FY 2002 Annual Report:
Five Years in Review

IAWG

Interagency Working Group
on U.S. Government-Sponsored
International Exchanges and Training

FOREWORD

Speaking at St. Petersburg University in Russia in the spring of 2002, with Russian President Putin by his side, President George W. Bush said: "The best international relations start when people care about the other person; when they try to figure out how the other person thinks and what makes the other person's life go forward."

President Bush's words simply and clearly express the vital policy purpose behind U.S. Government international exchange and training programs – to increase mutual understanding and respect between the people of the United States and people of other countries; and by so doing, to connect people around the world with the values on which American leadership depends.

These American values are set out in the National Security Strategy of the United States: "America must stand firm for the non-negotiable demands of human dignity: rule of law; limits on the absolute power of the state; free speech; freedom of worship; equal justice; respect for women; religious and ethnic tolerance; and respect for private property."

Exchange and training programs promote these American values. This work has taken on even greater significance in the wake of the terrorist attacks of September 11, 2001.

Exchange programs are a proven means to help other nations achieve democracy, security, and prosperity, and to identify American values with universal human aspirations for freedom, peace, and a better future.

The Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training (IAWG), which I chair, is dedicated to the mission of increasing the coordination, efficiency, and effectiveness of federally-sponsored international exchanges and training programs.

The *FY 2002 Annual Report* reflects the wide scope of international exchanges and training throughout the U.S. Government. New features have been added to this year's *Annual Report,* including an emphasis on the non-governmental community – a very important sector in educational and cultural programming of Americans and foreign nationals; and an in-depth examination of the International Affairs Budget (Function 150) related to exchanges and training activities.

This report also reviews the work and accomplishments of the IAWG over the past five years. As the IAWG has responded to both the needs of our members and the requirements of our mandate, we are continually evolving as an organization, always striving to make our products and services more timely and effective.

I welcome this opportunity to thank everyone who has been involved with the IAWG. Your dedication and hard work is reflected in this report. I look forward to continuing and expanding the dialogue with all of you.

Sincerely,

Patricia Harrison
Chair, IAWG

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CHAPTER 1: OVERVIEW

With the publication of this *FY 2002 Annual Report*, the Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training (IAWG) reviews its five years of service to the President, Congress, and the international exchanges and training community. We have used this report to highlight our accomplishments and to examine the many challenges that still confront us. The report also provides an overview of the IAWG's mandates, products, and services. We hope that by taking such a comprehensive review of the past, we will be better prepared to serve our community in the future.

The IAWG was established in 1997 by Executive Order of the President (E.O. 13055), and subsequently legislated by Congress[1], to improve the coordination, efficiency, and effectiveness of United States Government-sponsored international exchanges and training. The IAWG currently includes members from 12 federal departments and 14 independent agencies. Numerous additional federal organizations contribute to IAWG studies and benefit from our products and services. The statutory Chair of the IAWG is the Assistant Secretary of State for Educational and Cultural Affairs (ECA). The IAWG staff is housed within State/ECA.

The IAWG is specifically tasked to:

- Collect, analyze, and report data provided by all United States Government departments and agencies conducting international exchanges and training programs.

- Promote greater understanding and cooperation among concerned United States Government departments and agencies of common issues and challenges in conducting international exchanges and training programs, including through the establishment of a clearinghouse for information on international exchange and training activities in the governmental and nongovernmental sectors.

- Identify administrative and programmatic duplication and overlap of activities by the various United States Government departments and agencies involved in Government-sponsored international exchange and training programs, to identify how each Government-sponsored

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[1] The Mutual Educational and Cultural Exchange Act of 1961, as amended (22 USC 2460(f) and (g)).

international exchange and training program promotes United States foreign policy, and to report thereon.

- Develop a coordinated and cost-effective strategy for all United States Government-sponsored international exchange and training programs, including an action plan with the objective of achieving a minimum of 10 percent cost savings through greater efficiency, the consolidation of programs, or the elimination of duplication, or any combination thereof.

- Develop recommendations on common performance measures for all United States Government-sponsored international exchange and training programs, and to issue a report.

- Conduct a survey of private sector international exchange activities and develop strategies for expanding public and private partnerships in, and leveraging private sector support for, United States Government-sponsored international exchange and training activities.

The IAWG sees fulfilling these mandates as an ongoing process. With some, we have achieved a high level of success. With others, we have faced some formidable challenges. The following section outlines our three primary mandates and summarizes IAWG initiatives addressing each one. Each specific mandate listed above is addressed in a subsequent chapter of this report.

ADDRESSING OUR MANDATES

The primary, overarching mandate of the IAWG is to improve the coordination, efficiency, and effectiveness of U.S. Government-sponsored international exchanges and training. The work of the IAWG over the past five years has been dedicated to these three areas.

Coordination

The IAWG is mandated by Congress to develop a "coordinated and cost-effective strategy for *all* [emphasis added] United States Government-sponsored international exchanges and training programs." Through improving coordination, policy makers hope to eliminate unnecessary duplication and overlap, encourage complementary programming, and propagate administrative and programmatic best practices.

The IAWG believes that this mandate does not take into account the full richness and diversity of exchanges and training programs throughout the federal government. While these programs all share certain commonalities, which include bringing individuals together to exchange information and ideas and fostering mutual understanding and cooperation, they each have unique goals and objectives that reflect the mandates of their sponsoring USG organizations. These programs incorporate varying methodologies, involve numerous types of participants, and cover topics in every imaginable field and discipline. The range and diversity of these programs demonstrate the value of exchanges and training programs in achieving overarching U.S. foreign policy goals. But, this diversity also makes specific centralized strategies for program implementation and performance measurement impractical.

In recognition of the unique nature of every program, the IAWG's coordination strategies focus on areas of commonality. We have broken down existing barriers to communication, provided opportunities to compare and address challenges, and communicated programmatic and administrative best practices so

that each program has the information and tools needed to achieve the highest possible levels of efficiency and effectiveness.

In sum, the IAWG's coordinated and cost-effective strategy for international exchanges and training programs encompasses elements of all of our specific mandates. It is to:

- Create a knowledgeable base of program sponsors through accurate and complete reporting on international exchanges and training programs, policies, trends, and resources.

- Build a community through which innovative ideas can be explored, best practices can be shared, and common challenges can be addressed.

- Promote results-based program management by providing guidelines on performance measurement and related initiatives.

- Improve outreach to the nongovernmental sector to promote public-private partnership and enhance leveraging of federal international exchanges and training funds.

- Demonstrate the powerful role that international exchanges and training programs play in addressing U.S. foreign policy goals.

Every IAWG product and activity addresses one of these points and contributes to the IAWG's overarching strategy. *Chapter 3: Promoting Understanding and Cooperation* reviews the IAWG's products and activities, and discusses the primary tools used by the IAWG to ensure that organizations have the opportunity and information needed to work together.

While the IAWG serves as the single interagency body dedicated to promoting the coordination, efficiency, and effectiveness of federally-sponsored international exchanges and training programs, there are other coordinating entities and activities that affect these programs. The IAWG strives to augment, but not duplicate, these mechanisms for coordination. In order to promote interagency awareness of and engagement in these coordinating mechanisms, the IAWG has highlighted them in previous reports. The most important of these mechanisms – and the one that holds the most potential for interagency success – is the Mission Performance Plan (MPP) process.

Mission Performance Plan (MPP) Process

The IAWG, mostly through its country field studies[2], has continuously stressed the primary role of overseas missions in coordination. Missions overseas are the best equipped to identify critical needs, outline how best to meet them, and coordinate the U.S. Government's engagement in a given country. The MPP process is the U.S. Government's single budget-related planning process that defines U.S. national interests in foreign countries and coordinates efforts to achieve performance goals in these countries among U.S. Government agencies. The MPP framework enables individual country teams and agency representatives in Washington to work collaboratively to define priorities, articulate goals, and request/allocate resources accordingly. This process encourages agencies to relate program accomplishments to government-wide strategic goals.

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[2] For more information on the IAWG's Country Field Studies, see Chapter 3: Promoting Understanding and Cooperation, pp. 31-32.

The IAWG reviewed this process in its *FY 1997 Annual Report* and updated it in FY 2001. Additionally, the IAWG hosted a special briefing for members on the MPP process during one of its regular plenary meetings.

The MPP process, which involves input from all USG agencies represented at 266 posts in 160 countries, has had some drawbacks in the past. MPPs were lacking a unified focus, the final product was very long, and there was little in them that would distinguish one Mission from another, making the MPPs appear virtually interchangeable. The review process in Washington was inconsistent: some bureaus had a formal process, while others had an informal process; and, some of the reviews lacked deep or serious analysis.

Under the guidance of Secretary Powell, the State Department has instituted the following changes:

- Streamlined the process – MPPs have been reduced from an average of 80 pages to 15 pages.

- Limited the scope of each MPP – Missions must limit their focus to only five national interests/strategic goals.

- Tied the MPP more closely to each Bureau Performance Plan (BPP) – MPPs are rolled up and presented as part of the BPPs.

- Increased the role of senior management in the MPP process – The Deputy Secretary of State chairs the majority of BPP reviews.

- Increased emphasis on accountability and measuring results.

The MPP process remains a work in progress. Only time will tell if this tool is being appropriately utilized to achieve its maximum planning potential.

In addition to the MPP process, two other mechanisms are important to the coordination of international exchanges and training programs: senior coordinators and interagency entities.

Senior Coordinators

In the *FY 2001 Annual Report*, the IAWG reviewed the issue of interagency coordination and cooperation vis-à-vis four special coordinators – all housed at the Department of State – who have played a role in coordinating international exchanges and training programs. The responsibilities of two of these coordinators (for U.S. assistance to the New Independent States [NIS] and the Support for East European Democracies [SEED] program) have been merged under the Coordinator for U.S. Assistance to Europe and Eurasia. Another, the Senior Coordinator for International Women's Issues, has been reconstituted under the Bush administration. The mandate of the Senior Coordinator for Rule of Law has expired.[3] Two additional coordinators exist within the Department of State – Counterterrorism and International Athletics – but have not been reviewed by the IAWG. A brief description of the role of each of the coordinators appears below:

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[3] The Senior Coordinator for Rule of Law was established in 1999 on a temporary basis to work with all the U.S. Government departments and agencies providing rule of law assistance to develop a framework for future U.S. international rule of law assistance efforts. The coordinator's mandate expired in January 2001 at the end of the last administration.

- Coordinator for Counterterrorism – Coordinates all U.S. Government efforts to improve counterterrorism cooperation with foreign governments. The coordinator also chairs the Interagency Working Group on Counterterrorism and the State Department's terrorism task forces to coordinate responses to major international terrorist incidents that are in progress. Another primary responsibility is to develop, coordinate, and implement American counterterrorism policy.

- Coordinator for International Athletics – Oversees the State Department's involvement in international athletic competitions and its support of international athletic events, including the Olympics. The coordinator serves as a U.S. Government liaison with the international sports community and works with other State Department bureaus and other federal agencies to facilitate the participation of foreign athletes and attendance by dignitaries at competitions held in the United States. In addition, the coordinator works on "sports diplomacy" efforts designed to tie sports activities to foreign policy objectives.

- Coordinator for U.S. Assistance to Europe and Eurasia (previously the Coordinator for U.S. Assistance to the NIS, now the Coordinator for U.S. Assistance to Europe and Eurasia) – Oversees policy and program coordination for all assistance (including exchanges and training programs, as well as the SEED program) to the region.

- Senior Coordinator for International Women's Issues – Coordinates the integration of women's issues into broader U.S. strategic, economic, and diplomatic goals. In conjunction with other bipartisan public and private actors, the Office of the Senior Coordinator supports the incorporation of protection of women's human rights into U.S. foreign policy.

As was noted in the IAWG's *FY 2001 Annual Report*, the aforementioned coordinators have enjoyed varying degrees of success in coordinating interagency activities.

Interagency Entities

In its FY 2001 report, the IAWG noted the seeming proliferation of interagency entities and the limited amount of information available to international exchanges and training sponsors who could benefit from involvement in these organizations. Because interagency entities such as working groups, committees, taskforces, or councils all share a common purpose of bringing key players together to share information and plan approaches, the IAWG hypothesized that increasing our members' awareness of and involvement in these bodies would promote coordination and contribute to eliminating duplication and cross purposing of efforts. [4] The IAWG began preparatory work to create a catalog/database of all interagency entities that in any way touch upon U.S. Government-sponsored international exchanges and training programs.

To determine the feasibility of producing such a listing, the IAWG first had to examine the evolving structure and operations of interagency working groups under the National Security Council (NSC). In the fall of 2001, the Bush administration issued National Security Presidential Directive -1 (NSPD -1), which abolished all interagency working groups except those established by statute, and reconstituted and reorganized them within the framework Policy Coordinating Committees (PCCs). The newly established

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[4] For the purpose of the IAWG's study, an interagency entity is a working group, task force, or committee with members from at least two different government agencies that addresses programmatic or administrative issues that could touch on international exchanges and training programs. These entities can be either temporary or permanent. They can be government-only or involve NGOs.

system of the NSC and its policymaking bodies includes the NSC Principals Committee, the NSC Deputies Committee, and the NSC PCCs.

The NSC Principals Committee – the senior interagency forum – considers and decides policy issues affecting national security. The NSC Deputies Committee – the senior sub-cabinet – prescribes, reviews, and determines whether or not proposals by the NSC PCCs have been appropriately analyzed and prepared for consideration. At the working level, the NSC PCCs or subcommittee working groups manage and coordinate analysis of national security policies and responses to Presidential decisions. The NSC PCCs' membership includes representatives from executive departments, offices, and agencies. As of November 2002, 22 unclassified PCCs and a fluctuating number of permanent and ad hoc subcommittees focus on policy developments in either a geographical region or for a functional topic.

