "survival English" course lasting about five hours during predeparture orientation. All short-term training and most long-term training has been conducted in Spanish, including the M.A. programs in public administration attended by two Trainee groups and long-term technical training in health.

Two exceptions to this were the 48 Trainees in the two groups of TESOL (Teaching English as a Second Language) and five in the M.A. program in economics. In the former case, Trainees already had advanced skills in English as part of their professional training. In the latter, the Trainees have reportedly found the process of learning English more difficult than expected. The struggles encountered by the latter have reinforced the decision by the Training Division to have all training in BPSF in Spanish.

Predeparture Orientation

Orientation is provided to all Trainees before departure. In the past two years,

orientation has been organized as a six-day process—from Sunday night to departure the following Saturday morning. Trainees receive their U.S. visas, medical clearance, and training in survival English. They also receive talks on Bolivian and U.S. history, U.S. culture and society by both U.S. citizens and Bolivians who have resided in the U.S., and an introduction to the APSP bulletin. Details of travel and training, to the degree they are available, are also provided. Embassy and USAID officials greet the Trainees and send them off later in the week.

Training Program Planning

The discussion above described the link between training themes and USAID/Bolivia's priorities. The process by which training groups are developed, with input from the Technical Offices and the placement contractor, has also been delineated. The mix of fields by Trainee is examined in Chapter Three, and Trainees' reactions to the training, based on the Exit Questionnaire Database and the Returnee Survey, is analyzed in Chapter Four. Principal recommendations made about program planning are that the process be reformulated so that program design and selection are completed with greater lead time, and that an advisory group, perhaps a reformulated Selection Committee, review training group themes for their continuing relevance to changing USAID/Bolivia objectives.

Experience America

The Training Division incorporates into each training plan, as a matter of course, the CLASP requirement that all APSP/Bolivia Trainees have an Experience America component within their training. The Experience America effort begins in the predeparture orientation, when experts from USIS and USAID describe U.S. society and culture.

Training Division personnel noted that many of their Trainees are from very

disadvantaged backgrounds. They feel that the U.S. orientation provided on site by the U.S. training institutions should be more complete, describing how modern faucets and showers work, or how to operate a stove or a thermostat. Minor accidents have reportedly occurred due to Trainee unfamiliarity with appliances and machines that U.S. citizens take for granted.

Based on a review of several training group files, it is not evident that specific Experience America activities are developed or tailored by the Mission to each group in program planning. The responsibility of developing suitable Experience America activities is left with the placement contractor. Most Trainee groups are reportedly offered the opportunity of a homestay with a U.S. family. Training Division staff remarked that many older Trainees are not anxious to participate in homestays, and when they do they prefer to be sent to U.S. homes which meet their preconceptions of who U.S. citizens are.

The range of Experience America activities that Trainees report, planned and unplanned, is reviewed in Chapter Four.

Cost Containment

The Training Office reported the following initiatives in cost containment:

- an active competitive bidding system instituted by the placement contractor, in which the Mission has a range of options; the lowest-cost bids of the alternatives offered are accepted if the quality of training appears to be the same;
- savings on in-country costs, such as relying on a single hotel for housing Trainee groups during predeparture orientation, and using the meeting rooms of a USAID-supported project, rented at rates lower than comparative hotel facilities, for predeparture training and post-training debriefings;

As a principle, APSP/Bolivia staff stated that they felt that the excellence of the training programs selected had priority over the cost. While not diminishing the importance of cost containment, project management felt that such efforts should not come at the expense of the most appropriate experience possible for the Trainees. However, Development Associate's competitive process has reduced overall training costs in the course of APSP.

Follow-on

Follow-on is now recognized by policy makers in both the Latin America and Caribbean Bureau and the Office of International Training as one of the most important elements of the CLASP program. In Bolivia, Follow-on has already undertaken the following initiatives:

- Seminars have been held on a variety of topics, numbering about twelve up to the present;
- Three issues of a returnee bulletin have been published;
- A national association of *ex-becarios* has been founded; and
- An "encounter" is planned for early 1992 that is expected to attract hundreds of Trainees from all over the country.

The potential of Follow-on in APSP/Bolivia is evident in the number of Trainees who have set up training conferences, or who have proposed small training courses for non-Trainees. The Follow-on Office has a number of such proposals under consideration, and is informed of Trainee courses which were carried on without Follow-on Office support. At the same time, Follow-on efforts have been directed largely to La Paz and Oruro and will need to be extended to the other areas where there are significant numbers of Trainees.

HBCU Placement

APSP/Bolivia has not met the requirement that ten percent of total training months be carried out in a Historically Black College or University. No HBCU placements were made before present Training Division management began in May, 1989. Since that time, four short-term groups have been placed, one for the entire training period, in HBCUs. While the placement contractor was notified of the need to fulfill the HBCU goal, project management cites the placement contractor in stating that the necessary programs have not been available or have not been competitive in cost or quality. The overall program total for APSP/Bolivia is 6.3 percent, according to information supplied by the contractor. However, short-term training months in HBCUs since May 1989 (when present project management began) total 33 percent (80.96 of 245.5 training months). No HBCU placements have been made for long-term Trainees; one academic short-term group was placed for part of their training at an HBCU.

MANAGEMENT AND STAFFING

Interviews with Training Office Staff

Interviews were conducted with the five Training Division personnel mentioned above and with the three secretaries. The following observations synthesize the comments of these different persons.

Project Implementation Staff

The Training Division is situated within the Development Planning Office (DP) of the USAID/La Paz Mission. DP is charged with the general coordination of Mission activities and with concern for broad policy issues across the Mission portfolio. At the conclusion of the APSP/Bolivia implementation of selection and U.S. training, the Training Division professional staff has the following configuration:

- a Training Officer, who divides her time between APSP and various other responsibilities, including oversight of the Training for Development program and training requests from Mission Technical Offices;
- a coordinator for APSP;
- an assistant for APSP, who was recently hired;
- a coordinator of Training for Development;
- a coordinator for technical training; and
- a coordinator for Follow-on activities, predominately designed for APSP Trainees but also to be offered to other AID and USG Trainees and scholarship recipients.

The current Training Officer began in May, 1989, and the APSP Project Coordinator several months prior to that. The transition to the present team was somewhat abrupt, when the previous Training Officer and APSP Coordinator left within a short period of each other. The present APSP Coordinator, who began as an assistant to the former incumbent, was charged with the single handed implementation of the project and with most other activities in the Division for some months in early 1989. When the present Training Officer was named, APSP had already recruited the first eight groups and sent six of them. Fifteen more groups, representing over 250 Trainees, have been sent for short-term and long-term study in the intervening two and a half years to the present.

It is worth noting that APSP was implemented in Bolivia with Training Division personnel only. Mission Technical Offices have participated in the review of training program design and in contacts with counterpart institutions for recruitment. However, their role has been subsidiary to the planning of each group, and responds to active

requests on the part of Training Division staff. The Training Division has been responsible for the bulk of program design, maintenance of institutional contacts, recruitment and screening, and predeparture preparation was carried out by Training Division staff. For most of this period, the staff consisted of the Project Coordinator full-time and the Training Officer at approximately a half-time level of effort, plus a secretary. The present Assistant Coordinator has worked on the project for only the last six months. The office also has three support personnel; one works as a full-time secretary for APSP. (The other two work for Training for Development project and in covering all other needs.)

Implementation Constraints

The Training Officer and the Project Coordinator feel that they were understaffed and overworked during most of the period of APSP implementation. They speak of deadlines, time pressure, and the constant effort to provide the U.S. placement contractor with timely information while carrying out an appropriate screening and selection process for each group. They felt especially burdened by the many details of Trainee processing which required their attention. The necessity of an adequate lead time for the U.S. placement contractor often required work around the clock. Observations by the evaluator earlier in the implementation period (May 1990) confirm the great pressures under which the APSP staff worked.

With APSP/Bolivia's U.S. implementation now slowing, the Training Division has the opportunity to strengthen their operations. The last APSP group had just left for the U.S. only days prior to the beginning of the evaluation on October 29, 1991. No more groups will be sent until the beginning of the CLASP-II Bolivian Peace Scholarship Program (BPSP) in the middle of 1992. Both the Training Officer and the Project Coordinator commented that they intend to take advantage of the upcoming hiatus from Trainee screening and recruitment to

restructure the operating procedures in such a way that more attention will be paid to the content of training and less effort expended in the myriad details of Trainee group processing.

This shift in work activities is to be realized through the establishment, under BPSP, of an in-country office by the new placement contractor. The new office will be charged with most of the routine processing details now carried out by Mission staff. Training Division personnel will then be freed to undertake greater planning. One priority is to establish and renew ties with potential intermediary institutions. The goal will be to tailor the training programs more closely to the expressed needs of participating Bolivian agencies and organizations.

Training Officer Duties

The Training Officer reports that she is responsible for the general coordination of the office and estimates spending about 60 percent of her time on APSP. She supports the APSP Coordinator in the entire range of the activities described below and also dedicates major effort to financial and program planning. The Training Officer is fully familiar with all details of APSP functioning and involved in the daily operation of the project. The first part of her tenure required her to work to foster team effort, since previous changes in the office personnel had engendered staff tensions which had to be addressed.

The Training Officer recently restructured the Division to introduce a horizontal division of responsibilities. The coordinators of the two major projects, APSP and Training for Development, are conceptually at the same level as their colleagues who oversee Follow-on and the processing of training for the Mission Technical Offices. She now feels that the office is functioning more smoothly. The Training Officer gives each coordinator the degree of autonomy and responsibility deemed appropriate to their experience and personalities. Her expressed

philosophy is to encourage initiative and self-direction among her staff, and observation of office functioning confirms that she attempts to realize this when possible.

Project Coordinator Duties

The APSP Project Coordinator reports that he spends all of his time on the project. The Coordinator displays real commitment to the program and great interest in the Trainees; his interpersonal skills and his energy work to his advantage in carrying out the public aspects of his role. He is responsible, in coordination with the Training Officer, for program design, contacting institutions, and coordinating with the Technical Offices and the placement contractor. The APSP Coordinator writes the PIO/Ps, processes the applications, and carries out interviews throughout the country. The Coordinator is also in charge of making arrangements for the predeparture orientation week for each group and for accompanying these groups during their stay in La Paz before travel. Drawing on project resources, he usually accompanies the groups to Miami, where he delivers them to representatives of the placement contractor. The APSP Coordinator welcomes returning groups, shepherds them through Bolivian Customs, and conducts a debriefing before they return home.

Now that the constant time pressures related to training group recruitment have subsided, the functioning of this role could be enhanced if more time is devoted to organizational issues and procedural planning. Under BPSP, the Coordinator can take advantage of the APSP experience to streamline record keeping, reporting, and Trainee processing. He will also be able to implement such recommendations as those relating to Selection Committee participation and the documenting of socioeconomic disadvantage if he can delegate many of the processing tasks to others, such as an in-country contractor and/or an assistant.

Other APSP Staff

The APSP Assistant Coordinator had been on the job for four months in a newly created post. She spends 100 percent of her time on APSP. Her role has not yet been completely defined; at present she notes a contrast between the more analytical and evaluational components on which she had hoped to focus and the daily operational tasks to which she has been assigned. If contrasting understandings of the tasks at hand can be resolved, this role could suitably complement the Coordinator's. An incumbent with specialized organizational skills could support the project by proposing procedural improvements and by taking on some of the necessary administrative activities now carried out by the APSP Coordinator.

The Follow-on Coordinator stated that she spends most of her time on APSP. Her role has evolved over the past year and she noted that it will be more important during BPSP. The Coordinator has developed a program of seminars for returned Trainees. The Coordinator was primarily responsible for the creation of the alumni association and will be the USAID contact person for the organization. She has worked on the several alumni bulletins that have been published. The Coordinator will also be planning regional and national gatherings of Trainees, such as the one to be held in early 1992.

The Follow-on Coordinator maintains contacts with Trainees and groups throughout the country; Trainees are frequent visitors to her office. The Coordinator exhibits enthusiasm, respect, and cordiality towards Trainee visitors and encourages them in their own initiatives.

Support Staff

The secretaries who work on APSP all noted that they had worked in the Division only for a matter of months. Since the roster of persons with whom they work had recently

been rotated, all three had some experience with APSP and all expressed satisfaction with the opportunity to work on the project. All three commented that most significant for them was that APSP scholarships were granted to persons who otherwise would not have the chance to study abroad.

INFORMATION MANAGEMENT

Training Group Files

Three sets of files were reviewed during the evaluation: one from the beginning of the program, and two towards the end. The three groups encompassed nearly sixty Trainees. Files are organized by training groups; only one of the three groups reviewed (and only several of the twenty-three Trainee groups in the program) maintained individual files for each Trainee. The files were generally orderly; necessary program documents (PIO/P, correspondence with the contractor, medical certificates, visa applications) were easily located. The rationale for the grouping of documents within and among folders was sometimes not clear, however. The applications of both successful and rejected candidates were evident in the files (although supporting documents of unsuccessful candidates, such as transcripts, are returned if requested). The reasons for ranking candidates high or low appeared in a summary on the personal interview forms, drawing on the point system previously described and the personal assessment of the interviewer. In all three cases, both the original drafts and edited final versions of the interview forms were attached. (The final versions are circulated to the Selection Committee.)

CIS Database

APSP/Bolivia has complied with LAC Bureau requirements that a CLASP Information System database be maintained, and quarterly updates have been provided by the Training Division to Aguirre International in the effort to maintain an accurate and up-to-date biographical database on APSP

Trainees. However, the following was noted with respect to the maintenance and use of the CIS database:

- The CIS is incomplete. Several persons were identified whom the Mission affirms received CLASP training and who themselves reported on their experiences in the returnee survey who do not appear in the CIS file. The names have been provided in a separate memo. Without these names, the official Trainee roster will remain incomplete.
- An important field for sorting the database is that of Trainee's department. In the APSP/Bolivia CIS database, both department and province have randomly been entered into this field, making a sort by department impossible. Such sorts will greatly facilitate the planning of future regional Follow-on activities as well as make future tracking more feasible.
- The CIS can serve as the basic tool for maintaining an up-to-date address list for Follow-on, especially since the majority of Trainee addresses have been renewed as a result of the Trainee survey reported upon in Chapter Four.
- Basic socioeconomic information included in the application form and required in the CIS is entered inconsistently in the APSP/Bolivia CIS. This information— income, family size, education levels of parents and Trainee—is valuable for analyzing the social and economic characteristics of the Trainee population.
- The CIS is designed to serve as a Mission tool in generating a variety of printed reports useful for tracking progress in program implementation.