The IAWG recently decided not to proceed with our proposed catalog of organizations for two reasons: (1) much of the information is either classified or not yet "appropriate" for public access and (2) even though the IAWG could attempt to catalog the activities and working groups of those NSC PCCs not dealing with sensitive security issues, such as regional or ad-hoc NSC PCCs, gathering data for an assessment of NSC PCCs would prove challenging as the NSC is not forthcoming with specific committee information.

While the IAWG has determined that creating an accurate and complete catalog of interagency entities is not possible at this time, we will continue to monitor and document the evolution of the Policy Coordinating Committee structure and will provide appropriate federal organizations with information on working groups whose activities may affect exchange and training program operations.

Efficiency

Congress mandated the IAWG to develop "an action plan with the objective of achieving a minimum of 10 percent cost savings through greater efficiency, the consolidation of programs, or the elimination of duplication, or any combination thereof." In its *FY 1998 Annual Report* the IAWG illustrated that this reduction had already been achieved by its member organizations. When drafting the IAWG's mandate, Congress used baseline data from the U.S. Information Agency's inventory report, *FY 1995 International Exchanges and Training Activities of the U.S. Government*. The foreign affairs budget sustained significant reductions between fiscal years 1995 and 1998. To assess the impact of these reductions on exchanges and training programs, the IAWG examined a representative sample of federal programs that consistently and accurately reported funding information to USIA and, subsequently, the IAWG. When we compared FY 1995 exchanges and training expenditures to FY 1998 expenditures by these organizations, we found an average 15 percent reduction. The IAWG determined that enforcing further reductions was neither prudent nor realistic.[5] Each federal sponsoring agency examined its own programming, eliminated unnecessary duplication, and increased administrative efficiencies to boost overall cost-effectiveness. An updated review of all reported programs indicates that organizations are operating with increasing efficiency. Compare current data reported to the IAWG (FY 2001) with data reported to USIA in 1995. The IAWG has increased the number of agencies reporting by 33 percent, the

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[5] When looking for across-the-board reductions, such as the mandated "10 percent," Congress needs to more accurately define the baseline being targeted. Or simply put, "10 percent" of what? The IAWG is unable to develop a baseline for an additional reduction. Many of the programs we report view exchanges and training activities as components of larger programs and cannot segregate funding for these components from larger program initiatives. Others are unable to report funding due to inadequate data management systems. Still others are unfunded – they operate using staff time and materials without any form of an appropriation. Finally, many of our programs do not report foreign government and private sector cost-sharing. Thus, it is impossible for us to quantify greater efficiencies and savings found through leveraging non-USG funds.

number of participants reported to us has increased by nearly 150 percent,[6] but the reported federal expenditures for exchanges and training programs has *decreased* by 20 percent. Our evidence indicates that the congressional mandate for achieving a minimum 10 percent cost savings has been met and exceeded.

The IAWG, however, is committed to the continuing efficiency and cost-effective implementation of international exchanges and training. The IAWG's *FY 1998 Annual Report* introduced four areas in which efforts could be made to achieve cost savings: partnerships and leveraging, duplication and overlap, administrative efficiencies, and alternate program methodologies. These areas continue to be the focus of initiatives designed to enhance the cost-effectiveness of international exchanges and training programs.

Partnerships and Leveraging

The value and importance of nongovernmental partners – foreign governments, international organizations, and private sector organizations – to exchanges and training programs cannot be overstated. Nongovernmental partners leverage federal dollars, provide professional expertise and insight in all areas of programming, and exponentially enhance the capacity to create human linkages by involving countless community organizations and volunteers in U.S. Government-sponsored initiatives.

Today, the majority of all international exchanges and training programs are administered in coordination with non-U.S. Government partners. The IAWG believes that each of these categories of potential partnerships needs to be explored further to identify cost-sharing opportunities as a legitimate means of achieving cost savings. Promoting U.S. private sector and foreign involvement in programming and cost-sharing allows the U.S. Government to increase returns on exchanges and training programs even with static or declining expenditures.

Over the past five years, the IAWG has utilized various mechanisms to explore and report on the nature of federal partnerships in the international exchanges and training arena. *Chapter 6: Public/Private Partnerships* details the IAWG's activities in assessing and reporting on public-private cooperation.

The IAWG will continue to expand outreach to nongovernmental organizations. In the coming year, the IAWG will undertake activities designed to increase communication with the nongovernmental community, assess the scope of non-USG-sponsored international exchanges and training, and work with the NGO community to determine ways to support public-private partnerships.

Duplication and Overlap

The IAWG is committed to studying apparent instances of duplication to determine the degree of overlap among international exchanges and training programs and to distinguish between desirable complementary programming and unnecessary duplication. However, the IAWG often determines that what may appear duplicative during an initial assessment is actually useful complementary programming. To the extent that real duplication is discovered, the elimination or adaptation of duplicative programming can make valuable resources available for other exchanges and training efforts without impairing the ability of the exchanges and training community to address critical needs.

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[6] This increase is due, in part, to organizations adopting more cost-effective approaches to training – specifically by sending U.S. trainers to train people in their home countries. The IAWG has been counting participants trained in their home countries since FY 1999.

Chapter 4: Duplication and Overlap outlines the IAWG's framework and approach to duplication analysis, reviews the IAWG's previous duplication studies, and summarizes the results of the IAWG's FY 2001 government-wide duplication assessment.

Administrative Efficiencies

Whereas instances of explicit duplication and unnecessary overlap are rare in international exchanges and training, administrative inefficiencies are more common. The IAWG examines areas in which efficiencies can be improved and provides fora through which best practices are shared. In FY 1998, the IAWG's *Annual Report* included a chapter devoted to building efficiencies in program administration. It focused on four different areas identified as administrative challenges to organizations implementing exchanges and training programs. The majority of these issues are equally critical today:

- Budget transfers – How can budget transfers be made more efficient and effective? Are these funds tracked and reported?

- Insurance – To what extent are U.S. Government agencies providing health insurance to exchanges and training participants? Would a centralized system increase efficiency and decrease costs?

- Visa usage – Can policy clarification and better communication among policy makers and program administrators save staff time and prevent program disruptions? In light of September 11, how do we balance the need for strict visa security to protect our borders with our desire to promote international exchange?

- Data management – Are there examples of data management systems throughout the government exchanges and training community that demonstrate information management best practices?

Since these reviews were conducted, the IAWG has focused more of its energy on data management and visa issues by (1) developing a model data management system that in turn can be used to facilitate data management within organizations and (2) conducting reviews of visa policies and providing fora through which these policies can be addressed. These activities are included in *Chapter 3: Promoting Understanding and Cooperation*.

The IAWG strives to identify new areas in which administrative issues and challenges impair program efficiency and then bring program administrators together to address these issues in a collaborative and productive way. By comparing best practices and working together to address common issues and challenges, IAWG members improve programs across the board.

Alternate Approaches to Exchanges and Training

One of the most effective ways to reduce costs associated with exchanges and training activities, without sacrificing effectiveness and diminishing outcomes, is to utilize more cost effective approaches to sharing ideas, developing skills, and fostering mutual understanding and cooperation. Alternate exchange and training methodologies are already employed by many government organizations for cost-savings reasons as well as for other purposes (such as consistent quality of training programs, easier accessibility, and longer-term sustainability of exchanges and training activities without continuing U.S. Government involvement). Methodologies include, but are not limited to:

- Third-country training – Training activities are conducted in a third country to save costs associated with English language training, transportation, and other logistics; to provide exposure to institutions compatible with those of the home country; and to facilitate wider access to programming.

- In-country training – Host country nationals are trained in their country of residence, either by U.S. experts, in-country resident experts, or both. This allows broader access to training opportunities through part-time scheduling options, encourages growth and sustainability of in-country training capacities, and generates cost savings similar to or greater than those realized with third-country training.

- Distance learning and other technology-based experiences – Information is shared or training is conducted through the use of teleconferences, video conferences, CD-ROM or similar media, and/or the Internet, eliminating the costs associated with travel. Distance learning events allow local access to prominent, capable subject matter experts who could otherwise not be tapped for in-country training, and permits shared learning by students across greater distances. Substantial cost savings may be realized once initial infrastructure acquisition and distribution is amortized.

- Train-the-trainer – Small numbers of participants receive intensive, in-depth training, often in the United States or third countries, and return home to provide the same training to secondary participants in their country of residence or throughout their region. Training of trainers is a frequent component of skills development training. Over time, this approach generally provides large multiplier effects.

The IAWG believes that significant cost reductions have been and will continue to be achieved through utilizing alternate methodologies, and that with this understanding their adoption should be encouraged as broadly as possible. Accordingly, the IAWG requests that organizations submitting exchanges and training data for our annual *Inventory of Programs* include information on programs and activities that incorporate these alternate methodologies. By including this information in its reports, the IAWG can more accurately demonstrate the breadth and depth of U.S. Government-sponsored exchanges and training activities. More importantly, we can show the cost savings achieved. As previously noted, it is very telling to look at the participant and USG funding totals included in the IAWG's *FY 2001 Inventory*, which includes a number of participants trained in their home countries, as compared to USIA's FY 1995 inventory, which does not. In FY 1995, USIA reported **167,000** participants and federal investment totaling **$1.6 billion**. In FY 2001, the IAWG reported **413,000** participants and federal investment totaling nearly **$1.3 billion**.

Effectiveness

Government organizations have struggled for years to develop the appropriate means for demonstrating the effectiveness of their programs. Beginning with the monumental Government Performance and Results Act (GPRA) of 1993 and extending through the Office of Management and Budget's current implementation of the Program Assessment Rating Tool (PART), performance measurement has become a reality that all government organizations must face. Despite the extensive attention that has been devoted to the topic, understanding, developing, and implementing a basic performance measurement system continues to challenge many program administrators. Yet the development of such a system is the best way to assess program effectiveness and to determine areas in which improved performance is warranted. Increasingly, the federal budget process is converging with performance measurement. Programs that demonstrate the ability to achieve desired results can justify budget

support within their organizations and subsequently enhance the ability of their organizations to compete for resources on a larger scale.

As noted above, the IAWG believes that the diversity of mandates, goals, methodologies, and topics that comprise the body of federally sponsored international exchanges and training programs precludes the development of common performance standards. However, the IAWG views its mandate "to develop recommendations on common performance measures" for exchanges and training organizations as an opportunity to explore and understand performance measurement and to develop approaches that will benefit the international exchanges and training community. To meet this mandate, the IAWG produced its first full performance measurement report in July 2000. This report, *Measuring the Performance of International Exchanges and Training Programs,* is summarized in *Chapter 5: Performance Measurement.* This chapter also includes a review of other IAWG performance measurement studies/activities and discusses the newest government-wide performance measurement initiatives affecting exchanges and training programs.

Continuing Challenges

Despite the many accomplishments of the IAWG, we still face a number of challenges:

First, as a membership organization the IAWG needs to be able to engage and sustain a high level of interest and active participation among its federal stakeholders. This was not difficult to achieve during the organization's initial development. In the last few years, however, it has become much harder to maintain that same level of enthusiasm throughout the community. While other federal working groups are constituted for a limited, specific time period to address critical, short-term crises or specific, ongoing policy concerns, the IAWG requires a far different approach. Our extensive mandates demand a much greater commitment of time and resources over a longer period of time. The IAWG finds itself competing with the immediate day-to-day demands that members face in their own home agencies. Yet, the significance of the IAWG's work cannot be overstated.

In response to this challenge, the IAWG conducted a survey of federal stakeholders to gain insight into how best to address their needs while fulfilling our mandates and to obtain stakeholders' views on our future directions. The results of this survey indicate that the IAWG's clearinghouse and forum-building activities are of the greatest value to our federal stakeholders. The IAWG will enhance these activities and increase outreach in an effort to involve a larger group of program administrators in our activities. Survey results are included in Appendix D and summarized in C*hapter 7: Conclusion*.

Second, the IAWG's ability to meet its mandates is prefaced on obtaining accurate and complete data from other federal agencies on their international exchanges and training programs. The IAWG has devoted the majority of its resources to achieving this goal. We have expanded outreach to program administrators, made vast improvements to our data collection system, and solicited feedback from our contacts at the various cooperating agencies on how we can make our data collection more effective while minimizing the burden it places on cooperating organizations. This is an ongoing process that has produced mixed results. While we have succeeded in increasing the numbers of programs included in the inventory, we have not yet completely overcome a number of challenges related to collecting and reporting the data itself. These challenges revolve around properly defining and identifying exchanges and training programs and working with sponsoring organizations to obtain accurate and complete program information. These challenges are discussed more completely in *Chapter 2: Inventory of Programs*.

To facilitate the IAWG's data reporting and record keeping process, we developed the Federal Exchanges Data System (FEDS). FEDS, which was created in 1998, is an Internet-based data collection, management, and reporting system. Although it was developed primarily for the IAWG's purposes, USG organizations can use it to manage their own data internally. They may enter data and generate reports on program activities at any time. This data storage and reporting capability in effect provides government organizations with a free, in-house data management tool. We make enhancements to the system each year to make it more useful and user-friendly. FEDS also allows any government employee to generate reports, filtered by sponsoring organization, country of activity, and national interests addressed, directly using an Internet-based report generator.

A third challenge is one that faces administrators of all international exchanges and training programs: sustaining and expanding the positive impact of our programs through alumni initiatives. Alumni are an important resource for international exchanges and training programs. A continuing dialogue with alumni can serve to evaluate the performance of a program, develop follow-on initiatives, expand outreach to target audiences and future program participants, leverage non-USG support for programs, and increase understanding of U.S. policies and initiatives. Federal entities that conduct international exchanges and training programs utilize a broad range of approaches and mechanisms to maintain participant and alumni data. Since many have only recently developed databases to manage current and recent participant information, alumni information is likely not readily available. Significant resources are required to manage alumni information, which, in some instances, spans decades.

The IAWG recognizes the benefits of a continued relationship with program alumni. These individuals provide vital links to the international community, shape opinions in their home countries, and build bridges of mutual understanding and cooperation. The IAWG will work with member organizations to encourage the development of alumni initiatives by profiling existing alumni data management systems, sharing innovative approaches to alumni programming, and providing a forum for addressing common challenges in reaching out to and working with program alumni.

Each of the chapters that follows outlines one of the IAWG's specific mandates and reviews the steps taken by the IAWG to address these mandates over the past five years.

CHAPTER 2: INVENTORY OF PROGRAMS

"…to collect, analyze, and report data provided by all United States Government departments and agencies conducting international exchanges and training programs."

Congress and the President have mandated that the Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training (IAWG) provide them with an annual report of all federally-sponsored international exchanges and training programs. The IAWG's Executive and Congressional mandates define U.S. Government-sponsored international exchanges and training activities as the "movement of people between countries to promote the sharing of ideas, to develop skills, and to foster mutual understanding and cooperation, financed wholly or in part, directly or indirectly, with United States Government funds." This broad definition encompasses a wide range of programs that address myriad foreign policy goals and utilize varied approaches and methodologies. The foundation of the IAWG's clearinghouse efforts is our annual *Inventory of U.S. Government-Sponsored International Exchanges and Training Programs*. The information contained in the *Inventory* is compiled in cooperation with numerous federal institutions. It illustrates the extensive depth and breadth of U.S. exchanges and training activities around the world and demonstrates the important role they play in meeting U.S. foreign policy goals. Moreover, it can serve as an information resource for program developers and implementers in the foreign affairs community.

This chapter will summarize the *FY 2001 Inventory of Programs*. We have made the full *Inventory* available to all interested organizations and individuals online via the IAWG's website (www.iawg.gov).

CHALLENGES

From the beginning, the IAWG has worked to develop an effective and efficient data collection process. Our goal is to capture the most complete and accurate data available. We have undertaken a number of steps to achieve this goal, including expanding our outreach to program administrators, making vast improvements to the data collection system, and soliciting feedback from our contacts at the various cooperating agencies. It is an ongoing process that has produced mixed results. While we have succeeded in increasing the numbers of programs included in the inventory, we have not yet completely overcome a number of challenges related to collecting and reporting the data itself.

Defining International Exchanges and Training Programs

Data collection begins with defining exchanges and training. As we have noted in previous reports, the IAWG has struggled to develop mutually agreed upon definitions that fall under not just the scope, but also the intent, of our mandate. If we interpret the mandate too broadly, we could end up including almost any activity involving international travel, even those related to business meetings, evaluations, or conferences. If we interpret it too narrowly, we risk excluding many relevant activities. When we initially limited the data collection to program participants who crossed international borders as part of their exchange or training activity, for example, we soon realized that we had excluded huge numbers of people who received training in their home countries from U.S. Government-sponsored trainers. To capture those individuals, we expanded our definition (beginning with the *FY 1999 Inventory of Programs)* so that agencies which had data on participants being trained in their home countries could report it.

Another factor that had an impact on our attempts to devise a suitable definition of exchanges and training was the reporting burden itself. We wanted to make the process as streamlined as possible so that contributing agencies would be able to comply with our requests with a manageable commitment of time and resources.

After much discussion, IAWG members never reached complete consensus on what should be included in the data collection and reporting. Instead, we agreed, in principal, to somewhat broad definitions (included in Appendix B), and decided to let sponsoring USG departments and agencies make the final determination regarding the specific program activities they would report.

Finding International Exchanges and Training Programs

The process of finding international exchanges and training programs ranges from simple and straightforward to oblique and circuitous. The former category includes many foreign affairs agencies; generally, they have clearly-stated exchanges and training mandates and budgets dedicated to the implementation of those activities. In other agencies, however, exchanges and training activities may exist as components of larger technical assistance programs. Or they may reside in agencies with no international mandate, few international activities, and no dedicated staff or budget allocations. Thus, the IAWG staff must use a variety of approaches to find these programs. We conduct substantial Internet research, which includes reviewing individual agency websites one by one. We examine USG reports, publications, executive documents, and legislation. And, we talk to program representatives for information and leads. These approaches usually give us a clear indication as to whether or not an organization has international exchanges and training activities that should be reported to the IAWG. But, not always. Sometimes, there's a discrepancy between what we've been told and what we've been able to find. For example, repeated conversations with one organization resulted in numerous assurances that it did not sponsor or engage in international exchanges. An examination of the organization's website, however, clearly revealed the existence of international visitor programming.

Another challenge we sometimes face lies in the mindsets of some organizations. Some entities that participate in exchanges and training activities, for example, do not think of themselves as "sponsors" since they do not dedicate any staff or financial resources to the activities. We must convince these organizations that their contributions to overarching USG efforts are of value to the larger community and merit being included in our report.

Finally, the sheer size of the USG bureaucracy complicates our search for programs. Large, Cabinet-level departments often have numerous offices or sub-agencies that implement exchanges and training activities. Like searching for the proverbial needle in a haystack, the IAWG staff must sort through dozens of divisions, bureaus, and offices before determining whether such activities even exist.

Obtaining Data

After identifying the appropriate exchanges and training activities, the IAWG staff needs to find someone within the sponsoring organization/agency who will provide us with the data. With small organizations and small programs, the program officer/program manager is usually the person who has the information on a program's scope, activities, funding, and participants. With larger organizations, the IAWG may deal directly with several program officers/managers or with one person who has been designated to serve as a central point of contact. However, in some instances, the people who are aware of program and participant information do not have funding information – and vice versa. In these instances, ensuring that funding data correlates with participant data is difficult and may require extensive interactions with more than one organizational representative for any given program.

Many exchanges and training activities are implemented by nongovernmental partner organizations or overseas field offices of the sponsoring federal agency. Consequently, program data is dispersed among a wide range of players. Central contact points may or may not have this information readily at their disposal. Some have suggested that when this is the case, the IAWG should work directly with NGOs or overseas affiliates. However, doing so would directly increase the risk of obtaining duplicative data and would eliminate critical central oversight by the sponsoring organization of data submitted to the IAWG.

More challenges arise with programs that are funded by one department/agency, but implemented by another. Multiple program "owners" increase the potential for double counting, even in instances in which the funding agency and the implementing agency reside within the same organization. Generally, the IAWG mandates that program *implementers* report data to the IAWG, as they usually have more detailed program information.

Once we have identified the appropriate data providers, we brief them on the IAWG, its mission, and its yearly data collection and reporting responsibilities. This process must be repeated virtually every year because of the high turnover that occurs among data providers and IAWG members.

Most agencies work with the IAWG staff in a cooperative and collaborative spirit. From an agency's point-of-view, data collection can be a time-consuming process for offices already short-staffed and overburdened. While outright refusals to provide data to the IAWG are extremely rare[7], some agencies do impede the process by delaying the submission of their data by several weeks or months.

Obtaining Quality Data

Even if the sponsoring organization readily cooperates with the IAWG's data collection process, we often encounter a host of problems related to the data itself:

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[7] Formal non-compliance is noted in the IAWG's Annual Reports. In its *FY 1997 Annual Report*, the IAWG included a statement from the Smithsonian Institution indicating that "..in light of the unique status of the Smithsonian in the federal structure…its international programs should not be included" in reports to Congress on U.S. Government-sponsored international exchanges and training programs. p.68.

- Many agencies face internal data management challenges that inhibit their ability to fully report on their international exchanges and training activities.

- Agencies collect and report data in vastly different ways. Some entities, for example, report only those program participants who cross international borders, while others include program participants who were trained in their home country. Counting individuals trained in their home country greatly improves the clarity of program data and presents a more accurate illustration of the impact of U.S. investments in this area. Without these figures, the IAWG cannot calculate the true impact of overseas training programs.

- Financial data may be incomplete. Many agencies do not maintain data on non-U.S. Government contributions to programs and/or do not compile separate financial statistics on exchanges and training components of larger programs.

In sum, there is no single across-the-board approach to, or mechanism for, record keeping by federal agencies involved with international exchanges and training programs. To address these challenges, the IAWG works closely with member and contributing organizations to define their sponsored programs, identify appropriate sources of information, improve data management practices, and assist in transferring program data to the IAWG. To facilitate the record keeping and data reporting process, the IAWG developed the Federal Exchanges Data System (FEDS). FEDS, an Internet-based data collection, management, and reporting system, enables cooperating organizations to enter data directly into the IAWG's database. Organizations can use the database for their own data management purposes, as well as to create tailored reports on all U.S. Government-sponsored international exchanges and training activities.

TRENDS IN EXCHANGES AND TRAINING: 1997-2002

In the five years that the IAWG has collected international exchange and training data, the size of the annual inventory has grown significantly. Prior to the creation of the IAWG, international exchange and training data was collected by the United States Information Agency (USIA), under the Authority of the Mutual Educational and Cultural Exchange Act of 1961, as amended (22 USC 2460 (f)). In the last inventory published by USIA (FY 1995), the report included information on 130 programs sponsored by 39 federal organizations, involving 167,000 participants and $1.6 billion in federal funding. The IAWG has expanded the annual inventory to include information on 195 programs sponsored by 52 federal organizations, involving more than 400,000 participants and nearly $1.3 billion in federal funding.

To help ensure the widest possible representation among USG agencies, the IAWG took a closer look at all executive branch organizations not housed within a Cabinet-level department to determine how many were reporting programs to us. We found that 29 were already actively cooperating with the IAWG's annual data collection. We then needed to make an assessment about the remaining organizations. We contacted a number of agencies for more information on their activities. Of those who responded to our inquiries, we determined that at least 14 organizations had international exchanges and training components, but had not been reporting data to us. Ten of these appear in this year's report. Several others have indicated that they will begin managing program data in such a way that will enable them to contribute to our report in the future. Next year, we will extend our research to the legislative and judicial branches of government and revisit those executive branch entities that did not respond to our inquiries this year. A current accounting of federal organizations is included in Appendix C.

The following charts show the growth in data reporting under the IAWG over the past five years.[8]

Participants Reported to the IAWG 1997-2001

Funding Reported to the IAWG 1997-2001
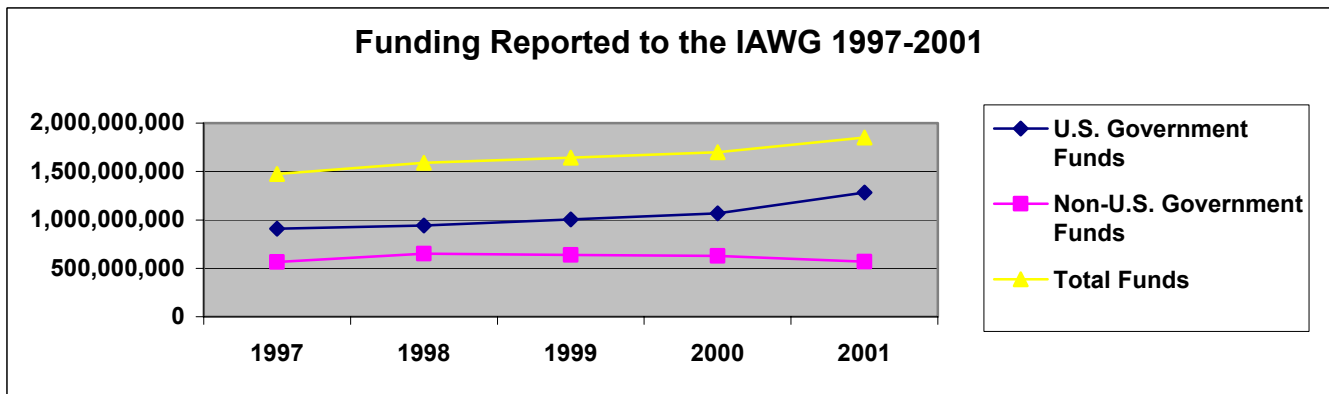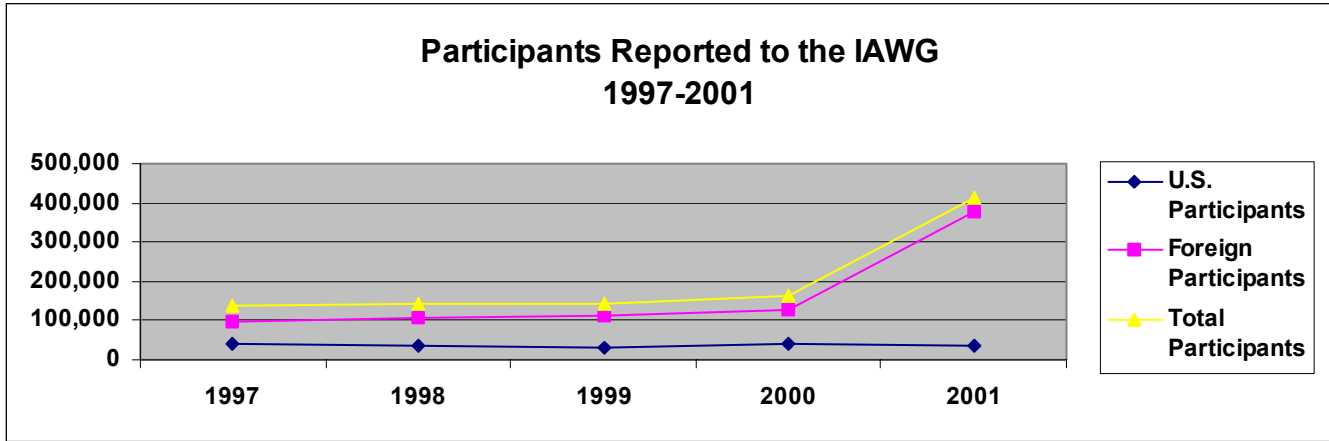
SUMMARY OF FY 2001 INVENTORY INFORMATION

Total Number of Reported Programs	**195**
Departments/Agencies Reporting	**52** (14 Departments and 38 Independent Agencies/ Commissions)
Total Number of Participants	**413,796**
U.S. Participants	37,677
Foreign Participants	376,119
Total USG Funding	**$1,285,681,417**
Department/Agency Appropriations	$933,677,585

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[8] The significant increases in the number of foreign participants reflects increased reporting of individuals who receive U.S. Government-sponsored training in either their home country or a third country and do not travel to the United States. This, along with the decline in overall federal spending since 1995, illustrates a trend toward more cost effective and efficient delivery of training.