RECOMMENDATIONS

Training Program Design

The upcoming Mission-funded Bolivian Peace Scholarship Program (CLASP-II) is

designed to reflect more closely Mission-specific development goals than was the case with the centrally funded APSP (CLASP-I). While Embassy training concerns will remain important, it is suggested that the training themes of BPSP, outlined in the SIF and incorporated in the Project Paper, be reviewed periodically by the BPSP Selection Committee or some other advisory body to ensure their continuing relevance to Mission development priorities. This review will confirm that proposed alterations in training group themes remain within the overall priorities of the project and may, at the same time, suggest changes in training group themes which reflect changes in Mission development priorities.

Representatives from Technical Offices within USAID/Bolivia and the Peace Corps have expressed interest in playing a greater role in assisting in developing training program themes and in identifying suitable counterpart institutions. Under BPSP, the Training Division may wish to expand its contacts with these bodies to take advantage of their expertise and to create a wider constituency for the program.

The Issue of Lead Time

The Training Division plans to re-structure the recruitment and selection process so that the future BPSP contractor takes responsibility for many of the procedural tasks that the Division has carried out under APSP. This will free the Training Division staff to complete the initial planning for each group with a greater lead time than has been true in the past. It is suggested that the Training Division consider the time between the end of APSP and the beginning of BPSP as an opportunity to reformulate the planning process so that it can be carried out with ample time for selection and training program implementation.

Recruitment

Training Division staff are encouraged to carry out their plan to use the hiatus

between APSP and the upcoming BPSP to identify and establish ties to potential counterpart institutions for future training programs. The goal is to work closely with these organizations in the initial development of training packages that are directly applicable to the Trainees' and the institution's needs.

Pre-Selection

An "experimental" application form under consideration by APSP/Bolivia appears well organized and is shorter than the one currently in use. It gathers information which may make the determination of economic disadvantage more certain (see the discussion below). The form also requires the certification by candidates' employers that they support the employee's application and will maintain the candidate's post in their absence. However, the new application form does not collect basic socioeconomic and demographic information required by the CIS biographical database (such as the educational attainments of parents, family size, or a standardized label for the candidate's field of study.) This information will continue to be collected under CLASP-II. It is recommended that the Training Division, in revising the application form, include the items needed to maintain the CIS database.

As will be discussed in Chapter Four, Bolivian Trainees' assessment of the usefulness and applicability of training is, in some categories, some twenty percent below the CLASP average. The Mission might consider greater involvement by the Technical Offices and of the intermediary institutions (employers of candidates) in the design of program content and Follow-on activities, as well as Technical Office participation in the pre-selection process in interviewing potential Trainees.

Selection

All Selection Committee members interviewed expressed the desire to participate more fully than at present. Low attendance

supports the conclusion that members feel they presently have little to contribute. Various methods could be adopted to stimulate greater participation:

- Non-active members might be dropped and the committee restructured to include only those with an interest in training and human resource development.
- If the work load of Selection Committee members permits, they could be involved earlier in the pre-selection process, such as taking part in candidate interviews in La Paz, or with different members participating on a rotating basis in interviews around the country.
- The Training Division could consider ranking more suitable candidates than slots available. This would imply expanding the base of applicants.
- Some “outside” members could be incorporated into the process, such as returned long-term Trainees, representatives of “neutral” PVOs or private sector groups, Peace Corps delegates, or public sector representatives, all of whom would have to have a reputation for objectivity and who accept the non-political requirements of the selection process.
- A restructured Selection Committee could be the body which reviews training priorities yearly.

BPSP training, as APSP training before it, will support the breadth of development activities of the Mission and serve as a means to improve Bolivian understanding of USAID and attitudes towards U.S. people and institution (see Chapter Four). A Selection Committee drawn from throughout the Mission which participates actively in BPSP will serve to inform the Technical Offices more fully of the purposes and achievements of the training program and create a constituency promoting it.

Economic Means Test

The documentation of economic disadvantage in training group files is not always clear. Outsider review of APSP/Bolivia’s accomplishments would be facilitated if the criteria were explicitly stated and standardized in candidate files. The same observation holds true for “socially disadvantaged” status.

APSP/Bolivia has used family income as the primary determinant of economically disadvantaged status. The Mission has already recognized that income should be linked to household size. Further refinements concerning income levels and, for rural candidates, landholdings, were made in the SIF.

The Mission may wish to formulate a revised Economic Means Test which combines various factors beyond a simple income determinant, as discussed above. A point system to determine disadvantaged status has been adopted by several CLASP Missions. USAID/Jamaica, for example, ranks CLASP candidates in four areas on a 5-point scale: household income, level of mother’s education, level of father’s education, and assets (in the Jamaica case, the assets rated are house, land, bank account, livestock, car, or television). Points in the “assets” and “income” columns are each doubled to give them more weight. Total points above a certain minimum defines disadvantaged status (see Appendix B for sample forms).

The adoption of a point system for disadvantage has the advantage of clearly revealing the basis for the determination of economic disadvantage. It also permits a broader range of factors than cash income to be considered. The assets considered may vary from the Jamaican case; for example, a refrigerator may be more revealing of higher socio-economic status than a television. The particular test that the Mission develops could also “regionalize” income and assets criteria to reflect variations in the cost of living in different Bolivian cities.

Leadership

For CLASP-II, the determination of leadership abilities is to be highlighted in the selection process. Some Missions in the CLASP program have used group interviews as a suitable way to detect leadership abilities, especially in candidates for short-term training. The social dynamics inherent in a group interview tend to encourage those with real leadership abilities to manifest their leadership skills. Group interviews would be an innovation consistent with the effort to broaden the candidate pool suggested above in the discussion on the role of the Selection Committee. USAID/Bolivia may wish to experiment with the group interview of BPSP candidates to see if this is a useful tool in revealing leadership ability.

English Language Training

Most short-term Trainees commented in informal settings on their frustration with their inability to communicate in English. This frustration is frequently expressed by short-term CLASP Trainees who enjoy varying exposure to English language training; it has not been established how much English language training is needed before short-term Trainees feel sufficiently comfortable to communicate at a minimal level in the language.

However, expanding English language training for short-term Trainees, if costs can be contained, is likely to enhance their interactions with Americans, especially home visits and homestays. The Mission could consider providing a low-cost home-study course on cassette tapes to newly accepted short-term Trainees, especially if selection is completed earlier through the reformulated group implementation schedule. The course would be most beneficial if it concentrates on basic conversational phrases used in family situations or in the public sphere.

Long-term training will continue to be in Spanish under BPSP. These Trainees would be able to take greater advantage of the

Experience America component of their scholarship if they had greater skills in English on which to build. Long-term Trainees such as these will be expected to have a more profound understanding of U.S. democratic processes, volunteerism, and the private sector economy. The goal of English language training for long-term Trainees is to provide basic conversational skills, not to move them to academic-level English. It is suggested that the Mission consider arranging with the USIS-affiliated Bolivian-American Centers to provide local long-term grantees with a more intensive introduction to English than is offered to the public at large. Such training would not be designed for academic work, but would provide a practical facility in basic conversation. This in-country preparation would require that long-term Trainees be selected at least four to six months before departure.

Predeparture Orientation

The present orientation is well designed and covers the principal issues before travel. The participation by Embassy and USAID officials is positive. At present, little time is given to Follow-on and the post-training integration of knowledge. It is suggested that the Training Division expand the time devoted to Follow-on, and to guided consideration of the application of training, from the present one hour (see below, Follow-on).

Experience America

AID/Washington guidance on Experience America has provided several areas under which Experience America activities should be developed, including individual initiative, volunteerism, social mobility, local community organization, the free market, and U.S. ethnic diversity (Cable 068507, March 1988). Under CLASP II, Experience America, like the training themes themselves, may reflect more directly the particular development goals of each Mission. In the case of Bolivia, the specific Experience America activities programmed under BPSP can reinforce Mission priorities in drug

awareness, civic participation and democratic institutions, and exposure to the private sector economy. While the Experience America programmed should always be specific to the group, these themes can be creatively introduced to all Bolivian Trainees.

It is recommended also that the Training Division and the placement contractor agree on a standard guide to provide training contractors to ensure that Trainees are provided basic information in all points of college and/or apartment residential life.

Follow-on

Follow-on and Predeparture Orientation

Follow-on can beneficially be introduced early in the training program. The following recommendations are suggested ways that Follow-on considerations can lead newly selected Trainees to anticipate the results of their programs:

- Follow-on can be built into BPSp before Trainees leave Bolivia. A full day can be devoted to post-training activities and Follow-on during the predeparture orientation. Trainees would be asked to formulate an action plan during the one-day session, in which they specify how they will apply their training upon returning at work or in their community. The action plans require Trainees to commit themselves to concrete activities related to training. Ideally, the action plans of a group will be integrated rather than uncoordinated and individual. While it is recognized that the action plans may well be reformulated as a result of the actual U.S. training, the preliminary action plans will lead Trainees to link the projected results of their training to their present work.
- In the context of writing action plans, Follow-on can be introduced as the vehicle by which Trainees can expand their contacts among Trainees upon their return. The Follow-on program can also

be presented as a means, at the departmental and national level, to continue some career and leadership training in the future.

- The goal of these efforts in the predeparture training is to make training more immediately relevant to Trainees, to introduce Follow-on as an integral component of training, and to establish measurable approaches to impact.

The Alumni Association

Other components of the Follow-on program can rely on the newly founded alumni association:

- The new association will require ongoing financial resources. However, costs can be minimized and the group will benefit if it structured in such a way that it develops a maximum degree of independence.
- The plan to establish technical subgroups within the new association should be implemented soon. These can serve as the focal points of continuing training, whether initiated by Trainees or the Follow-on program.

Communications with Trainees

Follow-on will require that Trainees maintain ongoing contact outside formal meetings.

- A bulletin has already been published for distribution to returned Trainees. The bulletin needs to be made visually more appealing and less dense, relying less on long texts and more on short news items from different groups. Its present wordy form makes little differentiation between articles and little use of titles and other techniques. This may make it inaccessible to less literate readers.
- The Follow-on Office's records of Trainee addresses were found to contain many inaccuracies when relied upon for the

recent returned Trainee survey. The survey reached approximately 200 returned Trainees and provided updated addresses for all who could be located. These new addresses should be entered into the new Follow-on field of the CIS data base and used as the basis for the bulletin mailing list and for all other Follow-on tracking and activities. These addresses should be regularly updated as a part of normal Follow-on activities. Follow-on can be enhanced if computer resources already available are used more fully. The CIS database can organize Trainee data by region and field of study, and can sort according to other useful criteria.

Support of Trainee Initiatives

Returned Trainees are already looking to the Training Division for support for their own training initiatives. Proposals have come from returned groups who need some financial assistance to offer short courses in their communities or to groups of colleagues. The Training Division has responded on an *ad hoc* basis, providing classroom materials or room rental fees. Since such requests are likely to increase in the coming months, the Training Division may wish to establish within Follow-on formal procedures by which groups of Trainees can apply for support of training activities they wish to offer others. It would be prudent to decide what the maximum amounts of such funding would be, if it would only go to groups or also to individuals, and if all such activities are to be defined as training-related.

HBCU Placement

The total HBCU placement to date under APSP/Bolivia is 6.5 percent, based on training months. All short-term APSP groups have been sent. Project management is commended for its plan to request that long-term Trainees currently in the U.S. be placed in mid-winter seminars held at HBCUs. However, management recognizes that these efforts will not substantially

change the total and that the goal will not be met.

The goal for HBCU placement under BPSP remains 10 percent. The Mission is encouraged to work closely with the new BPSP placement contractor to ensure sufficient BPSP placement at HBCU on a regular basis throughout the program.

Training Group Files

While income is the primary determinant of economic disadvantage, it was noted that on some applications the candidates had not fully completed the income information and yet were marked on their interview forms as disadvantaged. Presumably, the clarification was made during the interview. In line with the general recommendation for BPSP to specify more fully the determinants of economic disadvantage, it is suggested that it be ensured during pre-selection that applicants specify fully household income on the form. This may require that candidates be asked to complete pertinent information on the application during the interview.

CIS Database

- To ensure that the CIS is complete, it is recommended that the Training Division verify that persons who have been identified as missing were indeed APSP Trainees, locate their files, and enter the CIS information and current address in each case.
- It is recommended that all new addresses be entered in the Follow-on field of the CIS, and that the Follow-on Coordinator become familiar with the CIS and its capabilities.
- The CIS database should be updated on the field containing the Trainees' department within Bolivia, replacing all provinces with the correct department name. This will facilitate searches by department for record-keeping, mailing

lists, and for Follow-on regional subgroupings.

- It is recommended that program implementers ensure under BPSP that the required basic socio-economic information is entered into the database to ensure this information is available for future analyses of the BPSP population.
- It is recommended that the Training Division select several persons—at least one of whom is in a management role—to receive training by an Aguirre International technical assistance specialist to take advantage of the CIS capabilities in the future.

CHAPTER THREE

The Application of APSP/Bolivia and Trainees Served

CHAPTER THREE – THE APPLICATION OF APSP/BOLIVIA AND TRAINEES SERVED

WHO IS BEING SERVED?

Introduction

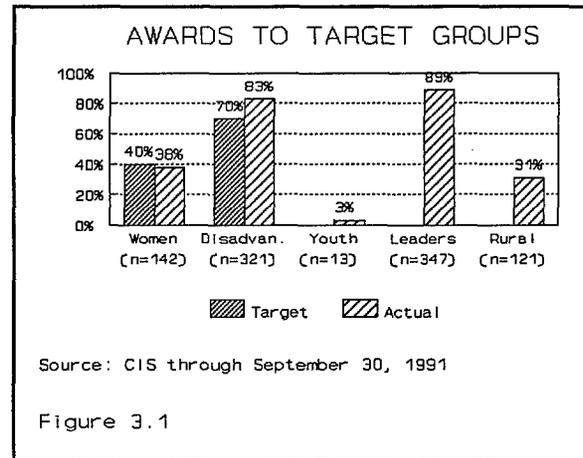
The goal of this chapter is to discuss the population which APSP/Bolivia is reaching, and to what extent that is consistent with the goals set for the project. USAID/Bolivia's computerized CLASP Information System (CIS), which describes all the awards granted from FY 1987 through 1991, is the source 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 on a quarterly basis. Percentages reported here are based on Mission information as available in the CIS as of September 30, 1991.