Interagency Transfers	$352,003,832
Total Non-USG Funding	**$569,031,533**
Foreign Governments	$439,148,236
Private Sector (U.S.)	$51,747,173
Private Sector (Foreign)	$74,782,264
International Organizations	$3,353,860
Total All Sources of Funding	**$1,854,712,950**

Federal Sponsors

For FY 2001, the IAWG canvassed all independent and quasi-official agencies, boards, and commissions to determine whether they sponsor international exchanges and training. This effort to present the most complete inventory possible yielded significant dividends, with the addition of 10 new organizations to the *FY 2001 Inventory of Programs*. In all, 14 Cabinet-level departments and 38 independent agencies/commissions reported 195 international exchanges and training programs to the IAWG. The IAWG identified seven organizations that may sponsor some type of international exchanges and training activity but did not report to the IAWG in FY 2001.[9] We were unable to determine the sponsorship of international exchanges and training programs in 14 organizations.[10] As noted above, we will continue to pursue information from these organizations as well as those currently not reporting information to us.

Largely through increased outreach, the IAWG added 45 new programs to the *FY 2001 Inventory of Programs*. Thirty-two programs reported in the *FY 2000 Inventory* are not in this year's report. The majority of these have either been discontinued or had no program activities in FY 2001. Several others had previously been reported individually and are now combined with other program activities.

While the inventory includes 195 federally-sponsored international exchanges and training "programs," several federal sponsors, most notably the State Department's Bureau of Educational and Cultural Affairs (ECA) and the U.S. Agency for International Development (USAID), report data aggregates of numerous smaller programs and activities. Therefore, the scope of activities is actually much larger than it might appear.

The following charts show the primary federal program sponsors according to the number of reported program participants.[11] Please note that U.S. technical advisors who conduct training as part of their overall program efforts may not have been included in the data reported to the IAWG in FY 2001.

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[9] In most instances, the IAWG staff identified these programs too late to include in this year's inventory. The IAWG staff will follow up with them all regarding data reporting for FY 2002 activities. These organizations are the Equal Employment Opportunity Commission, Federal Retirement Thrift Investment Board, the Inter-American Foundation, National Credit Union Association, Overseas Private Investment Corporation, Selective Service System, and the Smithsonian Institution (which has formally notified the IAWG that it will not report data. See *FY 1997 Annual Report*, p. 68.)

[10] These include the Commodity Futures Trading Commission, Consumer Product Safety Commission, Defense Nuclear Facilities Board, AMTRAK, U.S. Commission on Civil Rights, U.S. International Trade Commission, American Battle Monuments Commission, Appalachian Regional Commission, Chemical Safety and Hazard Investigation Board, Commission on Fine Arts, National Council on Disability, National Education Goals Panel, President's Committee on Employment of People with Disabilities, and Social Security Advisory Board.

[11] At the IAWG's request, USAID has expanded its reporting to include data on participants trained in their home country. This more comprehensive approach to data reporting provides a much more accurate illustration of the scope of USG-sponsored programming.

Participants by Federal Sponsor: Foreign Participants

HHS 1%
DOL 1%
OTHER 3%
DOC 1%
DOT 2%
USED 2%
DOJ 5%
STATE 9%
DOD 13%
USAID 63%
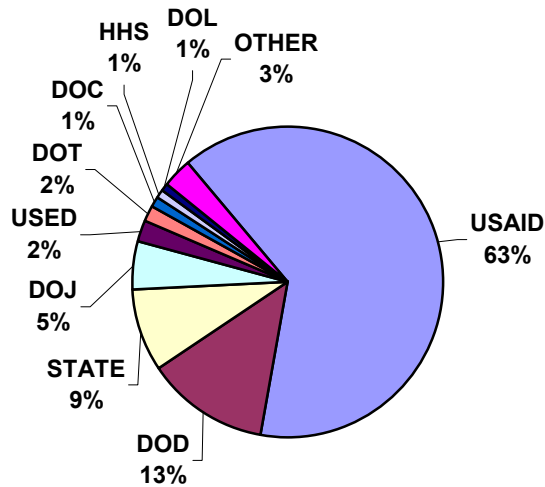
Participants by Federal Sponsor: U.S. Participants

DOC 2%
OTHER 7%
USED 5%
DOI 5%
NEA 5%
DOJ 6%
DOD 8%
NSF 8%
PC 17%
STATE 37%
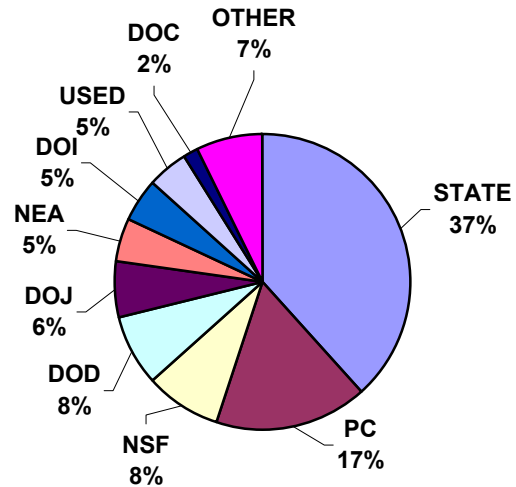
Participants by Federal Sponsor: Total U.S. & Foreign

PC 2%
DOC 1%
HHS 1%
DOT 2%
OTHER 4%
USED 3%
DOJ 5%
STATE 11%
DOD 12%
USAID 59%
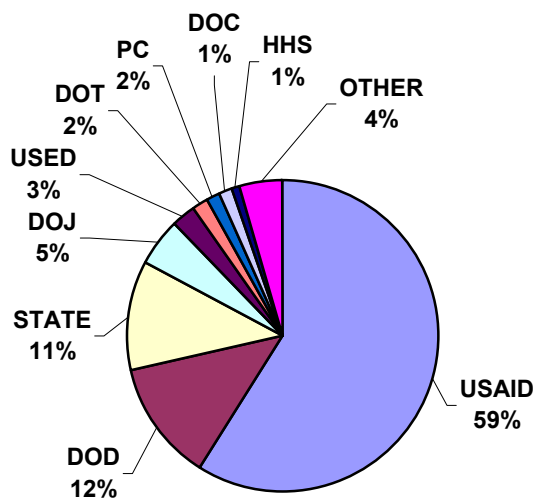
KEY	
DOC	Department of Commerce
DOD	Department of Defense
DOI	Department of the Interior
DOJ	Department of Justice
DOL	Department of Labor
DOT	Department of Transportation
HHS	Department of Health and Human Services
NEA	National Endowment for the Arts
NSF	National Science Foundation
OTHER	Other federal sponsors combined
PC	Peace Corps
STATE	Department of State
USAID	U.S. Agency for International Development
USED	Department of Education

Funding Data

Of the nearly $1.3 billion in federal funds reportedly expended in FY 2001, 73 percent represents department/agency appropriations while 27 percent represents transfers of funds between departments and agencies. Federal investment leveraged approximately $569 million from non-U.S. Government sources. Twenty-two percent of these contributions were made by the private sector (9 percent U.S. and 13 percent foreign), 77 percent by foreign governments, and less than 1 percent by international organizations.

The U.S. Government's ability to leverage non-USG funds further demonstrates the value of these international exchanges and training programs. It also shows how the federal government achieves substantial programming yield with limited outlay. Unfortunately, approximately one-third of the federal organizations providing data to the IAWG do not actively track nor report non-USG contributions to their programs. Thus, the actual sum of non-USG contributions to exchanges and training programs is most likely much higher than the reported figures.

FY 2001 Sources of Funding

- Department/Agency Appropriation — 50%
- Other USG Agency Transfer — 19%
- Foreign Government — 24%
- Private Sector/Personal (U.S.) — 3%
- Private Sector/Personal (Foreign) — 4%
- International Organization — <1%
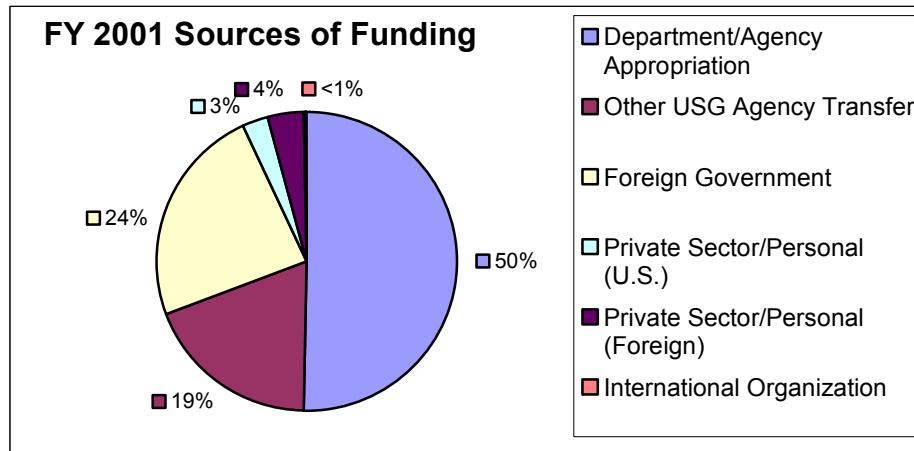
The majority of reporting agencies do not associate funding information with specific countries. While approximately 82 percent of the funding reported to the IAWG is broken down by geographic region, only 45 percent is identified specifically by country. This is a slight increase in country-specific funding reported from last year, but still represents a deficit in information critical to analyzing the country-specific allocation of federal resources.

Geographic Region	Reported Funding (USG and Non-USG)	Percent of Total
Sub-Saharan Africa - AF	$165,980,342	9%
Western Hemisphere - WHA	$218,224,948	12%
East Asia and Pacific - EAP	$224,358,777	12%
Europe - EUR	$384,116,714	21%
Near East - NEA	$248,794,819	13%
Eurasia - EA	$250,396,691	13%
South Asia - SA	$30,959,237	2%
Region Unattributable	$331,881,422	18%

Geographic Distribution of Participants

U.S. Government-sponsored international exchanges and training programs are implemented in or involve participants from over 200 countries.[12] The following charts show these participants, divided by primary world regions.

Participants by World Region: U.S. Participants Traveling To
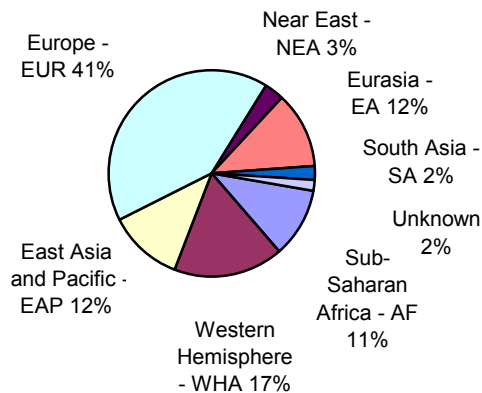
Participants by World Region: Foreign Participants Traveling From

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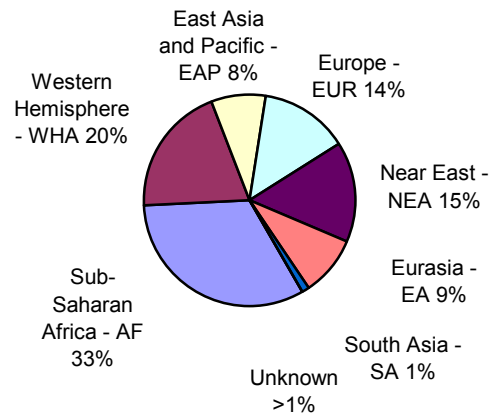
[12] Includes independent states and selected dependencies and areas of special sovereignty.