The following discussion assesses the degree of participation by special subgroups of the target population (e.g., male and female, and disadvantaged groups). The criteria used to determine disadvantaged status are reviewed to learn how USAID/La Paz has carried out the selection of socially and economically disadvantaged Trainees. The distribution of awards to women, rural populations, youth, potential leaders, and the socially and economically disadvantaged is considered.

RESULTS: TARGET GROUPS

Between September 1987 and September 30, 1991, APSP/Bolivia awarded scholarships to 389 Trainees, according to the CIS information. Figure 3.1 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 selection criteria in the category of socially and economically disadvantaged, in

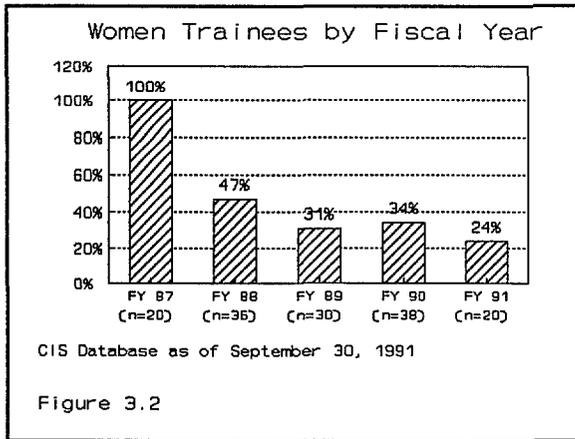


which 82.5 percent (or 321 persons) were disadvantaged. The target of 40 percent women was not met; 37 percent of Trainees were women. Other suggested criteria for selection, which are not mandated, are youth, leaders, and rural residence. In these categories, the Mission-reported percentages are: 89.2 percent (320) leaders, 3.3 percent (13) youth, and 31.1 percent (121) rural. (Because the Trainees may be classified under more than one category, the totals 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.)

Women

CIS figures through 9/30/91 showed that women were awarded 37 percent of the scholarships since the beginning of the project in Bolivia. In FY 1987, the one APSP group sent consisted entirely of women. The percentage of women Trainees has declined from 47 percent in FY 1988 to 24 percent in FY 1991; the forty percent target was not met in the three FYs 1989-91. Mission figures, counting the last APSP short-term group (recently returned, to be

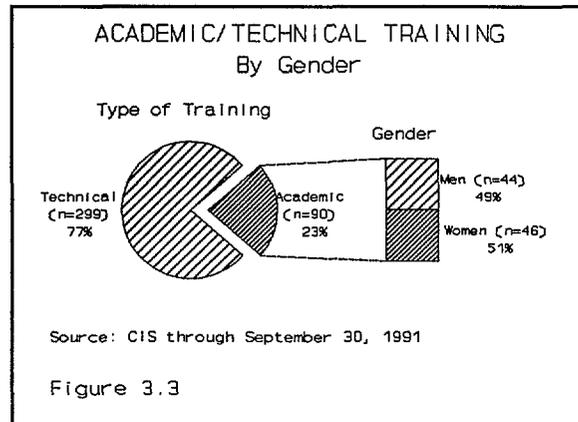
entered in FY 1992 figures), show a final total of 164 women of 432 Trainees (38%), which does not meet the 40 percent target set for CLASP-I (see Figure 3.2).



The reasons for the inability to meet the female recruitment goal appear to reflect changes in implementation plans and in decisions to focus on groups where recruitment of women was more difficult. Excluding the last short-term group of the program, the preceding five groups had about 23 percent participation by women. Public administration, small business, dairy producers, and labor leaders averaged less than 15 percent women. One change in training group theme also had a negative impact in the total percentage of women Trainees. In FY 1990, a group of market women leaders proposed in the CTP was replaced with a group of agricultural producers; the 14 women "lost" (from the 20 originally proposed to the 6 women that participated in the latter group) would have taken the percentage of women Trainees in APSP/Bolivia above the 40 percent target.

Since women are a targeted group, it is worthwhile examining the kinds of training they receive to determine if the awards are in substantial training areas rather than in fields which restrict them to less important programs or fields. Two measures of that are the award of the more costly long-term training scholarships and the allotting of academic, as well as technical, scholarships.

In Bolivia, women receive a greater proportion of the long-term awards than of the short-term scholarships (see Figure 3.3). Slightly more than half of the long-term scholarships have been granted to women. Men receive a higher percentage of short-term training than women, 66 to 34 percent.



Of the 90 academic scholarships given, 46 (51%) have been awarded to women. This suggests that women have received particular attention in recruitment for both the academic and the long-term categories.

Women are drawn from somewhat different career backgrounds than men. Some 36.4 percent of women Trainees have worked in education, as compared to only 12.7 percent of men. In terms of fields of study in APSP training, nearly 70 percent of the women took courses in education, health, communications, or vocational work in the home, while only 22.6 percent of the men were offered training in those fields (see Table 3.1). These fields reportedly reflect the occupational distribution of women in Bolivia, in which there are fewer women than men in management and administration, and in which women play an important role in the education and health sectors.

In spite of the differentiation by field of study, women do not feel they have received less than equal treatment in APSP scholarships. In exit questionnaires completed at the end of training, some 55.8 percent of women Trainees characterized their training

as “better than expected,” compared to 36.5 percent of the men. Satisfaction levels of women were also higher than those for men; 37.5 percent of women said they were “very satisfied” (the with their training (the highest level of satisfaction expressed), compared to 18.6 percent of the men.

Table 3.1 Fields of Study by Gender (Percentages)

	Women	Men
Agriculture	13	22
Business/Management	8	20
Labor Management	1	5
Communications	9	14
Education	30	11
Health	22	14
Home Econ./Leadership	14	0
Natural Resources	1	7
Public Affairs (Mun. Govt.)	3	7

Note: Columns may not equal 100 percent due to rounding
Source: CIS as of September 30, 1991

In sum, women have received close to the target proportion of scholarships, and have been granted a significant share of the long-term and academic awards. The awards have predominately been in fields in which women traditionally have worked, but some women have also been trained in fields dominated by men, such as agriculture, business, and management.

Economically and Socially Disadvantaged

Some 82.5 percent (320) of all APSP/Bolivia Trainees have been economically disadvantaged. Over the five fiscal years considered in the present evaluation, the percentage of awards to disadvantaged Trainees has remained above the CLASP goal of 70 percent, except in FY 1988, when it fell slightly below the goal. In FY 1987 and FY 1990, all Trainees were classified as disadvantaged (see Figure 3.4).

The Mission maintains two criteria for disadvantaged status, “economically” and “ethnically” disadvantaged. Considerable

overlap exists between the two categories, as is discussed below. While the CIS label is “ethnically” disadvantaged, the Mission considers the category to designate social disadvantage more broadly.

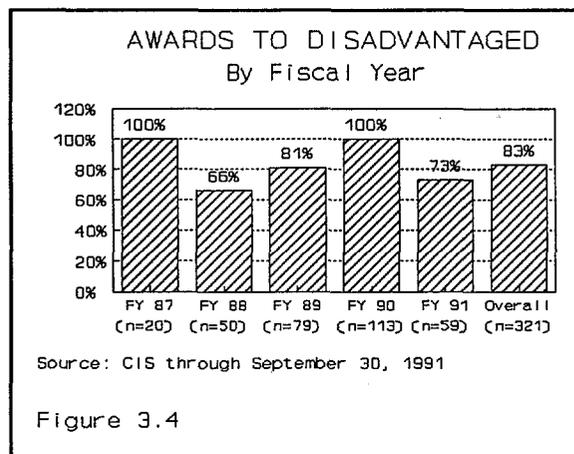
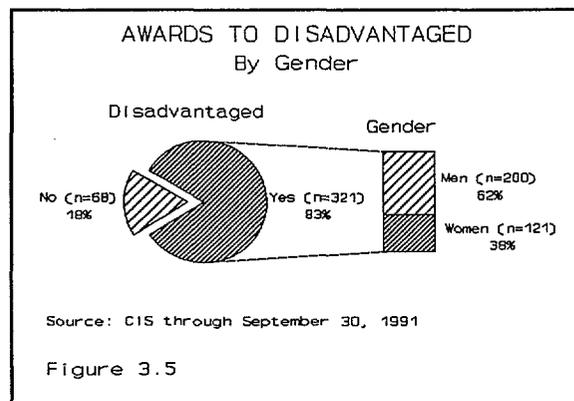


Figure 3.5 reveals the breakdown of disadvantaged Trainees (accumulating ethnic and economic disadvantage) by gender. Disadvantaged status varied little by sex; 84 percent of women, and 81.6 percent of men, were so classified. Long-term Trainees were categorized as disadvantaged at a much higher rate than short-term Trainees; 95.7 percent of the former were disadvantaged, while 79.7 percent of the latter were placed in that category.



One hundred sixty (41.1%) of all Trainees are categorized as (specifically) socially disadvantaged. Of these, the preponderance are long-term Trainees. Nearly 80 percent

were placed in this category, while only 32.8 percent of the short-term Trainees were considered ethnically or socially disadvantaged. The contrast is not as great under *economically* disadvantaged, under which 89.9 percent of the long-term Trainees and 78.4 percent of the short-term Trainees were classified.

Rural Populations

While no policy guidance was set regarding the percentage of Trainees from rural backgrounds, the Mission has recorded the percentage of scholarships granted to people from rural areas. Some 121 Trainees (31%) are identified as residing in rural areas in Bolivia. All but one of these received short-term training. By gender, 43.8 percent of women Trainees and 23.7 percent of the men were from rural areas. Many of the short-term training programs—especially three groups of small-scale agriculturalists, but also groups in forestry, milk production, and small-town mayors—have been aimed at Trainees participating in the rural economy.

Leaders

Overall, 89.2 percent of the Trainees selected from Bolivia were classified as leaders of potential leaders by the Mission. All of the 69 long-term Trainees were leaders; 278 (86.9%) of the short-term Trainees were so classified. By sex, 80.6 percent of the women were classified as leaders, and 94.3 percent of the men were so classified.

LEVEL OF EDUCATIONAL ATTAINMENT

Mean years of schooling for APSP/Bolivia Trainees is 13.8 years. The mothers of Trainees undertook an average of 9.3 years of formal education, and their fathers, 10.7 years (see Table 3.2). The average educational achievement of the parents of female Trainees is higher than that of males. This may suggest that women Trainees are drawn from a somewhat higher socio-economic

status, or that women's families have placed a higher value on education even in the parents' generation.

Table 3.2 Mean Years of Schooling

	<u>Males</u>	<u>Females</u>	<u>Total</u>
Trainee (n=378)	14.2	12.2	13.8
Mother (n=226)	8.5	10.3	9.3
Father (n=230)	10.1	12.4	10.7

CIS biodata shows that the greatest proportion of Trainees have achieved the Bachelor's degree (see Table 3.3). Less than a fifth of the Trainees have primary education or less.

Table 3.3 Highest Education Levels of APSP/Bolivia Trainees

<u>Educ. Level</u>	<u>Women</u>	<u>Men</u>	<u>Percent</u>
None	2	3	1.5
Primary	39	29	17.5
High School	20	54	19.1
Technical	42	47	22.9
Teaching	11	5	4.1
BS/BA	28	88	29.8
MA/MS	0	5	1.3
Ph.D.	0	13	3.3
Other	1	1	0.5
Total	144	245	100.0

AGES OF TRAINEES

The mean age for APSP/Bolivia Trainees is 35.4 years. Women are slightly younger than men (see Table 3.4). Bolivian Trainees are considerably older than CLASP Trainees in general; the mean age for all CLASP Trainees is 27.4 years. This reflects the decision of project management not to make youth a priority criterion for selection.

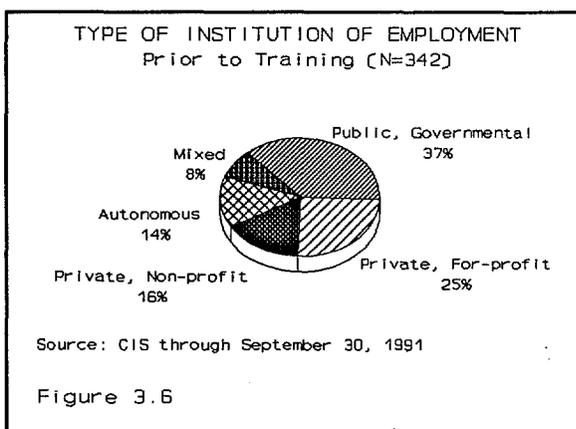
Table 3.4 Average Ages of Trainees

<u>Gender</u>	<u>Mean Age</u>	<u>Min.</u>	<u>Max.</u>
Women	33.8	18	61
Men	36.4	18	69
Average	35.4	18	69

The recruitment of youth has not been a priority for APSP/Bolivia. As a result, only 13 Trainees (3.3%) have been classified as "youth" in the Mission CIS. Of the 389 Trainees, only five have been under 20 years of age at the time of recruitment, and only 35 (9.0%) under 25. With respect to gender, 19 of these 35 Trainees (54%) were women, and 16 (46%) men.

AWARDS BY SECTOR SERVED

Trainees were drawn from all major sectors of the Bolivian economy. When APSP/Bolivia Trainees are identified by the type of employment they had prior to employment, it was found that the greatest number of Trainees (128, or 36.8%) worked in the public sector. Nearly one quarter of the Trainees were from the private, for-profit sector. Some 22.3 percent stated they were self-employed. Figure 3.6 illustrates the economic sectors from which Trainees are drawn.



CIS data indicate that the area in which the largest proportion of Trainees worked prior to training was as "professionals," which accounts for over a third of the women and 45 percent of the men. The next largest category was that of technicians. Very few

Trainees (12 in all, or 3.1%) were students or recent college graduates. Table 3.5 provides a breakdown of occupations for all 389 of the Trainees.

Table 3.5 Occupation/Type of Work Prior to Training

Occupation/ Type of Work	Number	Percent
Businessman/woman	30	7.7
Student/Recent Grad	12	3.1
Professional	161	41.5
Semi-Skilled Worker	22	5.7
Skilled Worker	8	2.1
Technician	53	13.7
Unskilled Worker	47	12.1
Other	52	13.1
Total	389	100.0

TRAINING OBJECTIVES

According to the CIS data, almost two-thirds of the Trainees had on-the-job training as the principle objective of their training (see Table 3.6). Another 18 percent of Trainees were placed in the category of short course. No Trainees from Bolivia have been awarded scholarships for training at the level of the Bachelor's degree. Forty-six Trainees are said to be studying for the A.A. degree. However, earning this degree has not been a formal part of the APSP/Bolivia program. A review of the CIS database shows that those classified under this label are the recipients of long-term, non-degree training in academic institutions.

Table 3.6 Training Objectives of Trainees

Training Objectives	Number	Percent
On-the-job Training	252	64.8
Short Course	70	18.0
A.A.	46	11.8
M.A. or M.S.	21	5.4
Total	389	100.0

FIELDS OF STUDY

Table 3.7 shows the fields of study that have APSP/Bolivia Trainees have undertaken, and reflects the breakdown by gender. The fields of study are delineated in the Bolivia CTP, and have been linked by project management to the Mission Action Plan's focus on the support of the private sector, export promotion, strengthening democracy, alternative development, and child and maternal health.

	<u>Women</u>	<u>Men</u>	<u>Total</u>	<u>Percent</u>
Agriculture	18	54	72	18.5
Business/Mgmt	11	49	58	14.9
Labor Mgmt	2	12	14	3.7
Communications	13	35	48	12.4
Education	43	28	71	18.4
Health	31	34	65	16.8
Home Econom./ Leadership	20	0	20	5.2
Natural Res.	2	17	19	4.9
Public Affairs (Mun. Gov't)	4	16	20	5.2
Total	144	245	389	100.0

CHAPTER FOUR

Measuring the Benefits of APSP/Bolivia

CHAPTER FOUR — MEASURING THE BENEFITS OF APSP/BOLIVIA

HOW DID THE TRAINEES BENEFIT?

Introduction

The purpose of this chapter is to assess the results of the APSP/Bolivia training program and how the Trainees benefitted from participation. How well the objectives outlined in the CLASP Project Paper and the Bolivia Country Training Plan have been met will also be considered.

The discussion is organized by the following topics:

- Background of the Trainees
- General Characteristics of Training Programs
- Methodology for Assessing the Quality of Services
- Analysis of Data
 - Training Component
 - Experience America Component
 - Follow-on
 - Trainee Benefits from Training

Data for this chapter are drawn from:

- CIS biographical database through September 30, 1991, including 389 Trainees;
- responses of 351 Trainees surveyed immediately after program completion, but prior to leaving the U.S., using Exit Questionnaires;
- responses of 183 Trainees interviewed after their return to Bolivia in interviews conducted at least six months after the completion of training;
- open-ended interviews with several Trainees and with survey interviewers;
- a review of Mission documents; and
- interviews with Mission personnel.

Background of the Trainees

The following data summarize the information presented in the previous chapter, drawing on the CIS records for 389 Bolivian Trainees. As noted earlier, most of the Trainees are disadvantaged (82.5%), 38 percent are women, and 31 percent are defined as "rural."

Schooling

The mean years of schooling for the APSP/Bolivia Trainees is 13.8 years. Comparing the number of years of education of Trainees with that completed by the Trainees' parents can be an indicator of social mobility. Information available for these two sets of figures suggests that Trainees are better educated than their parents. Mothers average 9.7 years and fathers, 10.3 years.

Ages

The average age for APSP/Bolivia Trainees is 35.4 years, older than the CLASP average of 27.4 years. The mean age for women is 33.8 years and for men 36.4 years of age.

Occupation Prior to Training

One hundred sixty-one Trainees (41.5%) classified their occupation as "professional." Fifty-three Trainees (13.7%) said they worked in technical fields, 47 (12.1%) were unskilled workers, and the occupation of 52 (13.1%) fell into the broad range of occupations encompassed under "other."

Training Objectives

The training objective of nearly two-thirds of the 389 APSP/Bolivia Trainees (64.8%) was on-the-job training. Short courses was the objective of 70 more (18%). The remainder sought certificates as a result of long-term

training (11.8%) or the M.A./M.S. degree (5.4%).

Fields of Study

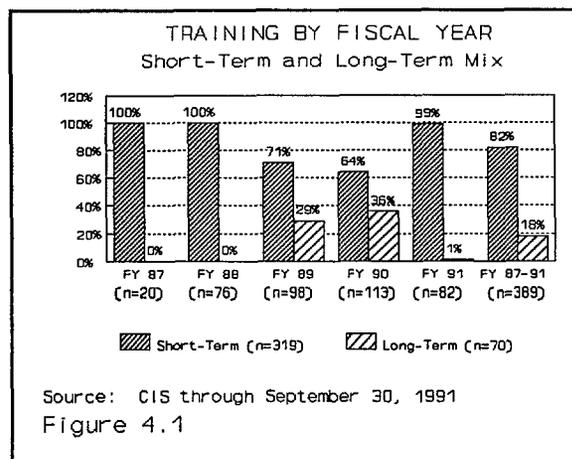
Most training has coincided with areas identified in the Bolivia CDSS or the Bolivia Action Plan. Drawing on information from 364 Trainees, 70 (19.2%) studied topics in agriculture, 17 women and 53 men. Sixty-five Trainees (17.9%) were trained in the health field, 31 women and 34 men. Education was the next largest area of study, with 49 Trainees (13.4%), 32 women and 17 men. Other fields included: Communications (13.2%), Business and Management (11.5%), Engineering (8.5%), Home Economics (5.5%), Public Affairs (5.5%), and Natural Resources (5.3%).

General Characteristics of Training Programs

This section addresses the question, "What services were provided?" CIS data is used to describe the mix of long- and short-term training and the length of training for FYs 1987-91.

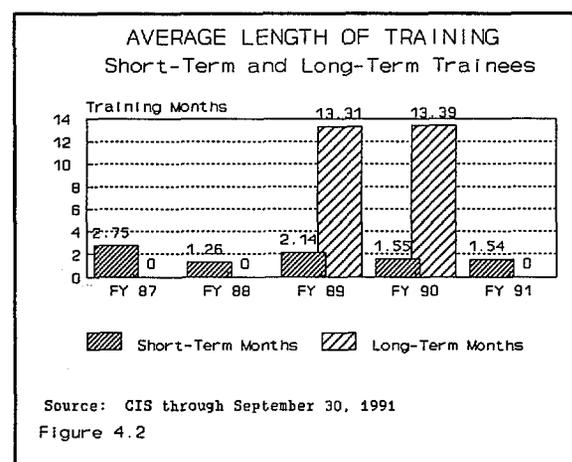
Short-Term and Long-Term Mix

In FYs 1987 and 1988, all Trainees received short-term Training. In FY 1989, 28 Trainees (29%) were sent for long-term Trainees, and, for FY 1990, over a third were long-term Trainees. Since the start of the program, 18 percent of the APSP/Bolivia Trainees have received long-term training and 82 percent short-term training. Mission figures (not yet reported in the CIS), show that of the 432 Trainees sent through November, 1991, 88 Trainees (20.3%) will have received long-term training. Policy guidance from LAC/DR/EHR recommends a minimum of 20 percent placement in long-term programs in the Andean countries (see Figure 4.1).



Length of Training

The average number of training months per short-term training months began in FY 1987 with 2.75 months for the one group sent. The average per year has ranged from a low of 1.26 months in FY 1988 to 2.14 months in FY 1989. For the length of the project to date, the average training program per short-term program is 1.68 months (see Figure 4.2).



The average length of long-term programs has been 13.36. This average varied little between FY 1989 and 1990; data for the long-term training for FY 1991 was not entered into the CIS database.

Fields of Study, Length of Training

From CIS data, fields of study can be examined by gender and length of training. Data reveal more men than women were in short-term training (66% to 34%), while in long-term programs, the percentage of women exceeded that of men (51% to 49%). Women and men were distributed among nine fields of training. No fields were exclusively composed of men; only Home Economics/Leadership was offered only to women Trainees. Men predominated in agriculture, business and management, natural resources, and public affairs. In addition to Home Economics, women were in the majority in Education and well represented in health (see Chapter Three, Table 3.7).

Summary

The Mission's record with regard to the characteristics of the training program are as follows:

- 20 percent in long-term training, meeting the recommended target of 20 percent;
- 51 percent women in long-term training programs and 32 percent women in academic programs compared to 38 percent women Trainees;
- an overall average length of 1.68 months for short-term training programs and 13.36 months for long-term programs; and
- congruence between the fields of study and the Mission's overall development priorities.

METHODOLOGY FOR ASSESSING THE QUALITY OF SERVICES

Data analyzed to answer the question "How well were the services provided?" included information from Exit Questionnaires completed by all Trainees and Returnee Interviews conducted in-country with

Trainees who have returned from training six months or longer.

Exit Questionnaires

The Exit Questionnaire is completed by the Trainee at his or her final training site at the end of training and before return to country. The primary purpose is to assess the overall training experience of the individual Trainee. The questionnaire is self-administered and consists of 45 questions, many with numerous subdivisions. The purpose is to request that the Trainee assess the training experience and adjunct activities or actions that may have contributed to its success. The database of Exit Questionnaires, as any survey, has a response rate of less than 100 percent. There is no reason to believe, however, that the resulting sample of 351 cases is not representative of the APSP/Bolivia population from FY 1987 until FY 1991.

Mid-Term Questionnaires

The Mid-Term Questionnaire is a self-administered questionnaire mailed to long-term Trainees at their training sites. The protocol is a 38-question, 12-page questionnaire. The purpose is to determine how students view their programs at that point in their training and to make recommendations for mid-course corrections or interventions should they be necessary. As of September 30, 1991, the database contained 25 cases. This is a number large enough to report, but the statistics presented have a smaller degree of reliability due to the small number of cases.

Returnee Questionnaires

Sample Selection and Data Collection Strategy

In late October 1991, an Aguirre International evaluation specialist, Dr. Roger Rasnake, arrived in Bolivia for the purposes of interviewing Mission APSP project personnel, reviewing files, interviewing

Selection Committee and Technical Office members, and supervising data collection efforts for the CLASP-I Bolivia process evaluation.

Given the potential difficulties of selecting a stratified sample within the diverse APSP Trainee population, it was decided to interview all returned Trainees who met the single criterion of having returned to Bolivia at least six months previously. CIS records, which were incomplete, indicated that 204 Trainees should be interviewed. Subsequent work in the Mission revealed that the population to be surveyed number approximately 225.

A Bolivian sociologist, Lic. Alberto Rivera, who is affiliated with the Centro de Estudios de la Realidad Económica y Social (CERES) in Cochabamba, was contracted to help select and supervise a team of nine interviewers who administered a 9-page Returnee Interview protocol. Interviewers were dispatched to seven of the nine departmental capitals (due to cost and scheduling, interviewers were not sent to Pando or Beni, although Trainees from those areas were interviewed in other cities or, in two cases, by telephone). The Mission provided significant assistance at the beginning of the effort in attempting to locate Trainees and to inform them of the upcoming visits by interviewers.

On October 30, 1991, the nine interviewers and the in-country coordinator were brought together at the offices of CERES and trained by the Aguirre specialist in the background of CLASP and in the interview protocol. Regular follow-up was done by Rivera by telephone and in person as the interview team progressed through the collection effort. The interviewers attempted to locate, contact, and interview as many of the returnee sample as possible between October 31 and November 13.

Most interviews were conducted at the homes or workplaces of Trainees. Some were conducted in restaurants or hotels.

Except for the two telephone interviews, all were face-to-face, one-on-one dialogues. Several Trainees could not be located: a few members of the population were in the United States, Japan, or Europe. Others had moved within Bolivia and could not be located. Two busy journalists who expressed a willingness to participate could not be interviewed after repeated attempts to set a convenient time. Only one person who was contacted refused the interview. Ultimately, 182 returnees who met the six-month criterion were interviewed.

On November 13, 1991, a debriefing was held in Cochabamba with the interviewer/ data collectors which explored their perceptions of the process and the interview instrument, and their assessment of the Trainees (see Appendix A).

RESULTS OF DATA ANALYSIS

The quality of services provided the Trainees is analyzed in this section. The training process, Experience America, and Follow-on components are addressed in turn. Data are taken from the three questionnaires described and from a review of Mission documents.

Predeparture Preparation

Predeparture preparation is not addressed in the Mission's CTP. Discussions with Mission personnel, summarized in Chapter Two, confirmed that a week-long program is in place which incorporates Mission Training Staff, other USAID/Bolivia personnel, returned Trainees, and representatives from the Embassy. The Mission has developed a package which stresses the logistical and administrative aspects of the program, provides several hours of survival English training, and addresses aspects of society and culture in the United States.

Extent and Usefulness of Preparation

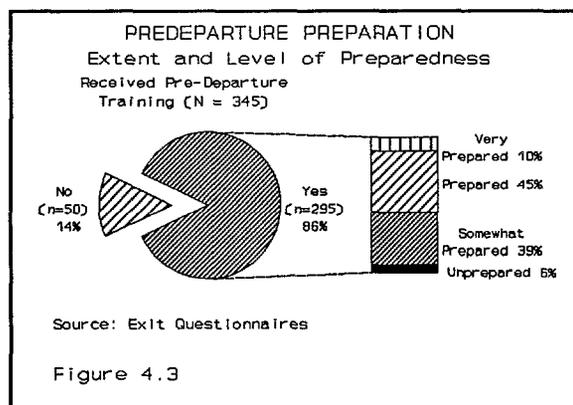
Trainee views on the extent and usefulness of predeparture preparation are solicited in

the Mid-Term and Exit Questionnaires. Returnee Interviews do not address the issue of preparation.

Eighty-six percent of the Trainees responding to this question on the Exit Questionnaire (295 of 345) report receiving predeparture training. Fifty-three percent reported themselves to be “very prepared” or “prepared” (9.5% and 45.2%, respectively). For CLASP overall, 64 percent of Trainees state they feel “prepared” or “very prepared.” Thirty-nine percent considered themselves “somewhat prepared,” while 6.6 percent reported themselves as being “unprepared” (see Figure 4.3). For all CLASP Trainees, 4.9 percent report being “unprepared.” In looking at differences by gender, the level of preparedness reported by women (52.9%) was slightly lower than that for men (55.7%).

Table 4.1 shows the usefulness of the orientation program in specific areas. English preparation was found to be “quite” or “extremely” useful by 34.9 percent of the Trainees; 33.8 percent found it “of some use,” and another nine percent found it “not very useful” or “of no use.” Twenty-eight percent reported not having received English language preparation. One hundred seventy-three respondents (60.9%) reported that the orientation to the United States was “quite useful” or “extremely useful.”