**Participants by World Region:
Total U.S. & Foreign**

Europe - EUR 16%

Near East - NEA 14%

East Asia and Pacific - EAP 9%

Eurasia - EA 10%

South Asia - SA 1%

Unknown < 1%

Western Hemisphere - WHA 20%

Sub-Saharan Africa - AF 30%
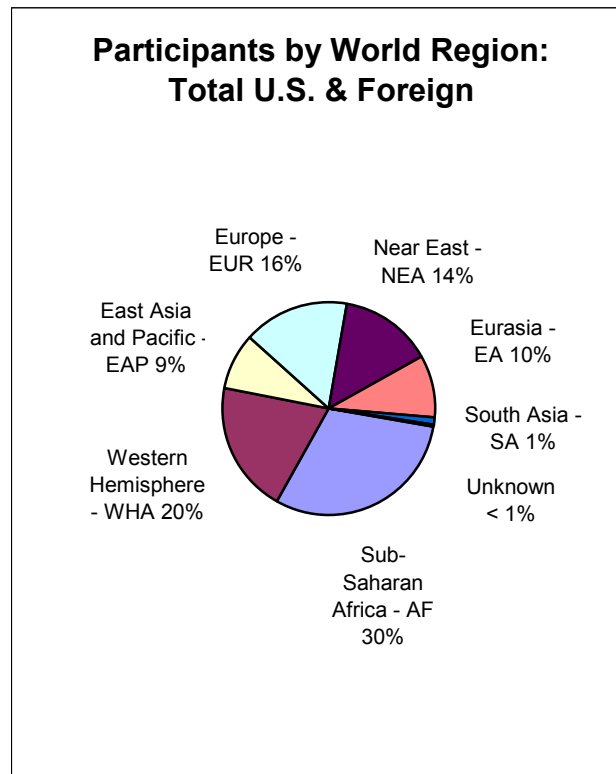
Foreign Policy Goals Addressed

The diversity of U.S. Government-sponsored international exchanges and training programs is further illustrated by the wide range of U.S. foreign policy objectives they support and the degree to which they promote U.S. national interests. The State Department's *International Affairs Strategic Plan* identifies seven fundamental areas that directly affect Americans:

(1) National Security – includes ensuring U.S. security by promoting regional stability and eliminating the threat of weapons of mass destruction.

(2) Economic Prosperity – includes promoting open markets, U.S. exports, and economic development.

(3) American Citizens and Borders – includes protecting American citizens traveling and living abroad and controlling the manner in which immigrants and nonimmigrants travel to and remain in the United States.

(4) Law Enforcement – includes minimizing the impact of international crime, reducing the flow of illegal drugs, and reducing international terrorist attacks.[13]

(5) Democracy and Human Rights – includes increasing foreign adherence to democratic practices and respect for human rights.

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[13] Following the terrorist attacks of September 11, 2001, the State Department moved "reducing international terrorist attacks" from Law Enforcement to National Security. Future IAWG reports will reflect this change.

(6) Humanitarian Response – minimizes human suffering abroad.

(7) Global Issues – addresses important global topics such as the environment, promoting human health, and stabilizing population growth.

The following chart illustrates the number of international exchanges and training programs that support the national interests listed above. Many programs address more than one national interest.

Number of Programs Addressing Specified National Interests
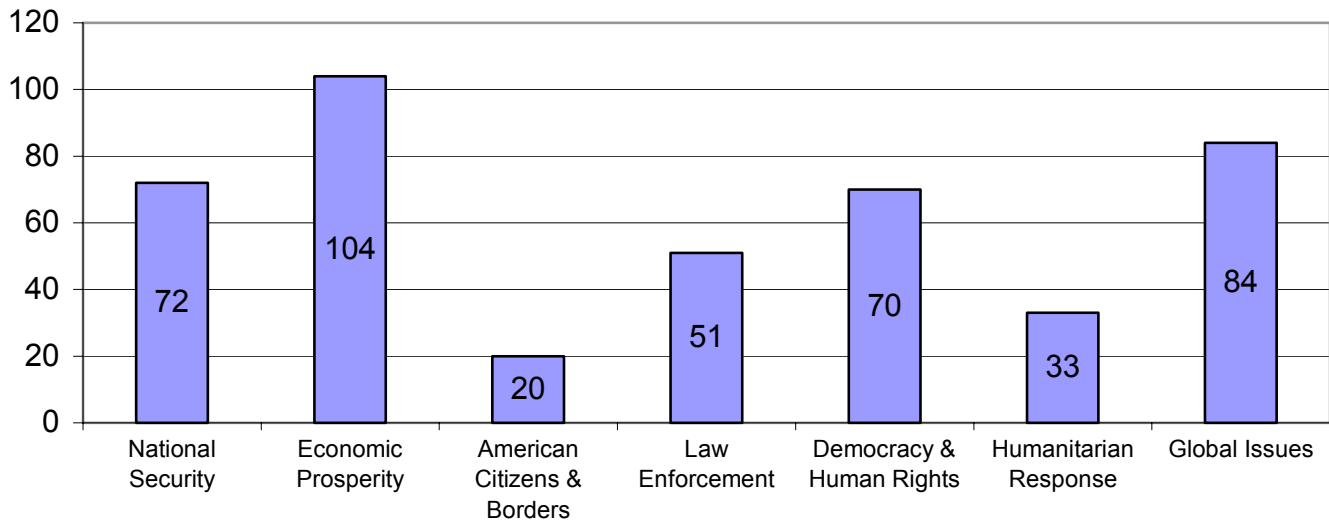
NON-USG PROGRAM SPONSORS

The federally-sponsored activities included in the *Inventory of Programs* represent only a small fraction of the total exchanges and training programs and activities initiated by U.S. organizations. Countless people participate in international exchanges and training activities under the auspices of private businesses, universities, associations, nonprofit organizations, and other entities. Many of these organizations provide programming that is not initiated, funded, or implemented by the federal government. Others operate in direct partnership with the U.S. Government.[14] Whether it's an organization arranging appointments for a labor leader from Germany, a university hosting a South African professor, or a medical institution facilitating the training of an Afghan doctor, nongovernmental organizations play a vital role in international exchanges and training. The NGO sector provides important resources for educational and cultural programming of Americans and foreign nationals, and

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[14] The IAWG has written extensively on public-private partnerships in the exchanges and training arena. The IAWG defines U.S. Government "partners" in exchanges and training as any entity that has a formal relationship with, or who is funded by, a U.S. Government agency to cooperate on a specific training activity, exchange, research project, or joint mission that seeks to promote the sharing of ideas, develop skills, stimulate human capacity development, or foster mutual understanding and cooperation.

creates a healthy synergy that ultimately contributes to the furthering of U.S. strategic goals and national interests.

Within the NGO community is a large and thriving subset of organizations that implement exchanges and training programs through the U.S. Government's Exchange Visitor Program. The Exchange Visitor Program, administered by the State Department's Bureau of Educational and Cultural Affairs (ECA), promotes the interchange of persons, knowledge, and skills in the fields of education, arts, and sciences.[15] ECA designates certain governmental and nongovernmental organizations as sponsors of the Exchange Visitor Program. These "designated sponsors" facilitate cultural and educational exchanges between the United States and other countries by offering foreign nationals opportunities to come to the United States on a temporary basis to teach, lecture, study, observe, conduct research, consult, train, or demonstrate special skills.

The IAWG's annual *Inventory of Programs* includes programs sponsored and implemented by designated government organizations and their nongovernmental partners, but to date has not included information on programs implemented by nongovernmental organizations that are directly designated to implement non-USG exchanges and training programs.

The IAWG recognizes the valuable contributions of nongovernmental international exchanges and training programs and has quantified them to a limited extent in the *FY 2001 Inventory of Programs*. Given the sheer size and scope of the sponsoring organizations, we are unable to provide a detailed inventory of their activities. And, to our knowledge, there is no single, centralized mechanism currently available that would enable the IAWG to capture detailed data on these programs.

This will change to a certain degree in January 2003, when the Immigration and Naturalization Service (INS) fully deploys its Student and Exchange Visitor Information System (SEVIS). This system will enable the federal government to track and report data on *all* foreign students and exchange visitors – those sponsored by USG and non-USG entities.[16] SEVIS is designed to enable schools and exchange visitor program sponsors to collect, maintain, and share data on international students and exchange visitors from the time they receive their visa documentation through the duration of the U.S.-based program. Since all participant data will be maintained electronically, the government will be able to capture up-to-date information on all exchange visitor programs and their participants nearly instantly. As a new tracking tool, SEVIS will enable the IAWG to provide a broader picture of the extensive number of private sector programs that make such an important contribution to achieving U.S. foreign policy goals.

IDENTIFYING EXCHANGES AND TRAINING WITHIN THE INTERNATIONAL AFFAIRS BUDGET (FUNCTION 150)

This year the IAWG has incorporated a new feature into our annual *Inventory of Programs*: an assessment of the international exchanges and training programs that are funded through the

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[15] The Exchange Visitor Program is authorized by the Mutual Educational and Cultural Exchange Act of 1961 (Public Law 87-256) as amended, 22 U.S.C. 2451, et. Seq. (1988), which is also known as the Fulbright-Hays Act. The Act's purpose is to increase mutual understanding between the people of the United States and the peoples of other countries through educational and cultural exchanges. Activities specified in the Act are facilitated, in part, through the designation of public and private entities as sponsors of the Exchange Visitor Program.

[16] Information on SEVIS can be found at the following website: http://www.ins.gov/graphics/index.htm.

International Affairs Budget (Function 150). This study, which is included in its entirety in the *Inventory of Programs*, is summarized below.

The Secretary of State (through the IAWG) is obligated to report to Congress on exchanges and training programs throughout the government and to identify duplication of efforts.[17] While the IAWG receives information from agencies on nearly 200 USG-sponsored international exchanges and training programs, this represents only a fraction of all federally-sponsored exchanges and training activities.

The difficulty in comprehensively identifying these activities, and the funds expended to support them, complicates the Secretary's obligation to report on the coordination and possible duplication of these activities. The IAWG, therefore, has undertaken an intense examination of the International Affairs Budget in an effort to demonstrate that many funds used for international exchanges and training activities often go unrecognized as such.

The International Affairs Budget "provides the core funding to carry out U.S. foreign policy. This funding supports the worldwide operations of the Department of State, maintaining effective American representation at embassies and posts in foreign countries. This funding also supports a broad array of programs and activities to achieve foreign policy priorities."[18] Function 150 is comprised of four jurisdictional appropriation committees, multiple subappropriations, and fourteen thematic "spigot" funding streams.[19]

Function 150 is unique in two ways: (1) it is the only portion of the federal budget that supports international activities for a range of federal departments and agencies, and (2) it is managed by three governmental entities. The Department of State (DOS) proposes and defends the International Affairs Budget. The Office of Management and Budget (OMB) assists the President in overseeing the preparation of the International Affairs Budget and in supervising its administration in federal agencies. The U.S. Agency for International Development (USAID) administers certain U.S. bilateral assistance programs supported by Function 150.[20]

For the purpose of this study, appropriations were divided into the following three categories: those that **DO NOT** provide funding to support exchanges and training; those that **DO** provide funding to support exchanges and training; and those that **MIGHT** provide funding to support exchanges and training.

Within the Function 150 Account, $5.6 billion is clearly not used for exchanges and training. These funds are primarily dedicated to administrative and operating expenses, technical assistance, loan subsidies, and other financial development funding.

The Function 150 Account includes $558 million that is provided explicitly to support exchanges and training programs and is reported to the IAWG. [21] However, an additional $152 million, used but not

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[17] Mutual Educational and Cultural Exchange Act of 1961, as amended (22 USC 2460(f) and (g))

[18] International Affairs Budget, 2002, U.S. Department of State, Under Secretary for Management, Bureau of Resource Management website: www.state.gov/m/rm/c6112.htm

[19] An overview of the history and composition of the 150 Account is included in Appendices D and E of the IAWG's *FY 2001 Inventory of Programs*.

[20] These bilateral assistance programs include Development Assistance (DA), the Economic Support Fund (ESF), programs for Central and Eastern Europe under the Support for East European Democracy Act (SEED), programs for the New Independent States of the former Soviet Union (NIS) under the FREEDOM Support Act (FSA), and Food For Peace Titles II and III (P.L. 480). Budget Justification FY 2001 (Presidential Budget), Publications, Explanation of Tables, -- 9 Summary Tables, 2002, U.S. Agency for International Development website: www.usaid.gov/pubs/bj2001/tablexp.html

[21] Only two accounts explicitly identify their international activities as exchanges and training in the International Affairs Function 150 Budget Request Summary: (1) the Department of State, Bureau of Educational & Cultural Affairs' Exchange Programs

specifically appropriated for exchanges and training, is reported to the IAWG and can be identified as Function 150 money.

There remains $16.1 billion, a portion of which is used for exchanges and training programs but is not readily identifiable. Anecdotal evidence suggests that within this gray area, significant amounts of exchanges and training programming, especially falling under bilateral assistance programs such as ESF and DA, are actually taking place and never being reported as such.

The following table illustrates how the total appropriations for the three categories differ from the amounts reported to the IAWG.

	$ in thousands	
	Total Appropriation	**Total Reported to the IAWG**
Accounts that **DO** provide funding to support exchanges and training	558,265	546,699
Accounts that **DO NOT** provide funding to support exchanges and training	5,669,200	0
Accounts that **MIGHT** provide funding to support exchanges and training	16,289,577	152,381
TOTAL	**22,517,042**	**699,080**

Given the varying objectives and far-reaching scope of international programming under the International Affairs Budget (FY 2001), the ability to provide an accurate accounting of all activity supported by these funds is unrealistic without a formal tracking system. Currently, the Department of State has no such mechanism. Without a mechanism to track and account for Congressionally appropriated funds and their ultimate expenditures, the Secretary is not able to (1) assess the level of completeness of the IAWG's annual report on exchanges and training programs; (2) evaluate the degree to which programs duplicate one another; or (3) be in full compliance with the IAWG's federal mandate.

Challenges To Monitoring Function 150

Tracking and Accountability

There is no single financial management oversight office to track funds from proposed budget requests through disbursement to actual program expenditures. Although greater internal management controls will not prevent the occurrence of waste, fraud, and abuse, they would provide the means by which to check the accountability, and measure the performance, of federal programs and operations funded by Function 150.

(appropriation of $235 million), and (2) the Department of Defense, International Military Education & Training Program (appropriation of $57 million). However, Peace Corps (appropriation of $267 million) is included in the above total as it reports its entire appropriation to the IAWG as funding for international exchanges and training.