Information about the program provided in the predeparture orientation was found to be “quite useful” or “extremely useful” by 58.2 percent of the respondents. Preparation on



program content was classified “quite” or “extremely” useful by a similar percentage (59.9%) of Trainees; 5.6% and 11.7% of Trainees, respectively, stated they did not receive preparation about the program or its content. Some 58.9% of the Trainees responding found the preparation for program activities to be “quite useful” or “extremely useful;” 10.3 percent said they received no information on activities. Orientation relating to the length of the program was characterized as “quite” or “extremely” useful by 59 percent of the Trainees. Preparation regarding USAID administrative policies was “quite” or “extremely” useful for 68.3 percent of the respondents, the highest level of positive responses relating to predeparture orientation.

In looking at reasons why 22 Trainees did not feel prepared for training, negative responses by four Trainees mentioned the orientation while three cited program responsibilities. General remarks were made

Specific Areas	Not Received	Of No Use	Not Very Useful	Of Some Use	Quite Useful	Extremely Useful
English Preparation*	27.5	1.9	7.1	33.8	22.3	7.4
To U.S. Culture	1.1	3.2	3.9	31.0	52.8	8.1
Information on Program Objectives	5.6	3.5	7.7	17.9	52.6	12.6
Program Content Preparation	11.7	2.8	6.7	18.8	50.7	9.2
Program Activities Preparation	10.3	1.8	6.0	23.0	50.4	8.5
Preparation for Length of Training	1.8	1.1	7.9	30.2	43.5	15.5
USAID Administrative Policies	9.1	1.1	6.9	14.6	52.2	16.1

* Note: Seventy-four Trainees reported receiving no English Language Training.

Source: Exit Questionnaires

Table 4.2 Difficulties with Language (In Percentages)

Area of:	No Difficulty	Not Much Difficulty	Some Difficulty	Considerable Difficulty	Extreme Difficulty
Understanding lectures	52.7	28.4	10.8	0.9	0.0
Understanding class discussion	59.4	25.5	9.1	0.3	0.0
Understanding informal conversation	39.6	27.4	17.9	8.0	2.4
Understanding reading assignments	52.9	22.2	9.9	6.0	1.5
Being understood in discussions	49.8	29.1	12.0	3.0	0.6
Being understood in informal conversation	44.0	26.6	16.5	7.5	0.9
Writing reports	45.9	19.6	10.4	5.1	0.3
Taking notes	63.6	15.9	8.6	1.5	0.6
Using technical vocabulary	43.8	25.3	14.2	4.3	1.5

Note: Some Trainees selected "Not Applicable"; for this reason row totals do not equal 100 percent.

Source: Exit Questionnaires

by eight others, and all other response were made by only one person.

English Language Training

English language training has not been emphasized in APSP/Bolivia preparation. All training has been conducted in Spanish for short-term Trainees. The programs for most long-term Trainees (such as two groups studying public administration for the M.A. degree or long-term technical Trainees in health) are also in Spanish. APSP/Bolivia has been reluctant to require English language skills in its candidates, arguing that those who have studied English in Bolivia are unlikely to come from the disadvantaged social strata which are the targets of the program. On the other hand, providing sufficient English language training to candidates so that they can succeed in an academic environment has been seen to be costly and slow.

Eighty-five percent of respondents in the Exit Questionnaires (295 of 351) stated that Spanish was used in training. Fifty-four percent stated that English was also used in their classes. In spite of the limited English language preparation offered before training, the Trainees (who were mostly short-term) reported relatively few difficulties with language, the most frequently mentioned being those of "understanding informal conversation," "being understood in informal

conversation," and "using technical vocabulary" (see Table 4.2).

Main Objectives of APSP/Bolivia Trainees

Table 4.3 reports on the area of Trainees' personal objectives as specified in the Exit Questionnaires. When asked what they originally hoped to get out of the APSP/Bolivia program, Trainees overwhelmingly (89.8%) identified "learning more in my specific field" as their chief objective. "Getting to know the U.S." was a distant second, cited by 5.3 percent of the Trainees. "Making professional contacts" was the objective of 2.2 percent of the Trainees.

Table 4.3 Main Objectives of APSP/Bolivia Trainees (Percentages)

Objectives	Exit (N=348)	Returnee (N=182)
Specific Field Knowledge	89.8	80.8
Getting to Know U.S. Culture	5.3	9.3
Making Professional Contacts	2.2	2.7
Learn English	0.3	3.3
Making New Friends	1.2	0.5
Other	1.2	3.3

Source: Exit Questionnaires, Returnee Interviews

Nearly identical percentages of men and women (90.5% and 88.4%, respectively) stressed their interest in learning in their field. Slightly more women (6.6%) than men (2.7%) placed "getting to know the U.S." as their principal objective.

Table 4.3 also shows that, of 165 respondents to this question on the Returnee Interview, most continued to place the heaviest emphasis on “learning more in a specific field” (89.1%). “Getting to know the U.S.” was the first priority of 9.3 percent of the Trainees, while “learning English” and “other” were each the first objective in importance of 3.6 percent of the Trainees. This question on the Returnee Interview asked respondents to rank three answers in order of importance; the responses shown in Table 4.3 reflect only the first choices of the Trainees. “Getting to know the U.S.” was the second and third choices of 91 and 39 Trainees, respectively; no other option had a similar number of preferences noted.

Trainees’ Realization/Expectation of Training

Realization of Trainee Expectations

Table 4.4 shows that 71 percent of the 348 respondents of the Exit Questionnaire that their original objectives were realized to a “very great extent” (14.7%) or “to a great extent” (56.3%). Seventy Trainees responded “some,” while 31 indicated “a little” or “not at all.” An almost identical percentage of men (61.6%) and women (62.3%) placed their responses in the two highest categories. For CLASP Trainees overall, nearly 80 percent realize their objectives to a “great extent” or a “very great extent.”

Comparison of Training Received With Training Expected

Trainees were asked to compare the training that they received with their expectations.

Gender	Not At All	A Little	Some	To a Great Extent	To a Very Great Extent
Women (n=119)	2.5	2.5	9.2	62.2	23.5
Men (n=229)	1.7	9.2	25.8	53.3	10.0
All Exiting Trainees	2.0	6.9	20.1	56.3	14.7
TOTAL (N=348)	n=7	n=24	n=70	n=196	n=51

Source: Exit Questionnaires

Data reported here is taken from two sources: the Exit Questionnaire and the Returnee Interviews. Table 4.5 shows how Trainees responded at the end of training and after having been back in Bolivia for at least six months.

Protocol	Better	Same	Worse
Exit (N=350)	43.1	48.3	8.6
Returnee (N=181)	58.6	25.9	5.5

Exit and Returnee data reflected in this table represent responses mostly from short-term Trainees. Upon exiting the program, 43.1 percent considered the training to have been better than they expected, 48.3 considered it about the same, and 8.6 percent characterized it as worse than they expected. Women Trainees were more positive about the training than men; 55.8 percent of women found the training better than they expected, while 36.5 percent of men classified it as better. Men (11.3%) were more likely than women (3.3%) to say that the training was worse than they expected.

Nearly 59 percent of returned Trainees reported the training to have been “better than expected,” and 35.5 percent said it was the “same” as they expected. Less than six percent stated it was worse than they expected. The increase in positive responses between those exiting and returned Trainees typically occurs between these two groups. Three areas—training activities, general program content, and specific program topics—account for the positive feelings of almost 60 percent of the 106 Trainees who

characterized the training as better than expected. The ten respondents who declared the training “worse than expected” ascribed their feelings to the general organization and treatment (3), personnel (2), and to diverse other themes.

Usefulness of Training Activities

Trainees assessed the usefulness of various classroom experiences in training within the classroom. Trainees found consultations with instructors and small group discussions to be the most useful training activities. More than eighty percent of Trainees rated the former as either “of considerable use” or “of extreme use.” Some 71.3 percent of Trainees classified small group discussions as either “of considerable” or “of extreme” use. Over 70 percent also gave the same ratings to classroom lectures. Of the small number (57) who rated “other classroom training,” 77.3 percent gave it the two highest ratings for usefulness (see Table 4.6).

When asked to assess the relevance of classroom training activities to their experience, more than half of the 341 Trainees responding characterized it as “extremely relevant” (6.5%) or “very relevant” (47.2%). In CLASP overall, 17.6 percent of Trainees classify their training as “extremely relevant” and 57 percent as “very relevant.” Slightly over 18 percent of Bolivian Trainees gave negative ratings, 18.2 as “somewhat relevant,” and only 0.3% as “not relevant,” versus a total of 13 percent of CLASP Trainees overall.

Trainees were also asked to consider and rate the usefulness of various types of “extra-classroom” training activities that made up their programs. Trainees found visits to offices, businesses and factories, on-site work activities, and on-the-job training (in that order) to be most useful to their needs (see Table 4.7).

Some 45.9 percent of Exit Questionnaire respondents reported that out-of-classroom activities were “extremely relevant” (5.3%) or “very relevant” (40.6%) in meeting their training goals. This is lower than the 71.2 percent CLASP average for this question. Equipment was required for training by 55.7 percent of the Trainees. Over eighty percent (81.9%) of those felt that the equipment used was appropriate.

General Comments on Training

Trainees were queried on the applicability of their CLASP training to their own previous training and experience, their country’s present condition, and their personal career plans (see Table 4.8). Training was thought to be applicable to career plans by over half (52.5%) of the Trainees, who rated the applicability of training as either “very” applicable (40.8%) or “extremely” applicable (11.7%). For CLASP at large, 63.8 percent of Trainees felt that training is either “very” or “extremely” applicable to their career plans.

Trainees questioned most the applicability of training as related to Bolivia’s conditions and circumstances; 23.2 percent stated that training was either “very” or “extremely”

Table 4.6 Usefulness of Outside of Classroom Training (Percentages)

Area of:	Not Received	Of No Use	Of Not Much Use	Of Some Use	Of Considerable Use	Of Extreme Use
Classroom lecture	3.3	1.8	2.4	21.3	60.7	10.7
Large group discussions	5.9	3.0	6.2	26.1	48.4	10.4
Small group discussions	1.7	1.5	3.5	22.1	54.1	17.2
Consultations w/instructors	2.3	1.4	3.2	12.8	54.2	26.1
Other Classroom training*	12.3	1.8	1.8	7.0	50.9	26.3

Note: Only 57 Trainees answered this question, related to special equipment and other resources.

Source: Exit Questionnaires

N=351

Table 4.7 Usefulness of Outside of Classroom Training (Percentages)

Area of:	Not Received	Of No Use	Of Not Much Use	Of Some Use	Of Considerable Use	Of Extreme Use
On-site work activities	9.6	1.2	2.7	29.0	47.3	10.2
On-the-job training	20.7	0.6	3.4	23.5	44.9	6.8
Visits to offices, businesses, factories	10.5	1.2	3.5	27.2	46.5	11.1
Visits to government agencies	24.5	2.6	4.6	23.8	39.1	5.3
Visits to Schools	24.5	2.6	2.6	21.9	36.4	11.9

Note: A few Trainees selected "Not Applicable," and every Trainee did not respond to every item; percentages across may not equal 100%.

Source: Exit Questionnaires

Table 4.8 Applicability of Training

	Not Applicable	Somewhat Applicable	Applicable	Very Applicable	Extremely Applicable
Previous Training and Experience	2.3	14.2	39.8	36.6	7.0
Country's Present Conditions	5.1	33.8	37.8	20.2	3.0
Personal Career Plans	2.9	12.0	32.6	40.8	11.7

Source: Exit Questionnaires

N=351

applicable to their country, compared to the CLASP average of 43.1 percent who believe that the training they received was applicable to their countries' conditions. Nearly 39 percent of Bolivian Trainees felt their training was either not applicable or only somewhat applicable, while 24.8 percent of all CLASP Trainees feel it is either not applicable or only somewhat applicable.

Satisfaction With the Training

Results of Exit Questionnaires

On Exit Questionnaires, Trainees were asked in separate questions to rate their general satisfaction with the training and to assess their satisfaction with various components of the scholarship experience. They responded on a 5-point scale, from "very dissatisfied" to "very satisfied." Two hundred seventy-nine respondents said they were either "very satisfied" (25.1%) or "satisfied" (54.6%) with the training. Thirty-five Trainees (10.0%) professed to be neutral regarding their training, while 36 (10.3%) expressed dissatisfaction with training. Table 4.9 summarizes responses on the various program components.

Exiting Trainees are also asked their views on the overall quality of the program; 83.5 percent rated it either "excellent" (26.7%) or "good" (56.8%). Eleven percent rated the program "fair," and a total of 5.1 percent rated it as "poor" (3.8%) or "very poor" (1.7%).

Results of Returnee Interviews

Trainee satisfaction with training was also high among returned Trainees. They responded on the same 5-point scale, from "very dissatisfied" to "very satisfied." Of 182 Trainees, 86.3 percent (157) indicated that they were either "very satisfied" (37.4%) or "satisfied" (48.9%). Fourteen (7.7%) were "neither satisfied nor dissatisfied," and 11 Trainees (6.0%) were either "dissatisfied" (4.4%) or "very dissatisfied" (1.6%). For CLASP Trainees overall, 90 percent report being "satisfied" or "very satisfied" with their training.

Respondents to the Returnee Interview, unlike exiting Trainees, have had an intervening period of time of six or more months between their U.S. training and their return to country. It is not unusual that satisfaction

Table 4.9 Trainee Satisfaction (Exiting Trainees; N=351) (Percentages)

Component	Very Satisfied	Satisfied	Neither Satisfied/Dissatis.	Dissatis.	Very Dissatis.
With overall quality of training	27.6	53.8	10.3	5.7	2.6
With housing in the U.S.	38.5	45.1	10.9	3.7	1.7
With contact with U.S. citizens	29.5	49.0	10.0	10.0	1.4
With travel arrangements to U.S.	41.7	49.6	6.7	1.7	0.3
With travel arrangements in U.S.	44.9	44.9	8.5	1.5	0.3
With stipend amount	14.7	52.0	18.8	12.4	2.0
With stipend punctuality	40.6	51.6	4.9	1.7	1.2
With level of difficulty of training	10.6	54.3	27.4	5.3	2.4
With amount of effort required	14.5	57.5	18.6	7.1	2.4
With support personnel	42.5	44.3	8.9	2.3	2.0
With organization arranging program	38.2	47.1	9.5	3.2	2.0

Source: Exit Questionnaires

levels of returned Trainees be slightly higher than those of exiting Trainees.

Trainee Recommendation of the Program

Trainees on both the Exit Questionnaire and Returnee Interview are asked to respond to the question, "Would you recommend this program or a similar training program to others?" Positive responses show that, on the whole, the program has offered Trainees a very good experience of the U.S.

Exit Questionnaires

Respondents to the Exit Questionnaire indicated on a 3-point scale ("definitely yes," "maybe," and "no") if they would recommend the program. Eighty-six percent of the exiting Trainees would recommend the program (see Table 4.10). For CLASP overall, 89.7 percent of exiting Trainees would definitely recommend the program, and less than one percent said that they would not.

Table 4.10 Would Trainees Recommend the APSP/Bolivia Program? (Percentages)

Source	Yes	Maybe	No
Exit (N=344)	86.0	11.9	2.0
Returnee (N=182)	97.2	0.0	2.6

Returnee Interviews

Respondents to the Returnee Interview indicated whether they would recommend the program on a 7-point scale ranging from 1 ("no") to 7 ("yes"). To compare returnee responses with those from the Exit Questionnaire, the scale was collapsed into negative (1-2-3), neutral (4), and positive values (5-6-7). When this 3-value configuration is applied, 97.2 percent of returned Trainees said they would recommend the program (8.2% at the 5-point, 10.4% at the 6 point, and 78.6% at the 7-point). Five Trainees responded in the negative (see Table 4.10).

PERCEPTIONS OF THE UNITED STATES

Trainee views on the Experience America component are presented in this section. Data analysis presented here were collected from Exit Questionnaires and Returnee Interviews. The goal of the Experience America component is to foster and strengthen relationships between the peoples of the U.S. and the Latin American and Caribbean countries. This component of training provides opportunities for scholars to actively experience the United States and return home with a lasting commitment to regional cooperation and understanding.

Increased Understanding of U.S. Life

Exit Questionnaires. The following table shows the percentages of 351 Trainees responding to the Exit Questionnaire who said that the program had increased their understanding of U.S. life “much” or “very much.” Some 75.4 percent reported increased understanding of the U.S. way of life, 70.7 percent of U.S. citizens, and 64.0 percent of U.S. families (see Table 4.11). A similar question is not included in the Returnee Interview.

Understanding	Exit Q. (N=351)	CLASP Averages
U.S. Way of Life	75.4	79.9
U.S. Citizens	70.7	74.9
U.S. Families	64.0	72.5
U.S. Government	59.6	58.2
U.S. Politics	51.2	53.5

Note: Trainees assess each variable separately. The percentages do not add to 100.

Source: Exit Questionnaires, Aguirre International Fifth Annual Report

Trainees Characterize the U.S. As a Country

Trainees were asked on both the Exit Questionnaires and the Returnee Interviews how they would characterize the people and government of the U.S. on a 7-point negative/positive scale. The characteristics in question varied slightly in the two survey and measured such traits as friendliness, generosity, prejudice, sensitivity, and understanding of other countries. On the Returnee Interviews, returnees were asked to rate their perceptions before training and at the time of the interview, which was at least six months after returning. For purposes of analysis, responses were reduced to a 3-point scale corresponding to negative, neutral, and positive characterizations. In every case, the perceptions moved from a less positive to a more positive perception of the U.S.

Data collected on the Exit Questionnaire and reported in Table 4.12 show that, on the whole, Trainees think well of the U.S. Large proportions of Trainees chose the adjectives orderly, active, friendly, fair, generous, and sensitive.

Characteristics	Exit Q.
Orderly	96.3
Active	94.1
Friendly	79.6
Fair	77.0
Generous	74.9
Sensitive	68.9

Source: Exit Questionnaires (N=351)

Data collected from the Returnee Interview and reported in Table 4.13 (p. 44) show that on every variable perceptions shifted from a less positive to a more positive perspective. If the same grouping of points is made into three grouping of negative (1-2-3), neutral (4), and positive (5-6-7), it is possible to quantify the percentage shift in the positive direction. Especially notable is the increase in the positive perceptions in the areas of friendliness (58.8 percentage points, from 26.9% before to 85.7% now), generosity (a positive shift of 49.7%), and fairness (a 48.5% positive shift). The shift towards the positive end of the scale, or the difference between a positive view *before* training and *now*, was less in sensitivity (44.4%), understanding the Trainee’s country (41.6%), and unprejudiced (39.1%).

The Trainees were also asked to indicate on a 7-point scale how they would characterize the U.S. government according to four variables before beginning their U.S. training and now, after returning to their home countries for 6 months or longer. The four areas for consideration are: fairness, generosity, sensitivity to other countries, and sensitivity to the Trainee’s country.

Table 4.13 Characterization of U.S. People by Returned Trainees (In Percentages)

		Negative					Positive	
		<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>
Friendly:	Before (n=175)	25.7	18.3	15.4	13.7	11.4	12.6	2.9
	Now (n=181)	1.1	2.2	2.2	8.8	17.7	37.6	30.4
Fair:	Before (n=172)	14.0	15.7	15.1	19.2	10.5	18.0	7.6
	Now (n=182)	1.1	2.2	1.6	10.4	18.1	37.4	29.1
Generous:	Before (n=170)	19.4	11.2	12.4	22.9	12.4	16.5	5.3
	Now (n=180)	1.1	2.8	1.1	11.1	15.6	37.2	31.1
Unprejudiced:	Before (n=169)	38.5	16.0	10.1	15.4	8.3	7.7	4.1
	Now (n=179)	3.9	8.4	7.8	20.7	16.2	22.3	20.7
Sensitive:	Before (n=167)	18.0	21.0	11.4	15.0	12.6	18.0	4.2
	Now (n=178)	1.7	4.4	3.4	11.2	18.0	38.2	23.0
Understands Trainee's Country:	Before (n=167)	16.8	19.2	14.4	20.4	9.0	15.0	5.4
	Now (n=179)	2.8	5.0	6.1	15.1	18.4	29.1	23.5

Source: Returnee Interviews

Table 4.14 Characterization of U.S. Government by Returned Trainees (In Percentages)

		Negative					Positive	
		<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>
Fair:	Before (n=164)	20.7	11.0	8.5	28.0	11.0	14.6	6.1
	Now (n=176)	6.3	2.3	4.0	19.9	14.8	33.0	19.9
Sensitive to Other Countries:	Before (n=167)	20.4	13.8	7.2	24.0	13.2	15.0	6.6
	Now (n=177)	4.5	3.4	4.0	15.3	15.3	35.0	22.6
Generous:	Before (n=167)	14.4	15.6	11.4	23.4	16.8	11.4	7.2
	Now (n=176)	2.3	3.4	3.4	19.3	17.6	33.5	20.5
Sensitive to Trainee's Own Country:	Before (n=169)	20.7	10.7	8.3	20.1	12.4	18.9	8.9
	Now (n=179)	5.6	2.8	1.7	16.2	14.5	34.6	24.6

Source: Returnee Interviews

Data collected from the Returnee Interview and reported in Table 4.14 indicate that in every area of consideration Trainee perceptions move of the U.S. government toward the positive end of the scale. If the grouping of points is repeated as was done above, the percentage shift in the positive direction can again be assessed. For all four variables, the shift in positive ratings is between 33.5 percent and 38.1 percent. In other words, more than a third of the Bolivian Trainees report having shifted their assessments of the U.S. government from either negative or neutral views to positive opinions after their CLASP training (and another third already held positive opinions prior to training).

Experience America Activities

Responses of 351 APSP/Bolivia Trainees on the Exit Questionnaire indicate a wide variety of experiences during their U.S. stay. As seen in Table 4.15, the majority of respondents visited tourist sites (94.9%), visited or lived with U.S. families (84.3%), and attended cultural events (84.3%). Most also traveled around the U.S. (78.3%). To a lesser degree, they attended athletic events (49.3%), attended civic activities (38.7%), and visited friends in the U.S. (33.3%). For CLASP Trainees overall, "attendance at civic activities" is 62 percent. This question is not included in the Returnee Interview.

Table 4.15 Trainee Participation in Experience America

<u>Experience America Activities</u>	<u>#</u>	<u>%</u>
Visit Tourist Spots	333	94.9
Visit/Live with U.S. Families	296	84.3
Attend Cultural Events	296	84.3
Travel Around the U.S.	275	78.3
Attend Athletic Events	173	49.3
Attend Civic Activities	136	38.7
Visit Friends Around the U.S.	117	33.3
Source: Exit Questionnaires		N=351

When asked with whom they most often attended the various Experience America activities, Trainees reported attending most often in mixed groups (56.7%), followed by people from the Trainees' own country (32.3%), U.S. citizens (6.2%), alone (2.7%), or people from other foreign nations (2.1%).

BENEFITS OF TRAINING TO RETURNED TRAINEES

Comparison of Training Received With Training Expected

Trainees were asked to compare the training that they received with their expectations. Almost sixty percent (58.6%) of the returned Trainees indicated that the training was "better than expected;" 35.9 percent considered it about the "same as expected;" and 5.5 percent stated it was "worse than expected." Three of those responding "worse than expected" cited the general organization and the training, and two respondents referred to personnel involved. The five others cited a variety of reasons.

Negative comments tended to cluster within several groups which the Mission was already aware had some implementation problems in the U.S.

Two of the three negative comments from students of a cooperative course were "They didn't take us to see the crops in the fields as they promised" and "The classes were too elementary."

Several negative comments on training expectations were also recorded from a group of journalists, who went early in APSP:

"The people who were to receive me in the television channel were not informed and I couldn't do anything."

"We were the first group of the program. They had problems with organizational details. There was no program for training in the communication media."

"The practical training was in radio stations smaller than the ones we have in Bolivia."

Members of a training program in video production also had critical assessments of the training:

"The organization in charge of the training knew nothing about television."

"The course was improvised and made up; the objectives weren't clear."

"There was insufficient infrastructure for the program, perhaps because it was new."

One hundred six Trainees reported the training to be "better than expected." Some 58.5 percent of the explanations for the positive evaluation referred to program content and training activities. Ten percent more of the Trainees commented on the organization of the program and the treatment they received. These responses were phrased in wide ranging terms, from concrete observations on the course to wider reflections which compared Bolivia and the United States. Some of them observed the following:

"The course was better than I expected because of its organization, efficiency, and its excellent instructors."

“I did not expect to understand anything, but it turned out just the reverse.”

“Because of the attention they gave us; between the concern of the teachers and the translator, we were treated like queens.”

“I had the idea that we would only listen to lectures; however, it was very participative.”

“The course covered much more than I expected, such as the work in Yellowstone National Park.”

“I had a very different image of the union movement in the U.S.; I thought it was very docile. I gained very valuable union experience.”

“The latest advances in the field of administration were combined with the operational procedures in various industries.”

“I was able to verify in practice the distinctive cultural technology of our country and to conceptualize the changes our country must undertake in order to move forward.”

Usefulness of Training

Respondents were asked to rate the usefulness of their training in regard to seven areas. Responses ranged from 1-point “of no use,” to 5-point “very useful.” Some 94.4

percent of returned APSP/Bolivia Trainees report that they found the training “useful” (33.5%) or “very useful” (60.9%) in improving their job competency. For their present jobs, 92.7 percent found the training “useful” or “very useful.” For learning new skills, 90.7 percent of the Trainees gave the same ratings to their training programs. Table 4.16 summarizes the results for the seven areas.

What Else Would Trainees Have Liked to Learn

Of the 38 Trainees who responded, 13 hoped that the training would have gone into greater depth; four wanted more practical training, and four wished for more training in their specific subject matter. Four mentioned the duration of training, and three the desire to have learned more English.

Returned Trainees responded to the question in a variety of ways:

“I would have liked to intensify what I learned and perhaps expand it with Master’s degree courses.”

“I would have liked to learn the mechanisms that North Americans use for good administration, which makes possible a successful public sector.”

“I would like to learn about teaching techniques that would assist me in teaching my neighbors here in Oruro.”

Table 4.16 Usefulness of Training—Returned APSP/Bolivia Trainees (Percentages)

Area of:	Of No Use	Not Very Useful	Somewhat Useful	Useful	Very Useful
Improving Job Competency (n=161)	1.2	3.1	1.2	33.5	60.9
Learning New Skills (n=173)	1.2	5.2	2.9	31.2	59.5
Present Job (n=163)	1.8	3.1	2.5	30.1	62.6
Career Goals (n=148)	1.4	2.0	2.7	33.1	60.8
Meeting Others in Same Field (n=126)	11.9	12.7	4.0	33.3	38.1
Meeting U.S. people (n=131)	6.1	5.3	2.3	29.8	56.5
Meeting People from Own Country (n=128)	9.4	8.6	4.7	32.0	45.3

Source: Returnee Interviews

“I would like to learn the administrative forms that ensure promptness and discipline.”

“I could have used more time in learning computer skills, especially EPINFO 5.0.”

Further Education Efforts

Thirty-three of the 179 returned Trainees responding (18.4%) were enrolled in an education program at the time of the interview. Eleven were working on a first university degree and three on advanced degrees, 10 were enrolled in technical school, two in primary school at night, and six in other programs.

Acceptance of Academic Credits

Twenty-one Trainees had some experience of attempting to have their diplomas or U.S. credits recognized in Bolivia. Eight, more than a third, had difficulties in getting credit for courses taken in the U.S.

Current Employment

One hundred sixty-two of the 179 Trainees (90.5%) responding to the question “Are you working now?” said that they were currently employed. Seventeen of the returnees interviewed (9.5%) were not working. This compares favorably with CLASP averages, in which 85 percent of returned Trainees are employed.

Returned Trainees identified the fields in which they are currently employed. Sixteen percent were government employees, and 15.4 percent identified themselves as working in agriculture and an equal number in education. Over 12 percent (12.3%) are journalists. Table 4.17 shows the distribution of present jobs.

Returnee Employment by Sector

Returned Trainees were asked to identify for whom they worked. One hundred sixty-two

Figure 4.17 Job Identification of Trainees

	Number	Percent
Gov't employee	26	16.0
Agriculture	25	15.4
Education	25	15.4
Journalist	20	12.3
Business	16	9.9
Manager	14	8.6
Professional	11	6.8
Artisan	6	3.7
Co-op	4	2.5
Blue Collar	3	1.9
Other	12	7.5

respondents provided a total of 205 responses. That is, many Trainees listed more than one place of work. Some 54 Trainees (33.3% of the respondents) said they were self-employed. Another third worked in the public sector, and forty (24.7%) worked for private firms. Thirteen (8%) reported working in private non-profit organizations, and eleven (6.8% of the total respondents) stated they worked in cooperatives. Eight Trainees said they worked in mixed or autonomous entities. Twenty-five Trainees also declared working in non-classified categories.

Changes in the Workplace

One hundred eight respondents (66.7%) stated they continued to work in the same position they had before U.S. training. Of those in the same posts, 82.4 percent (89 Trainees) said they were now doing something different in their position from their duties before U.S. training.