Administration, Management, and Obligation

Cross-agency administration, management, and obligation of the Function 150 Account by three separate governmental entities – DOS, OMB, and USAID – makes tracking funds more difficult. The complicated structure of the Account exacerbates this problem. Jurisdictional authority covers four overarching appropriations, which in turn are divided into individual subappropriations.[22] Fourteen pots of money, called "spigots," fund these subappropriations. These spigots further confuse matters because they can be directed to support a particular region, country, program, or goal.

Political Realities

The volatile nature of international affairs demands flexible funding. To protect our national security, a quick response to an unforeseen occurrence in the international community requires fluid access to and transference of funds. The Function 150 Account's flexible structure permits agencies to transfer funds quickly when programming in a specific region or towards a particular goal is needed.

Reporting Authority

Although most organizations maintain internal reports on program funding and activities, the OMB and Congress possess the authority to require federal agencies to report their international exchanges and training activities/programs to the IAWG. In turn, the OMB has the ability to enforce this requirement. All reports presented by the IAWG are compiled from information that has been voluntarily submitted by participating agencies. Because agencies are not currently required to submit similarly detailed reports to OMB, the IAWG cannot independently verify the data. Therefore, the data most likely does not reflect definitive numbers and costs.

Program Classification

Agencies differ in their definition of what constitutes an exchanges and training program. Therefore, there is an inconsistent approach among agencies as to what is classified as exchanges and training and reported to the IAWG.

Exchanges and Training Elements in Programs

Many programs exist in which exchanges and training elements are present but not recognized as such. This lack of acknowledgement hinders comprehensive tracking and reporting on U.S. Government-sponsored training and exchange activities. Within these programs, exchanges and training activities are seen simply as a means to a larger end. These activities are not necessarily reported to the IAWG.

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[22] Overarching appropriations are Foreign Operations; Commerce, Justice, and State; Agriculture; and Labor/HHS/Education. Subappropriations are Overseas Private Investment Corporation (OPIC), Trade and Development Agency (TDA), Export-Import Bank (Ex-Im), U.S. Agency for International Development, Economic Support Fund, Assistance for Eastern Europe and the Baltic States (SEED), Assistance for the New Independent States (FSA/NIS), Peace Corps, Inter-American Foundation, African Development Foundation, U.S. Treasury Technical Assistance, Debt Restructuring, International Military Education and Training program (IMET), Foreign Military Financing (FMF), Peacekeeping Operations (PKO), International Organizations and Programs (IO&P), Diplomatic and Consular Programs (D&CP), Embassy Security and Maintenance, Educational and Cultural Exchange Programs, State Department programs, Asia Foundation, East-West Center, National Endowment for Democracy, Eisenhower/Israeli Arab Exchange Programs, Broadcasting Board of Governors, International Trade Commission, Foreign Claims Settlement Commission, Pacific Charter Commission, Holocaust Assets Commission, Food Assistance Public Law 480, and U.S. Institute of Peace. International Affairs Budget, FY 2003 International Affairs (Function 150) Budget Request, Summary and Highlights of Accounts by Appropriations Subcommittees, Released February 4, 2002, U.S. Department of State, Under Secretary for Management, Bureau of Resource Management website: http://www.state.gov/m/rm/rls/iab/2003/7808.htm

Uniformity of Reporting Costs

Federal departments and agencies vary in their approaches to reporting exchanges and training costs. More specifically, some do not separate salary and expenses, or operational costs, and, therefore, report only program activity costs; others report all costs involved in administering international exchanges and training programs.

Aggregated Versus Itemized Costs

OMB and Congress are focusing on long-term outcomes (impact goals) as opposed to short-term outputs (numbers of participants or amount of funding). In doing so, agencies may opt to aggregate rather than itemize costs. Thus, quantitative indicators, such as participant numbers, take a backseat to qualitative outcomes. Hence, training is considered as a means to an end.

Lifespan of Appropriations

Multiple-year and no-year appropriations, which can be carried over from year to year and may have activities occurring several years after the original appropriation was made, hinder annual third-party assessments and reporting.

Conclusion

In order for the Secretary of State to meet his mandate to report reliable and complete data to Congress, the IAWG must be able to accurately collect, analyze, and report on international exchanges and training programs. The IAWG faces two overarching challenges to accomplishing this goal: (1) the lack of a mechanism within the Department of State to thoroughly and accurately track funding and activity specific to international exchanges and training, and (2) the use of inconsistent definitions by federal agencies reporting on international exchanges and training activities.

A thorough and accurate assessment of activities by the IAWG requires that the Department of State develop a formal tracking mechanism in order to (1) standardize definitions of international exchanges and training activities and (2) follow Function 150 funding streams from Congressional appropriations to program expenditures. Such a system would also provide governmental and Congressional members with the ability to better monitor requests, manage interagency transfers, and evaluate program results, thereby increasing accountability.

As a result, the OMB would have more accurate data to use in the scoring of exchanges and training expenditures and in rating program performance. Currently, the OMB is launching a new initiative, the Program Assessment Rating Tool (PART).[23] The OMB uses this tool in its program assessment process to analyze federal department/agency annual budgets. This initiative is premised upon the assumption that program expenditures are accurately reported. However, at present, federal agencies supported by Function 150 and involved in international exchanges and training activities currently report expenditures based on differing definitions and criteria. Without a tracking mechanism, how can the IAWG accurately collect, analyze, and report on activities and areas of duplication? How can OMB effectively rate program performance?

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[23] The Office of Management and Budget home page, The President's Management Agenda at Work, Budget and Performance Integration, Spring Review Guidance, 2002, White House, Executive Office of the President website: www.whitehouse.gov/omb/mgmt-gpra/spring.html

CHAPTER 3: PROMOTING UNDERSTANDING AND COOPERATION

"…to promote greater understanding and cooperation among concerned United States Government departments and agencies of common issues and challenges in conducting international exchanges and training programs, including through the establishment of a clearinghouse for information on international exchange and training activities in the government and nongovernmental sectors."

Of all of the IAWG's mandates, this is perhaps the most important. The IAWG is the only organization within the federal government that liaises with all entities conducting international exchanges and training programs, provides detailed reports on these programs, and strives to break down barriers to sharing information and addressing challenges collaboratively. When the IAWG first began working with other federal organizations, some of these entities apparently viewed us as a potential threat to their programs. They feared funding cuts, unwanted oversight, or general meddling. Suspicious of our motives, they were reluctant to cooperate. So, from day one, the IAWG has striven to allay such fears and act as a positive agent of change and cooperation. We believe that organizations can be strengthened by sharing knowledge. By comparing best practices and working together to address common issues and challenges, IAWG members improve programs across the board. Working together, we enhance efficiency and effectiveness and demonstrate the invaluable role that exchanges and training programs play in meeting U.S. foreign policy goals.

The IAWG's role in promoting understanding and cooperation extends throughout all our areas of operation, but manifests itself most prominently through our clearinghouse activities. We do far more than simply provide a catalog of international exchanges and training data; we reach out proactively to the exchanges and training community, develop products that are used by the community to facilitate the daily operations of their programs, and create forums through which common issues can be addressed.

The IAWG's clearinghouse activities encompass five primary areas:

  (1) Information Management Tools
  (2) Publications and Reports
  (3) Websites
  (4) Outreach Activities
  (5) Forum Building

INFORMATION MANAGEMENT TOOLS

To keep pace with technological trends, operate at the highest level of efficiency, and provide easily accessible information, the IAWG uses a fully electronic system of data collection, management, and dissemination. IAWG systems and resources can be accessed through its websites and all IAWG reports can be read and retrieved online (www.iawg.gov). This approach provides the most cost-effective means of making these resources available to the widest possible audience, both in the United States and abroad.

The cornerstone of the IAWG's electronic, Internet-based approach is the Federal Exchanges Data System (FEDS), which has been created and refined in partnership with Development InfoStructure, a private contractor. FEDS enables organizations to organize and submit data to the IAWG via the Internet.

FEDS has provided unprecedented data management and information retrieval capabilities for the U.S. Government's international exchanges and training community. Prior to the development of FEDS, federal agencies reported exchanges and training data using either paper surveys or an antiquated DOS-based database system that required mailing diskettes or e-mailing data files. Paper surveys meant that the same information had to be filled out twice; first, by agency representatives (who typed or wrote the data on paper) and second, by an IAWG staff member (who entered it into the computer). Electronic submissions were also problematic. Myriad computer environments across the various federal agencies made electronic submission of data cumbersome, slow, and difficult to manage. Although the IAWG obtained the necessary data, it accomplished little else. The IAWG had no useful data management tool nor any way to produce flexible reports. Plus, the process was a time-consuming and labor-intensive ordeal that yielded few benefits to the agencies supplying the data. Those involved with the data collection process felt dissatisfied with either the mechanics, the results, or both.

FEDS, which serves as a data collection, management, and reporting system, gives federal program managers universal access to government-wide exchanges and training information far beyond the data provided by any single user, as well as a free, in-house data management tool.

In July 2001, the IAWG developed dynamic, Internet-based reporting capabilities which give federal program administrators and policy makers the ability to directly query the FEDS database and customize reports on U.S. Government-sponsored international exchanges and training programs. This online reporting system provides unprecedented access and flexibility to users by enabling them to work with data directly, without having to request the assistance of an IAWG staff analyst. (The staff remains available, however, to answer questions, assist with research and analysis projects, and help develop special reports.)

The IAWG developed four basic report templates that enable federal government representatives to quickly and easily produce reports over the Internet: (1) *FEDS Program Reports*, which detail all of the information entered in the FEDS system for a specific program, (2) *Participant Reports by Department/Agency*, which provide information on exchanges and training participants organized by federal department and agency, (3) *Participant Reports by Geographic Region/Country*, which provide information on exchanges and training participants organized by federal department and agency for specific geographic regions and/or countries, and (4) *Program Funding Reports*, which provide international exchanges and training program funding information as reported by federal departments and agencies.

The majority of these reports can be filtered to include specific departments/agencies, regions/countries, national interests, and/or program categories.

FEDS is upgraded annually to better meet users' needs and to adjust to any policy imperatives that affect the type of data we collect. Each year, the IAWG conducts one large FEDS training session for organizations that contribute data to our annual inventory. Additionally, IAWG staff members conduct one-on-one demonstrations and training sessions for users and other interested parties.

PUBLICATIONS AND REPORTS

The information gathered through our annual data collection exercise serves as the foundation for all of the IAWG's reports and publications. The IAWG uses written reports and publications as the primary means for communicating information on its activities to its stakeholders and interested parties. The IAWG publishes all of its reports electronically to ensure the widest possible distribution and to minimize production costs. The IAWG supplements its standing reports (*Annual Reports*, annual *Inventories of Programs*, and annual *Regional Reports*) with special or ad hoc reports designed to address a specific mandate, foreign policy situation, or the needs of a specific community of program administrators.

Standing Reports

To fulfill our legislative and executive mandates, the IAWG publishes its findings every year in our *Annual Report* and our *Inventory of Programs* report. The *Annual Report* includes synopses of all of the IAWG's activities for the fiscal year. The *Inventory of Programs* contains program and financial information on all of the international exchanges and training activities of the U.S. Government. It also includes organization-specific information as well as summary breakdowns of participants by country. This year's *Inventory* also contains a special duplication assessment and a study of the International Affairs Budget (Function 150).

Our first three *Annual Reports* (for fiscal years 1997,1998, and 1999) had the *Inventory of Programs* incorporated in them. However, the *Annual Reports* for fiscal years 2001 and 2002 do not include the full *Inventory of Programs*. Instead, we published the *Inventory* as a separate report.

Each year the IAWG uses the data submitted for the *Inventory of Programs* to create *Regional Reports*.[24] These reports focus on region-specific information and include country summary tables, programs listed by country, programs listed by sponsoring federal organization, and regional summaries of the types of participants (e.g., government employees, teachers, business professionals) and their fields of activity (e.g., science, business, public administration).

Another report that the IAWG produces each year is the *Compilation of U.S. Government-Sponsored International Visitors Programs.* Developed for administrators of U.S. Government-sponsored international visitor programs, the *Compilation* provides a profile of each of these programs. It includes information on the fields and topics covered, standards for participation, and names of program contacts. It also includes contact information for local Councils of International Visitors throughout the United

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[24] The *Regional Reports* for fiscal years 1998, 1999, 2000, and 2001 focused on East Asia and the Pacific, the Near East, New Independent States/Eurasia, South Asia, Sub-Saharan Africa, and the Western Hemisphere.

States and reference resources that can be useful when designing international visitor programs. The *Compilation* is available both in print and electronically.

Special Reports

The IAWG develops and publishes special reports to address specific Congressional mandates or in response to specific requests from member organizations and other interested parties. These include one-time-only assessments, on-going reviews, and topic- or country-specific studies. The IAWG has produced a number of these reports over the last five years.

Performance Measurement

The IAWG published *Measuring the Performance of International Exchanges and Training Programs* in 2000. This was the first full report on performance measurement recommendations by the IAWG (as mandated in the IAWG's authorizing legislation). The report includes a tailored primer for measuring the performance of international exchanges and training activities, profiles of two organizations that have taken an innovative approach to performance measurement, a discussion of measuring performance across various international exchanges and training programs, and examples of performance measures in different types of international exchanges and training programs. (This study is discussed in more detail in Chapter 5.)

Country Field Studies

The IAWG has conducted six country field studies in an effort to examine international exchanges and training from the field perspective. [25] We have found that many best practices exist in the field that can be replicated, at least in part, in Washington. Country study teams were comprised of representatives from IAWG member organizations – usually those organizations whose membership in the IAWG has been mandated by the President and Congress. Each interagency country study team:

- Verified the data contained in the inventory of programs.