Over half (51 responses, or 54.3%) of those who reported doing something different said they now had more responsibilities than before. Twenty-one said the differences were due to the application of training. Thirteen others reported a change in job title.

Some responses to the question “What are you doing different?” included such statements as:

“My post is wider and has greater responsibility in that there are now 45 employees under my supervision.”

“I now have begun a pastry business. My plan is to create a workshop for the production of alpaca wool textiles.”

“I now have under my responsibility the task of epidemiological survey in the rural area daily and week. I am also coordinator of a local-level health project.”

“I changed the technology used in quality control and this has permitted us to increase production.”

“I have organized two cooperatives, one agricultural and the other in transportation.”

“My work is different now, because I am opening up a shop where I will be able to exhibit my products.”

“Now I also am an adviser in planning. I have received a raise and now have greater responsibilities.”

“Due to the training our sales have improved because we have better personal relations and we market better than before.”

“I have begun better quality control and I am beginning to develop other derivative products.”

“I am now undertaking epidemiological research.”

“My job is different because of the direct responsibility which the Bishop gave me, and also because of my work in the Christian Base Communities on the topic of ‘familial union’.”

Fifty-one Trainees with different jobs or responsibilities compared their present jobs with their former one. Forty-one (80.4%)

said their current job was “better” than their former; only three said it was worse.

None of the those who felt their job was worse cited specific reasons for their judgment. Those who stated why their job was “better” cited such factors as the following:

“The experience and knowledge acquired [in training] has benefitted us in being able to undertake more activities and to progress.”

“On my own initiative I have been applying the new knowledge to an industry and new ideas in the University. It is a challenge to put into practice all I learned in the U.S.”

“I now represent urban transport workers in the transport of unprocessed sugar cane.”

“By applying knowledge that I got from the program, I was able to improve the quality of the final product, using new machine techniques.”

“I have been given more responsibilities on my job.”

“As a result of having been in that country. I am much more familiar with the language and with the way of life. This helps me give much more to my students.”

Applying the Training on the Job

One hundred forty-three of 158 Trainees responding (83.6%) said they were able to practice what they learned on the job either “to a great extent” (57.9%) or “somewhat” (25.7%). Twelve Trainees (7%) stated that they were not able to use the training on the job for various reasons.

Effects on Income

Of 164 Trainees who were employed, 90 (54.0%) said that their incomes had increased since their return. Of these, 78 Trainees (88.6%) felt that the increase, at least in part, was due to their U.S. training.

RETURNED TRAINEE PERCEPTIONS OF THEIR EXPERIENCES

What Trainees Liked Most About Their U.S. Experience

The question "What did you like most about your U.S. experience?" was answered by 127 of the 183 Trainees. Their Experience America activities seemed to rank fairly high, and about 40 percent mentioned either something about U.S. culture and society or about their social interactions with U.S. citizens. Another 26 percent referred to specific aspects of their training program. Some typical responses were:

"...the administrative planning of the businesses and the management of personnel."

"...the chance to see a marvelous country and to know its people, who are very friendly; and above all to see how the U.S. university functions."

"...to know a great country, organized and developed, with great advances in knowledge."

"...the seriousness and capacity demonstrated in the university which I attended. Exists the premise that each day you can do better."

"...the treatment I received from several U.S. friends."

"...to get to know the Center for Disease Control in Atlanta."

"...more than anything the visit to Disney World and Orlando."

What Trainees Liked Least About Their U.S. Experience

One hundred fifteen Trainees replied to the question "What did you like least about your U.S. experience?" The most frequent dislike, mentioned by 25 Trainees, was the inability to speak English. As is typically the case with CLASP Trainees, American food and the duration of training (with the desire that it be longer) were mentioned by 15 and 13 Trainees, respectively. Climate was mentioned by 11 Trainees. Other dislikes ranged widely.

The responses of several Trainees provide a sampling of the comments:

"I regretted not having had more time to exchange ideas with U.S. people involved in the same professional field in which I work."

"A problem with money presented itself, and we were treated like four-year-old children."

"...racial discrimination that exists against *latinos*."

"...having observed drug traffic, in a country that is fighting against that evil."
"The enslaving consumerism of the people because it debilitates people as individuals."

"...little sensitivity expressed in human interaction."

"I disliked most a very poor place—the name of which I don't recall—where there was great poverty, degeneracy, promiscuity, and violence."

"I wouldn't want to live there because people are so hurried and they have no time for their house, their family. Life is too pressured."

What Surprised Trainees The Most

Most Trainees who responded to an open-ended question about what surprised them were discoveries about various aspects of U.S. culture and institutions. Forty-five of 125 who responded mentioned the technological advancement of U.S. society. Twenty-four others mentioned aspects, positive and negative, of U.S. society. The following are some of the comments made by Trainees:

“ . . .the sense of order in traffic (signals and organization) and hygiene in the cities of California.”

“ . . .technology in general; it is very different from Potosí.”

“ . . .the way Americans are, which is not like the movies show it. There are also people who are good, friendly, helpful, and unprejudiced. They treat people equal to equal.”

“ . . .the fact that there exist families that are just as traditional as Bolivia families.”

“ . . .the power of Latinos within U.S. society.”

“ . . .that racial discrimination still exists.”

“ . . .the incentive, motivation, and positive thinking that exists in the mentality of North Americans. This is something very positive.”

What Impact Did The Training Have On Trainee Lives

One hundred twenty-four Trainees were recorded as stating what impact the U.S. training experience has had on their lives. More than half (66 Trainees, or 53.2%) mentioned different aspects of self-development. A parallel impact was that of professional advancement. Other responses reflected comments on Trainees' general knowledge, knowledge about U.S. culture,

and the importance of social ties forged during training.

Some comments made by Trainees with respect to the impact of training on their lives are as follows:

“I saw, based on this experience, that we can organize ourselves in cooperatives, and imitate, at least in part, the functioning of various forms of production.”

“The experience shattered a myth of rejection of things North American and many prejudices about what the U.S. is and is not.”

“It has been a very great thing in my life, a dream made reality. I came back greatly composed.”

“I learned to value my culture much more. I could also appreciate and respect the customs and values of U.S. culture.”

“I conduct myself with greater self-confidence; I feel more directed and assured in decision-making.”

“I had the chance to undertake a self-evaluation of my professional capacity and my potential.”

“The experience had a great impact; it radically changed my life. I feel much more sure of myself with respect to my professional life.”

ACTIVITIES SINCE RETURN TO COUNTRY

One hundred twenty-three returned APSP/Bolivia Trainees responded to questions asking them to indicate contacts or activities in which they had been involved since returning to their home country. Since they were asked to indicate each category that applied, percentages do not total 100 percent.

Eighty-three Trainees (67.5%) have remained in contact with other Trainees since their return to country. Fifty-four (43.9%) received professional literature. A quarter (30, or 24.4%) have participated in professional organizations. Thirty-three (26.8%) have purchased goods from the U.S., and eight (6.5%) have purchased services from the U.S. Eight Trainees (6.5%) have sold services to the U.S., and five (4.1%) have offered services to the U.S. market.

Long-term Trainees are more likely than short-term Trainees to remain in contact with other Trainees, with 80 percent of the former (as compared to 65.7% of the latter) maintaining ties. Logically, long-term Trainees also read professional journals (80%) more than short-term Trainees (38.9%).

Follow-on

Contacts

Some 127 Trainees (69.8%) reported having had contact with someone related to their program after their return home. Two-thirds of these (86) had received some Follow-on services from USAID/Bolivia, having received literature and information (54.7%), correspondence (9.8%), or a workshop or conference invitation (13.4%). Some 78.2 percent of the 86 who stated they had received USAID Follow-on rated this contact either "very useful" (38.5%) or "useful" (39.7%).

Thirty-five Trainees reported contacts with the contractor; ten (24.4%) reported that the contractors had sent literature or information and 10 had received correspondence. Over eighty percent (81.6%) found the contact to be either "useful" (34.2%) or "very useful" (47.4%).

Fifty-three Trainees also reported some contact with U.S. people related to their training; most of this was in the form of correspondence (49.1%), literature (11.3%);

two had received visits. Other contacts were unclassified.

Activities

Trainees were asked to rank Follow-on programs and activities which they would find most useful. Respondents ranked at least three items in order of importance, with "1" being the most important. An alumni association, seminars, workshops, and professional publications rated highest in the Trainee rankings (see Table 4.18).

Table 4.18 Ranking of Follow-on Activities by Returned Scholars

Activity	Rankings		
	<u>1</u>	<u>2</u>	<u>3</u>
Alumni Assn (n=97)	53.5	13.4	9.4
Seminars (n=97)	22.0	44.1	10.2
Workshops (n=55)	6.3	17.3	19.7
AID Publica. (n=38)	2.4	3.9	20.5
Prof. Publica. (n=43)	7.1	9.4	15.0
Newsletters (n=32)	3.9	6.1	12.6

Source: Returnee Interviews

Trainees recommended a number of topics for seminars and workshops. Some of these are: agricultural topics (chicken-, sheep-, and pig-raising), nutrition, small business management, leadership, first aid, environmental issues, computers, weaving and artisanry, cooperative organization, unionism, public administration, radio and T.V., pedagogical techniques, and U.S.-Bolivian relations.

Improved Status of Trainees

Returned Trainees were asked to rate how their experience in the U.S. affected them in the areas of status with co-workers, stature with family, status in the community, and their self-esteem. Responses ranged across a 5-point scale from "much lower" to "much higher." Every Trainee did not respond to each portion of the question, but the area of Status with Co-Workers showed the greatest gain in percentage, with 137 of 159 Trainees responding (86.2%) rating it "higher" to

Table 4.19 Effect of U.S. Training on Status of Returned APSP/Bolivia Trainees (Percentages)

<u>Status</u>	<u>Much Lower</u>	<u>Lower</u>	<u>Same</u>	<u>Higher</u>	<u>Much Higher</u>
With Co-Workers	1.3	1.3	11.3	45.3	40.9
With Family	0.6	1.2	14.5	37.2	46.5
In the Community	1.2	0.6	14.0	41.9	42.4
Trainee's Self-Esteem	0.0	0.6	15.3	40.0	44.1

Source: Returnee Interviews

N = 182

“much higher.” In absolute numbers, 145 Trainees of 172 Trainees (84.8%) stated their status was “higher” or “much higher” in the community. In all four cases, over 80 percent of Trainees felt their status was higher as a result of CLASP training. The categories “lower” and “much lower” are less than three percent in all four areas (see Table 4.19).

TRAINEE RECOMMENDATIONS AND FUTURE PLANS

Would Trainees Recommend the Program?

One hundred eighty-two returned Trainees indicated on a scale of 1 to 7 their enthusiasm for recommending this program to other people. Of these, 177 (97.2%) gave scores of 5, 6, or 7 on the positive end of the scale, and 143 of these (78.6%) ranked the program at 7, the highest option. Only five Trainees ranked the program 1, 2, or 3 (and none ranked it 4).

This response is perhaps the single best measure of Trainees' overall impressions of the APSP/Bolivia, since it asks them to weigh all features of the program and then to judge, on balance, to what degree they would want to see others have the same experience. The positive responses indicate that, on the whole, the program has offered the Trainees a good experience of the United States.

Trainee Recommendations for Program Improvement

All the returned Trainees offered comments and suggestions for improvement of the program. The most common recommendation from the short-term Trainees was to increase the length of training. About 10 percent of the recommendations referred to improving the selection process (many of these stressing the importance of choosing candidates with similar educational levels and experience). Other topics on which larger numbers of Trainees made comments were the importance of Follow-on and improving training activities.

A sampling of responses includes the following:

“...that the program be longer; the experience was very short.”

“...that the program be longer so that you can go deeper into the subjects. Also, that two persons be chosen from a community, so that they can support each other. . .”

“There should be more rigorous selection process and a little more orientation before leaving, because many have very great expectations.”

“Selection should be conducted in a more adequate way, because many (the great majority don't assimilate) don't seem to be interested.”

“...that there be more education for women: family planning, first aid, and education on gynecological aid. Also, basic education in child health.”

“...that the training be in accord with our reality in Bolivia and that there be the opportunity to exchange views with the people of the U.S.”

“Once the Trainees have returned to their country, don't abandon them after they learned so much. Don't leave us alone, but keep supporting us. To continue improving, we need the assistance of these institutions so that the students have ever greater aspirations.”

Trainee Future Plans

Over half of the Trainees who commented on their future plans said they would continue in their present locations and positions. Many also planned to continue their educations. Most mentioned plans to continue learning more in their fields or helping others. Trainees often had specific plans about what they intended to do in the near future, drawing on their CLASP training. Some specific comments about future plans follows:

“My plans are that I would like to work to teach others what I learned there, and to tell them all about my experiences.”

“I want to continue serving my people; if possible and depending on the economic situation, I would like to work not just as a volunteer. I plan to finish my university program in Social Work and to try to find work in that field.”

“I plan to open a firm in Santa Cruz in journalism services.”

“I would like to return to the United States to finish my studies.”

“I have a plan of advancing within my union, which is to be elected as its head.

I am also thinking of going back to the university.”

“I want to continue improving myself on a professional level, implementing everything I learned [in the U.S.] in my institution, the Centro Boliviano Americano.”

“...continue helping and teaching everything I learned to my friends and neighbors (*compañeras*). I will always live in my community; I was born here and here I will die.”

“We have a project of raising pigs to have a little money. As women, we can only collect firewood to sell. I also want to continue learning.”

SUMMARY

According to the CIS database, the Mission has offered scholarships to 320 short-term and 69 long-term Trainees. Mission figures, through November 30, 1991, show a total Trainee population under the project of 432, 344 short-term and 88 long-term Trainees. (The difference is due to Trainee groups not yet entered into the CIS.) The average length of training for short-term programs has been 1.7 months; long-term Trainees has averaged 13.4 months. Women have received 51 percent of long-term training scholarships and 34 percent of short-term scholarships.

Men and women have been fairly well distributed throughout the nine fields of training, although in some fields one gender predominated: Natural Resources (17 men, 2 women), Labor Management (14 men, 2 women), and Home Economics (20 women, 0 men),

Eighty-six percent of the exiting Trainees reported receiving predeparture orientation; 6.6 percent felt “unprepared” for the training. Slightly more men (55.7%) than women (52.9%) reported being prepared. Reasons for unpreparedness included dissatisfaction with the lack of English

language ability, and lack of preparation for program content and activities.