- Determined the level of in-country coordination and information-sharing on exchanges and training programs in the field, and examined programs for complementarity, synergy, duplication, and/or overlap issues.

- Identified administrative and programmatic best practices related to exchanges and training from program officers, embassy colleagues, and host-country contacts.

- Observed the degree of host-country input into exchanges and training program operations.

- Learned about private sector initiatives and the degree of support solicitations received in-country by USG agencies conducting exchanges and training.

Although each field study represented a view into the international exchanges and training arena from the specific and unique perspective of an individual country, several common themes emerged among them. These themes, which are echoed throughout this report, identified opportunities for increased communication and collaboration between Washington and the field.

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[25] Country field studies were conducted for the Dominican Republic, Georgia, Morocco, Poland, South Africa, and Thailand.

- Defining international exchanges and training and clearly articulating what type of data should be collected presents a continuing challenge for the IAWG. Input from the field suggests that organizations are not reporting all activities to the IAWG.

- Performance measurement continues to challenge organizations both in Washington and the field. Despite the benefits of performance measurement, the tools to implement an effective system (staff, financial resources, and clearly defined guidance) are slow to be put in place.

- Partnership plays a crucial role in the success and sustainability of U.S. Government-sponsored programs. Host country support and investment not only enables the USG to stretch thin resources, but also enhances results through evidencing host government commitment. NGOs provide invaluable expertise and insight into USG programming. And the private sector, while not a fully utilized partner, holds incredible potential for contributions and support.

- Distance learning technologies and other alternate approaches to traditional programming may yield program benefits by enhancing the scope of many existing programs and enabling the cost-effective implementation of new initiatives.

Duplication Studies

The IAWG has conducted two formal duplication studies: (1) *Business and Entrepreneurial Development Programs in the New Independent States and Central and Eastern Europe* and (2) *Graduate-Level Academic Programs.* These studies are discussed in more detail in Chapter 4.

Public-Private Partnerships

The IAWG has included extensive reviews of public-private partnerships in each of its *Annual Reports* and has published a number of case studies on innovative partnerships on its websites. These publications are discussed in more detail in Chapter 6.

Post-9/11 Impact Study

This year the IAWG completed a special review of the impact of the September 11, 2001, terrorists attacks on U.S. Government-sponsored international exchanges and training. The *Post 9/11 Impact Study* was developed as a means to showcase USG-sponsored exchanges and training initiatives developed in response to post- 9/11 foreign policy and national security priorities. The study is also designed as a consolidated resource for program managers who now face a complex and dynamic array of security procedures, consular policy changes, and legislative mandates. The study (1) outlines the programmatic response of the federal exchanges and training community to the terrorist attacks of September 11 and resulting foreign policy priorities, (2) provides an overview of sponsoring organization security concerns and guidance on how to address them, and (3) reviews visa policies and procedures that have been changed or implemented since the terrorist attacks.

Review of MESP and Atlas Programs in South Africa

The Foreign Relations Authorization Act for Fiscal Years 1998 and 1999 required the IAWG to assess the feasibility and advisability of transferring funds and program management for the ATLAS or the Mandela Economic Scholars (MESP) programs, or both, in South Africa from the U.S. Agency for International Development to the U.S. Information Agency. The report was to include an assessment of

the capabilities of the South African Fulbright Commission to manage the programs and the cost effectiveness of consolidating the programs under one entity. Representatives of USIA, USAID, and the IAWG agreed that it would not be advisable nor feasible to transfer the MESP and/or the ATLAS programs to the South African Fulbright Commission. Both programs were being phased out. USIA and USAID believed that it serves no useful purpose to transfer authority during the final stages of these programs' existence. The IAWG recommended that once the Fulbright Commission was operational in South Africa, USAID and USIA should examine areas of possible collaboration of some programs.

WEBSITES

The IAWG believes that the Internet provides the best means of communicating with the international exchanges and training community at-large. IAWG members agree that web-based information is critical to reaching the broadest possible audiences and incorporating the most transparency into the workings of the IAWG. To that end, the IAWG has developed two websites to meet the needs of two distinct groups of stakeholders.

The interagency website, which is password protected, serves federal agencies that implement or have an interest in international exchanges and training programs. This group includes many active IAWG members. Federal officials need a one-stop resource for information on international exchanges and training, including policies and procedures, reference material, and contact information for counterparts in other organizations. This site contains a wide range of materials, including:

- Information on the IAWG
- Links to member and cooperating organizations
- Links to nongovernmental organizations (NGOs) that are partners in international exchanges and training activities
- Meeting information, including member contact information, agendas, minutes, surveys
- Staff papers and action plans
- Annual reports, special reports, and pre-IAWG inventory data
- International affairs planning documents and links to agency strategic plans
- Program administration information
- Links to U.S. embassies abroad and foreign embassies in the United States
- Travel information
- General reference information

The public website (www.iawg.gov) is geared to the public at large, including potential partners in the exchanges community and potential participants who are seeking information about programs sponsored by the U.S. Government. They need basic information on USG programs, regulations, and contact information. This site includes all of the information listed above, with the exception of IAWG meeting materials and internal documents.

The IAWG views both websites as the foundation of its information clearinghouse. While the IAWG began recording "hits" to these sites only in mid-1999, the two sites combined registered over 9,000 in the first three months of their existence. Today, they are averaging that many hits each month.

OUTREACH ACTIVITIES

A significant strength of the IAWG is the outreach activities undertaken by the staff. These include information services, consultations, and other types of assistance to member and contributing agencies, NGO partner organizations, and members of the general public.

Surveys

Throughout the years, the IAWG has used many tools to assess the needs of member organizations and to determine what issues need to be addressed through the IAWG's forum. Our primary, and most frequently used, tool has been member surveys. We conducted our first survey shortly after our inception to identify common issues and challenges facing administrators of international exchanges and training programs. Subsequent assessments of visa issues, insurance programs, and data management practices grew directly from the findings that emerged from our initial survey. Since then, we have conducted surveys on public and private sector partnership issues, performance measurement, and the utilization of distance learning technologies. We also used surveys to augment our duplication studies and to develop our *Post 9/11 Impact Study*.

IAWG Announcements and Alerts

The IAWG uses many contacts throughout the federal government to convey critical information to the exchanges and training community. This has never been more evident and useful than in the days and weeks following the events of September 11, 2001. IAWG actions following September 11 illustrate the value of the relationships, knowledge base, and network that the organization has developed over the years. Immediately following the terrorist attacks, the IAWG received numerous calls from government agencies seeking guidance on administering international programming. For many non-foreign affairs organizations, the IAWG was the only source of policy information. The IAWG sent out regular alerts on travel warnings and public announcements, explaining how these could best be interpreted to guide informed decision making. The IAWG also shared State Department guidance on safeguarding American citizens overseas. As consular policies became increasingly dynamic, the IAWG began sending out regular announcements regarding changes in visa policy and processing guidelines. These announcements were often the first "official" notification received by agencies of policy shifts and changes. Periodically, the IAWG's announcements were distributed by member organizations throughout the larger exchanges and training community to speed the flow of accurate and essential information.

FORUM BUILDING ACTIVITIES

The IAWG serves as a conduit of information for member organizations seeking to share lessons learned, communicate best practices, and collaboratively address common issues and challenges with others in the federal international exchanges and training community. The IAWG has hosted workshops, formed study groups, and sponsored roundtables to address various issues that are important to the administration of international exchanges and training activities. Ongoing groups, such as the International Visitors Roundtable, provide a forum for coordination, sharing best practices, and addressing common issues and challenges. Workshops and briefings, on issues as diverse as visa

policies and increasing access to programs for people with disabilities, serve to educate and inform the exchanges and training community. Study groups, such as those formed to examine partnership issues, performance measurement, administrative challenges, distance learning, and program duplication, provide in-depth reviews that can be used to make recommendations on increasing efficiency and effectiveness.

IAWG Workshops

The IAWG periodically conducts workshops or special briefings for U.S. Government program sponsors to familiarize them with specific aspects of exchanges and training programming. To date, the IAWG has conducted workshops and briefings on:

- The Student and Exchange Visitor Information System (SEVIS) (2002)
- Including Individuals with Disabilities in International Exchanges and Training Programs (2001)
- Advanced Distributed Learning (ADL) and the ADL-Collaborative Laboratory (2000)
- International Education Policy (2000)

Study Groups

To achieve its many mandates, the IAWG has formed study groups comprised of representatives from various federal organizations. These groups assess the primary mandates of the IAWG (involving administrative best practices, public-private partnerships, performance measurement, and duplicative and complementary programming), devise strategies for addressing these issues, create all project deliverables, and develop longer-term follow-on activities. For leads on appropriate topics that merit further review by a study group, the IAWG keeps abreast of current trends and developments related to international exchanges and training, consults with IAWG members and other contacts, and conducts various surveys. IAWG study groups have focused on the following issues thus far:

- Common Issues and Challenges
- Partnership
- Performance Measurement
- Visa Usage Issues
- Duplication Studies
- Distance Learning
- Country Studies (individual country teams operate as short-term study groups)

Most of these study groups were formed to examine issues mentioned in our Congressional and Executive mandates. (Their activities have been addressed in other sections of this report.) The distance learning study group, however, is one exception. While not specifically listed as part of our mandates, the IAWG views distance learning as a mechanism that could be used to support and expand international exchanges and training. It permits shared learning by students across great distances, thereby reducing costs associated with travel. Thus, in FY 1999, the IAWG formed a distance learning study group to review this fast-growing enterprise.

The study group surveyed Washington and Mission-based personnel to determine the level of engagement in distance learning activities and to assess the needs of member organizations. The survey responses indicated that at that time few government organizations used distance learning resources to

conduct international exchanges and training programs. However, several agencies wanted to explore options for doing so in the future.

Survey findings also indicated that respondents generally supported distance learning as a concept. However, no coherent or consistent view emerged on how to implement distance learning on an interagency basis. Therefore, the IAWG decided to form an interagency panel on distance learning to assess the overall need for distance learning and to determine how best to structure an effort that would leverage distance learning initiatives from all sectors of society as a viable option to support and expand USG international exchanges and training activities.

In FY 2001, the panel fulfilled two of its objectives:

- In April 2001 the panel, in collaboration with IAWG staff, sponsored a briefing/tour of the Advanced Distributed Learning (ADL) Collaborative Laboratory (Co-Lab) in Alexandria, Virginia, as a way to help inform USG organizations about advanced distributed learning resources and expertise.[26]

- In September 2001, the panel launched an online distance learning clearinghouse, which includes information about the panel's activities and reports, profiles of grants/programs with a distance learning component, links to related sites, and resource contacts. The clearinghouse is attached to the IAWG's Internet site: http://www.iawg.gov/info/distancelearning. It is updated periodically to report on new and emerging developments in the field of distance learning.

Roundtables

The IAWG has formed several roundtables to focus on specific programming or administrative matters. These roundtables meet either annually or when there is a need to discuss certain issues. To date, the IAWG has formed three roundtables: Visa Issues, International Visitors, and the new English Language Programs.

Visa Issues Roundtable

The first roundtable created by the IAWG grew from a study group formed to focus on visa issues. The initial group was comprised of members from eight federal organizations, and has since grown to include representatives from nearly every IAWG member organization and numerous contributing agencies. The initial goals of the study group/roundtable were to clarify visa regulations for government administrators, air concerns of the federal international exchanges and training communities, facilitate positive communication among stakeholders, and promote administrative efficiencies for all agencies. Currently, the Visa Issues Roundtable meets on an ad hoc basis when new policies or procedures need to be discussed in an open forum.

In 1998, the Visa Issues Study Group/Roundtable surveyed federal departments and agencies about their use of visas in implementing international exchanges and training programs. Based on survey results and subsequent roundtable discussions, the group developed a visa issue paper and a formal Request for Guidance that was sent to USIA's Office of the General Counsel (USIA/GC), the Department

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[26] The ADL Co-Lab Network was created to support the Advanced Distributed Learning initiative. The vision for the ADL initiative is to provide access to the highest quality education and training that can be tailored to individual needs and delivered cost effectively, anywhere and anytime.

of State's Bureau of Consular Affairs (CA) and the Immigration and Naturalization Service (INS) in early 1999.

The study group survey found that federal organizations regularly use six different visas to facilitate exchanges and training programs. While the majority of the respondents use the J visa, which is traditionally associated with international exchanges and training, others also or alternatively use A, B, G, H, O, and TN visas. In some instances, these visas appear more appropriate than the J or are considered the "lesser of two evils." No single visa was found to be appropriate or adequate for all exchanges and training activities and needs.

On September 25, 2000, the IAWG, along with the Departments of State and Education, sponsored a Visa Issues Roundtable meeting that provided an overview of the types of visas available for participants in international exchanges and training programs. Representatives from the Department of State's Bureau of Consular Affairs, Bureau of Educational and Cultural Affairs – which administers the Exchange Visitor (J visa) Program – and the INS conducted the roundtable. The meeting resulted in the identification of major visa issues and challenges still facing federal program sponsors.

While the Visa Issues Roundtable has not met on a regular basis over the past two years, the IAWG has conducted briefings, workshops, and other activities related to visa issues. In July 2002, for instance, the IAWG sponsored a special briefing on SEVIS for IAWG members and contributing agencies. Since September 11, 2001, the IAWG has issued announcements and alerts concerning visa policy changes.