Nearly eighty percent of exiting Trainees said they were either “satisfied” or “very satisfied” with their training, while 86.3 percent of returned Trainees made the same judgment. Seventy-one percent of exiting Trainees realized their training expectations to “a great” or “very great” extent. Some 8.6 percent of exiting scholars felt the training was “worse” than they expected, while only 5.5 percent of returned Trainees rated it “worse.” Some of the reasons for a “worse” rating include general organization of the program and program personnel.

Some 70 percent of respondents to the Exit Questionnaire reported their classroom training to be of “considerable” or “extreme” usefulness; the same rankings were given by over 80 percent of the exiting Trainees to their consultations with training instructors. More than half ranked on-site work activities and on-the-job training as either of “considerable” or “extreme” usefulness.

Exiting Trainees report participating in Experience America activities in the following areas: visiting tourist spots (94.9%), living with or visiting U.S. families (84.3%), attending cultural events (84.3%), and traveling around the U.S. (78.3%). The fewest numbers reported attending civic activities (38.7%) and visiting friends in the U.S. (33.3%). Over half reported attending the various activities in mixed groups (with fellow Bolivians, U.S. citizens, and participants from other countries).

Over three-quarters (75.4%) of Trainees reported increasing their understanding of U.S. life “much” or “very much.” They increased their understanding of U.S. citizens and families 70.7 percent and 64 percent, respectively. Their increased understanding of U.S. government and U.S. politics is 59.6 percent and 51.2 percent. Returned APSP/Bolivia Trainees reported characterizing U.S. people in a more positive manner **after** training as compared to **before** their training;

the same is true of their views on the U.S. government.

Over eighteen percent of returned Trainees are enrolled in educational programs. Over ninety percent are currently employed. Sixteen percent were government employees, and 15.4 percent identified themselves as working in agriculture and an equal number in education. Over 12 percent (12.3%) are journalists.

Almost 84 percent said they were able to put into practice what they learned on the job either “to a great extent” (57.9%) or “some-what” (25.7%). Of 164 Trainees who were employed, 90 (54%) said that their incomes had increased since their return. Of these, 78 Trainees (88.6%) felt that the increase was due, at least in part, to their U.S. training.

Almost 70 percent of Trainees reported having had contact with someone related to the training program after their return home. Over 67 percent of the respondents reported to have remained in contact with other Trainees since their return to country. Two-thirds of the respondents had received some Follow-on services from USAID/Bolivia, having received literature and information (54.7%), correspondence (9.8%), or a workshop or conference invitation (13.4%). Some 78.2 percent of the 86 who stated they had received USAID Follow-on rated this contact either “very useful” (38.5%) or “useful” (39.7%).

When asked to rank the kinds of Follow-on programs they would consider the most useful, the returned Trainees ranked an alumni association, seminars, workshops, and AID publications highest.

Returned Trainees report increased prestige on the job, in the community, and with their families as a result of APSP training. They also feel their own self-esteem has risen.

Over 97 percent of the returned Trainees reported that they would recommend this

program to other people. Of these, nearly eighty percent chose the highest point on a 7-point scale.

RECOMMENDATIONS

Predeparture

- The Mission may wish to review its predeparture orientation program in order to increase the percentage of Trainees reporting themselves as “prepared” and “very prepared.” Currently 54 percent classify themselves this way, compared to a CLASP average of 64 percent. In specific areas, Trainees gave high ratings to the components of predeparture orientation. It has been suggested earlier that BPSF incorporate into predeparture orientation an exercise in planning post-training goals and activities. This may increase Trainee awareness of program objectives and sharpen the definition of program content.

English Language Training

- More English Language Training is a commonly expressed wish of both short-term and long-term Trainees. Lack of capacity in English is frequently mentioned as an impediment in the Experience American components of the program. As was discussed in Chapter Two, any feasible increase in English training for short-term Trainees may not yield substantial decreases in Trainee dissatisfaction with that component. Nevertheless, the Mission might consider low-cost ways to augment English Language Training for these Trainees through more lead time and the provision of conversational English on cassette tape. For long-term technical Trainees, even those whose courses will be in Spanish, more training in English is appropriate and will greatly enhance the Trainees’ U.S. experience. The Mission might wish to examine the possibility of arranging with the Centros Boliviano-Americanos more intensive English

courses for long-term Trainees prior to departure. It is recommended that all long-term training continue to offer auxiliary English courses along with regular course work as well. These need not be of an intensive variety, but they will provide a continuing stimulus to improve in English throughout the year in the U.S.

Satisfaction With Training

- Only 53.5 percent of Bolivian Trainees rated their classroom training as either “very” or “extremely” relevant, compared to the 74.6 percent of CLASP Trainees overall who give these ratings. For outside-the-classroom training activities, only 45.9 percent of Bolivian Trainees, compared with 71.2 percent of CLASP Trainees overall, found outside-the-classroom as “very relevant” or “extremely relevant.” A similar contrast is found in the applicability of training to country conditions: 23.2 percent of Bolivian Trainees stated that training was either “very” or “extremely” applicable to their country, compared to the CLASP average of 43.1 percent. The Mission may wish to work more closely with its contractor under BPSF to ensure that training programs implemented in the United States are consonant with Bolivian realities. Greater lead times are one avenue to ensure that this takes place. The Mission may also consider facilitating contact by trainers with Trainees prior to training through trainer visits to Bolivia so that the course may be more closely tailored to the needs of the Bolivian candidates; this approach has been successful in Central America in increasing the applicability of training.

Experience America

- An Experience America component that received less emphasis than others was *attending civic activities*. The relatively lower increase in understanding by Trainees of U.S. politics and government

may be linked to this. An AID goal which has grown in importance recently is the effort to expand understanding of democratic processes and institutions, an important element in USAID/Bolivia's portfolio as well. The Mission may wish to explore with its BPSP contractor ways to broaden experiences in this area. The emphasis on drug awareness might serve as a central theme around which civic activities could be oriented.

Homestays

- Bolivian Trainees who received a home-stay were generally positive about it, except that many mentioned the frustration of not being able to communicate well with their hosts. A frequently noted complaint was the lack of opportunities to meet the people of the U.S., which homestays are designed to provide. The notable change in attitudes towards U.S. citizens seems to reflect the positive experience of homestays. The Mission should consider the continued use of some form of home visit for all Bolivian Trainees under BPSP.

Follow-on

- Eighty-six of the 183 returned Trainees reported receiving some Follow-on services from USAID/Bolivia. This implies that over half have not received services. The Mission is commended in its recent efforts to expand Follow-on activities; it is recommended that these be extended to all returned Trainees. Returned Trainees are eager for contact and participation.

Evaluation

- A more in-depth examination of the impact of APSP training on Trainees' lives would yield rich information for program managers as BPSP nears implementation. A focused impact evaluation should be considered by the Mission. Such an evaluation, which would apply interactive probing in group situations and one-on-one, and which could emphasize certain training themes in case studies, is available under the buy-in provision under the CLASP-II evaluation contract.

A P P E N D I X A

**Observations of
Data Collectors**

APPENDIX A

OBSERVATIONS OF DATA COLLECTORS

On November 13, 1991, a debriefing was scheduled at CERES in Cochabamba with the In-country Coordinator and the nine data collectors—six men and three women—who administered the Returnee Interviews. The data collectors had been alerted in their training session before the beginning of the interviewing that their own views on the Trainees, the survey instrument, and the data collection effort would be sought on their return.

The Coordinator and all nine interviewers attended the debriefing. As the Aguirre International evaluator posed questions, the Coordinator recorded the responses and discussion that ensued. The resulting comments, conclusions, and recommendations serve as valuable complements to the protocols and provide interesting insights as well as validation of some of the findings.

The Process and the Protocol

The interviewers agreed that the approach taken of personal interviews was most appropriate for gathering the data. Eight of the nine commented on the problems created by the incorrect addresses and telephone numbers provided. The greatest burden for data collection in rural areas was the great distances that had to be traversed to locate Trainees, frequently on foot. When asked the location of Trainees, neighbors wanted to know what motive the interviewer had for looking for the Trainee. This requires that in rural surveys a major proportion of time is lost in travel and in explanations to third persons.

Various methods were used to locate Trainees:

- asking other ex-Trainees;
- asking at *tiendas*, the small shops found in every community;

- finding the oldest inhabitants of a community and asking them;
- inquiring at the local church;
- going through institutions—medical post, local radio station, clinic; and
- using short-wave radio and ENTEL facilities when available.

In Santa Cruz, the interviewer was able to call on ham radio operators. Some interviewers in rural areas contracted guides, especially children. Some funds need to be set aside, they argued, to cover these expenses.

All Trainees found that the CERES letter of credential was insufficient, and it was much more effective to say they were helping out in a USAID-sponsored survey. Future interviewers might carry AID booklets to provide ex-Trainees to break the ice.

Interviewers found that long-term and urban Trainees had more questions and longer responses. Many Trainees were pleased for this indirect contact with USAID. Trainees had the most difficulty with Question 27 which asked their feelings toward the U.S. government and people, although the response rate was high. The interviewers perceived that some were reluctant to comment negatively, for fear of being excluded from future scholarships. Many short-term Trainees were hesitant to generalize about U.S. people, pointing out that they had contact with relatively few Americans during their training period.

Interviewer Perceptions of Returned Trainees

All of the interviewers believed that a large proportion of the Trainees were disadvantaged. The interviewer in Potosí argued that most were extremely poor. In Sucre, the interviewer found many to be *vecinos* of towns, with commercial and political

interests; one is a senator in the Bolivian Congress. The interviewer in Santa Cruz felt that, by her lights, perhaps 60 percent are middle class. Trainees in Oruro were from mining families and poor. In Cochabamba, rural Trainees were clearly disadvantaged, while the video producers and doctors in town appeared less so. The journalists of La Paz did not appear to the interviewer to form part of a disadvantaged stratum, and others were poorer.

Interviewers found that the employment situation of Trainees was linked to the local economy. In La Paz, for instance, most Trainees were in better posts than before their training. In Potosí, employment opportunities were very limited.

Trainees reported to interviewers the aspects of the program they most appreciated: the organization, discipline, and promptness of U.S. people; specific activities; visits to the ocean; and home visits with U.S. families. The greatest dissatisfaction reported to the data collectors came from the inability to speak English, the food, the brevity of the training, the climate, and, in some cases, the content of the training courses.

Recommendations made by Trainees reflected these points. For example, training should last longer and always be in Spanish without translators. Training should avoid traditional classroom styles, especially for rural people who are not accustomed to formal instruction. Considerable support should also exist for the Trainees once they return to Bolivia, to back them in their efforts to apply what they have learned.

Anecdotes

From La Paz, a recent Trainee in a small business course has apparently returned to Bolivia with high levels of enthusiasm for the training and for the U.S. This Trainee,

according to the interviewer, has given courses in time management all over the country, and has even offered the course to USAID/Bolivia staff. Clearly a leader before selection, this middle-aged Trainee has taken as a special task the vocal support of the APSP program as he reaches broad audiences.

A physician from a humble background who attended the epidemiology course returned to his home to discover that his position had been eliminated in his absence. Disconcerted, he rued his decision to accept U.S. training. Soon afterwards, however, he was able to sign on to a new post directing an expanding public health education project for his entire department. He found that what he learned in the U.S. was more appropriate for his new work than it was for his former job.

In Potosí, five rural Trainees from indigenous communities have not been well supported in their communities. According to the interviewer, considerable suspicion continues to exist, and the five find themselves marginalized in their communities, not permitted to speak in meetings, etc. The problem, according to the interviewer, was that they were not chosen by the communities, but were nominated by the intermediary organization (in this case, an agency of the Ministry of Agriculture and Peasant Affairs). At least two have left the area.

ASSESSMENT

The interviewers agreed that the biggest challenge in the work was that of locating the Trainees. Their task would have been easier if they had better addresses and more time; a greater knowledge of transportation for rural areas would have helped. All found the program intriguing, and several inquired as to how they could present themselves as candidates.

A P P E N D I X B

Pre-Selection for PTIIC

Long-Term Training

APPENDIX B

PRE-SELECTION FOR PTIIC LONG-TERM TRAINING

The following documents reveal how the PTIIC program in Jamaica has established weighted criteria for the determination of economic disadvantage.

PRE-SELECTION FOR PTIIC LONG-TERM TRAINING

NO./NAME 1180 /

SECONDARY SELECTION CRITERIA

ITEMS	LOW				HIGH	
	<u>2</u>	<u>4</u>	<u>6</u>	<u>8</u>	<u>10</u>	
1. Academic Qualification	3 - 4 A'levels	Rec'nized Prof.Cert	Prof.Cert +A'levels	Diploma- (Pass)	Diploma- (Hons)	8
2. Working Experience	None	1-4ys not in field	5+ys not in field	1-4ys in field	5+ys in field	8
3. Exposure (Travel)	Travels often	Several to U.S.	Several to US.+	to non- US. only	Never	10.
4. Committment to Field	None	Little	Moderate	Very Committed		6

SCORE 32.

(doc. 0156i)

Rec'd

1180

PRE-SELECTION FOR PTIIC LONG-TERM TRAINING

NO./NAME 1180/

DISADVANTAGED SELECTION CRITERIA

ITEMS	LOW 1	2	3	4	HIGH 5	
1. <u>Household Income P.A. (J\$)</u> <u>No. of dependents</u>	8,000 and over	6,000 - 7,999	4,000 - 5,999	2,000 - 3,999	1,999 and less	6
2. Level of Mother's education	Higher	Diploma/ B.A./BSc.	Secondary	Primary/ Skills	Less	3
3. Level of Father's education	Higher	Diploma/ B.A./BSc.	Secondary	Primary/ Skills	Less	3
4. Assets: land, house, car, bank a/c, livestock, television	Five +	Four	Three	Two	One/ None	6

SCORE 18

N.B. Items 1 and 4 earn double points, e.g., a person with 4 assets gets 8 points for Item 4. The highest score possible is 30, which indicates that the applicant fulfills the economically disadvantaged criteria.

(doc. 0156i)

PRE-SELECTION FOR PTIIC LONG-TERM TRAINING

<u>NO./NAME</u> <u>CRITERIA</u>	#1174	#1176	#1178	<u>#1180</u>	Date: 01/04/89 #515	#517
10 points Economically disadvantaged	7	7	7	6	4	6
2 points Development training	2	2	0	2	2	2
2 points Female	0	0	0	0	0	0
2 points Rural	2	0	0	0	2	2
2 points Multiplier	1	2	0	2	2	2
4 points Leader	1	2	0	2	4	3
3 points Youth	3	1	3	3	3	1
TOTAL	16	14	10	15	17	16

Suzell

64