International Visitors Roundtable

International visitors (IV) programs sponsored by the U.S. Government bring participants to America to meet and confer with professional counterparts and experience firsthand the United States and its institutions. To assist federal employees who administer these programs, the IAWG invites them to participate in an annual roundtable. (As noted earlier, the IAWG produces an annual compilation of USG international visitors programs.) The roundtables provide IV program administrators with an opportunity to network with one another, discuss common challenges and issues, share best practices, and find ways to administer their programs with increased efficiency and effectiveness. The IAWG primarily serves as a facilitator; it provides a mechanism for communication and coordination among IV program administrators. IV program administrators and the IAWG staff collaborate with each other to determine the topics of discussion.

Roundtable I

The IAWG convened the first meeting of the International Visitors Roundtable on June 24, 1999. Twenty-one representatives from 16 federal departments and/or agencies attended. Participants raised a wide variety of common issues and expressed interest in meeting again to discuss them in more detail. Topics of interest included the following:

- Program administration requirements and staff resources
- Lead-time needed to plan programs
- Program content and development
- Selection/screening of appropriate visitors
- Appropriate timing of visitor programs
- Obtaining program feedback

As a result of this first roundtable, the IAWG distributed a list of roundtable attendees to facilitate continued dialogue among members; created an international visitors program-specific FAQ sheet on its interagency website to address questions raised during the first roundtable meeting; and produced the first *Compilation of U.S. Government-Sponsored International Visitors Programs*.

Roundtable II

The second roundtable was held in December 1999. Fifteen participants from nine federal agencies attended. Among the topics discussed: developing additional resources to counteract the risk of overtaxing current resources and contacts; developing pre-packaged programs on specific thematic areas; coping with USG staff shortages and/or increased numbers of visitors; and evaluating effectiveness of IV programs and/or IV participants.

Roundtable III

The third roundtable, held in December 2000, was attended by more than a dozen program administrators from ten federal agencies. Among the topics the group discussed were visa issues as related to international visitors, how the HIV/AIDS pandemic affects U.S. foreign policy, and the proposed agenda for a forthcoming National Conference for International Visitors.

Roundtable IV

The fourth roundtable, held in February 2002, was attended by 21 representatives from 18 federal organizations. Among the topics the group discussed were anti-terrorism efforts and how international visitor programs are affected by the current national security environment; selection of international visitor program participants at U.S. embassies abroad; and the NCIV network and forthcoming national conference. The *FY 2001 Compilation of U.S. Government-Sponsored International Visitors Programs* was distributed at the meeting.

English Language Programs Roundtable

This is the newest roundtable sponsored by the IAWG, having met for the first time in November 2002. Since the events of September 11, 2001, renewed emphasis has been placed on federally-sponsored programs that increase understanding of U.S. culture and values, promote national security and global stability, and strengthen democracy through development programs targeting underrepresented or marginalized segments of society. English language programming is critical to achieving these U.S. foreign policy goals. Increased English language proficiency deepens applicant pools, facilitates outreach efforts, enriches intercultural interactions, and bolsters development initiatives.

Several federal organizations actively support English language training programs, teacher training, and curriculum development. The IAWG created the English Language Programs Roundtable to facilitate communication among program sponsors and to increase mutual awareness of existing programs. The roundtable will enable sponsors to share experiences and best practices, avoid duplication, augment complementarity, and work together to address common issues and challenges.

The first Roundtable brought together representatives from the Departments of State, Education, and Defense and the Peace Corps to discuss their programs and ways in which resources could be shared or maximized to benefit the largest possible audiences. For example, information on fee-based (Defense) and freely available (Peace Corps) curriculum was exchanged. The group was also briefed on an

innovative distance learning project being undertaken by the Department of Education and the Government of the People's Republic of China. This project, once completed, could potentially be replicated in other countries/regions.

The Roundtable identified several objectives and off-setting challenges facing program sponsors:

- Incorporating values-based content while avoiding American "imperialism" or ethnocentrism.

- Training teachers and instructors without causing a "brain drain" that could adversely affect a country's future.

- Providing ELP and complimentary programming without creating an unnecessary overlap of USG efforts.

- Providing more advanced distributed learning in the midst of limited technology and regulations restricting the distribution of teaching materials.

CHAPTER 4: DUPLICATION AND OVERLAP

"…to identify administrative and programmatic duplication and overlap of activities by the various United States Government departments and agencies involved in Government-sponsored international exchanges and training programs, to identify how each Government-sponsored international exchanges and training program promotes United States foreign policy, and to report thereon."

Identifying and assessing duplication figures prominently in the IAWG's mandates. With nearly 100 unique entities reporting exchanges and training activities to the IAWG[27], the potential for duplication among them is extensive. Several organizations, most notably those in the foreign affairs community, have related missions, so some degree of program overlap can be expected. However, outright duplication, unless warranted by the scope and magnitude of programming needs, leads to the inefficient expenditure of valuable resources. While the IAWG's experience has been that many programs and activities that appear superficially duplicative actually are not, careful examination is continually needed to distinguish between desirable complementary programming and unnecessary duplicative programming.

The IAWG has developed a five-point framework for assessing duplication and overlap of programs. For any given group of programs, the level of duplication is proportionate to the degree in which overlap occurs in the following five areas. The areas are listed in order of decreasing importance in determining duplication:

(1) Topic – the theme of the program, such as business development, public administration, women's leadership, criminal investigations, etc. This is the critical factor and the most basic element in assessing duplication.

(2) Target country/region – where the participants are from or where they are traveling to in order to participate in the activity.

(3) Target population – those for whom the program activities are geared, such as students, young professionals, government representatives, military representatives, etc.

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[27] There are 99 unique agencies, many of which are entities within cabinet-level departments, that reported FY 2001 data to the IAWG.

(4) Intended results – what the activity is intended to achieve. Intended results for a given type of program can vary significantly from one sponsoring institution to another. For instance, foreign language training programs in two different agencies may target undergraduate students studying the same language. But one program may stipulate that the student pursue further study or employment in a security-related field in order to improve the human resources available for security-related organizations. The other program may be geared more generally toward helping the student meet future academic goals or promote the internationalization of the student's home university.

(5) Methodology – the means by which a program is conducted (for example, internships, classroom study, on-the-job training, workshops, distance learning, and consultations).

An example from a previous IAWG study illustrates how these factors can be used to assess the level of duplication between programs; it also illustrates the limitations of a cursory review. Several organizations in the federal government provide business training programs to entrepreneurs from Russia in order, in part, to support Russia's transition to a market economy. Many of these programs include internships with American businesses. Two of the most well known, the Department of State's Community Connections Program and the Department of Commerce's Special American Business Internships Training (SABIT) Program, appear duplicative. Both offer business (topic) internships (methodology) to entrepreneurs (target audience) from Russia (target country) in order to assist Russia's transition to a market economy (intended long-term result). However, closer examination of methodology and intended results yields significant differences. The Community Connections program stresses public diplomacy and people-to-people relationships. The program inspires American citizens to volunteer their business know-how, time, and resources to deliver personalized foreign assistance in their own businesses and communities. Community organizations and local volunteers are the primary implementers of program activities. The SABIT Program differs in that it is driven more by the needs and objectives of U.S. industry. While it, too, was created in order to support the NIS countries' transition to market economies, it has a dual primary objective of boosting U.S.-NIS long-term trade. U.S. firms make the final decision about whom they will accept for internships. Approximately 85 percent of the U.S. companies that participate in SABIT already know whom they wish to train. The program facilitates meeting the firms' goals. So, while these programs are very similar, they affect and address the needs of different audiences in the United States. For this particular example, another point is crucial. Russia is a vast country and the goal at hand, economic transition, is tremendous. In this case, the resources of many federal agencies are needed to achieve this objective.

DUPLICATION REVIEWS: FY 1997- FY 2001

Over the past five years, the IAWG has conducted several duplication studies of varying magnitude and has included duplication reviews in its six country field studies. For the *FY 2001 Inventory of Programs*, the IAWG introduced a new annual duplication review that will be included in all subsequent program inventories.

To evaluate the potential for duplication and overlap, the IAWG has divided all reported federally-sponsored exchanges and training programs into duplication assessment categories. These categories are, to a certain extent, self selected by program sponsors using the IAWG's Internet-based data collection system. Organizations are encouraged to identify their programs with as many categories as

may apply.[28] While this practice provides the most complete and accurate repository of information on reported programs, it complicates the process of assessing duplication among them. Therefore, for the purposes of duplication assessment, the IAWG placed programs into one of the following five categories:

(1) Cultural Programs
(2) Visitor Programs/Briefings
(3) Scientific Research and Development
(4) Academic/Education Programs
(5) Professional Training and Exchange Programs

Current and previous assessments of programs within each of these categories are summarized below. For full duplication reviews, please see the IAWG's formal duplication studies, duplication reviews in previous annual reports, and the *FY 2001 Inventory of Programs.* Links to these materials are available at the end of this chapter.

Cultural Programs

Cultural programs constitute the smallest and most limited subset of the government's international exchanges and training programs. Although all exchanges and training programs have cultural components – they increase cross-cultural awareness and enhance mutual understanding – the IAWG groups together those programs dealing specifically with the arts and cultural preservation as "cultural" programs. Cultural international exchanges and training programs are sponsored by the Japan-U.S. Friendship Commission (JUSFC), the National Endowment for the Arts (NEA), the U.S. Holocaust Memorial Museum (USHMM), and the Department of State's Bureau of Educational and Cultural Affairs (ECA).

Cultural programs represent less than one percent of all federal funds expended on exchanges and training programs and involve only one percent of all exchange and training participants. The likelihood of duplication is extremely low, in large part because these programs are so limited; they reflect the area of specialization and the specific mandate of each sponsoring organization, and the small number of active agencies and programs facilitates communication, cooperation, and coordination among them.

Visitor Programs

In its first *Annual Report* (FY 1997), the IAWG identified international visitor tours/briefings as a potentially duplicative area of programming. At that time, we determined that between 15-22 organizations sponsored some sort of visitor program and/or provided consultations that may periodically assume the nature of a visitor program. In the *FY 2001 Inventory of Programs*, the IAWG identified at least 28 federal organizations that sponsor international visitor programs and activities.

The IAWG broadly defines international visitor programs as those programs in which participants meet with or observe the operations of professional counterparts and/or tour relevant facilities with the goal of sharing ideas, experiences, and approaches. Mutual understanding is enhanced through exposure to U.S. culture and values. Visitor programs can include, but are not limited to, meetings, briefings, tours,

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[28] For example, an exchange program may host a group of medical researchers to spend two weeks in consultations, meetings, and briefings with professional counterparts and two weeks in training on the use of new medical technologies. Would this program be best categorized as a visitor program, a training program, or a scientific research and development program? Our database allows for self-categorization in all three areas.

and opportunities for professional observation. They do not usually include direct training, internships, classroom study, or on-the-job training. In some instances, the IAWG has included international symposia and conferences in this category if the emphasis appears to be on sharing information and meeting professional counterparts as opposed to skills acquisition. International gatherings that were part of larger technical assistance projects or which had overt training elements are included under training programs.

In preparation for its *FY 1998 Annual Report*, the IAWG conducted a full review of international visitor programs. It found that the diversity of programming approaches, content, and objectives among these programs made it infeasible to recommend a unified approach to or a central administrative mechanism for them. The IAWG believes that decentralized and specialized administration of these programs works well. However, international visitor programs needed to increase communication among them to benefit from sharing lessons learned, communicating best practices, and discussing common challenges and issues. The IAWG created the International Visitors Roundtable to address this need.[29]

In general, the risk of duplication among international visitor programs is quite low. While the methodologies used (meetings, briefings, and observation tours) are very similar, the topics covered by the program directly reflect the area of expertise of the sponsoring organization. Visitors are hosted from all over the world and are often professional counterparts of personnel from the hosting organization. Intended results vary program by program, but all have in common the desire to increase understanding and develop professional relationships.

Scientific Research and Development

The IAWG devoted an entire chapter of its first annual report to programs sponsored by science and technology agencies. The report noted that these programs often differ from traditional exchanges and training programs in that they derive from national research needs and are more appropriately termed "collaborative research" than "exchanges and training." However, the argument can be made that "collaborative research" is a type of international exchange as defined in the IAWG's mandate. The IAWG continues to assert that assessing duplication among scientific programs requires technical understanding and expertise largely beyond the scope of the IAWG and should be done elsewhere.[30] However, as part of our FY 2001 duplication assessment, the IAWG attempted to identify areas that may warrant further scrutiny by more expert organizations and sponsors themselves.

Thirty international exchanges and training programs reported to the IAWG in FY 2001 can be categorized as scientific research and development programs. An additional 60 reported programs have scientific/technological elements, but are more appropriately categorized as academic, training, or visitor programs. The majority of the 30 programs categorized as scientific research and development programs are sponsored by the Departments of Agriculture, Commerce, Energy, and Health and Human Services. Other sponsors include the Department of the Interior's U.S. Geological Survey, the National Aeronautics and Space Administration, and the National Science Foundation.

A cursory review indicates that the majority of these programs focus very specifically on the mandates and areas of expertise of the sponsoring organizations. Two topics that appear among more than one sponsoring organization in the scientific exchanges and training arena are nuclear nonproliferation and

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[29] Please see Chapter 3, pp. 37-38 to learn more about the International Visitors Roundtable.
[30] *FY 1997 Annual Report: Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training*, Chapter II, "Programs of Science and Technology Agencies," pp.12-19.

the environment. At least four organizations conduct some type of exchange or training program focusing on nuclear nonproliferation (though two are included in the "training" category of this assessment). Others may touch on it in the course of implementing related programming. Numerous entities that conduct scientific programs, as well as many which sponsor international visitors and conduct training programs, refer to environmental assessments, research, education, and preservation in their reports to the IAWG. However, because environmental issues and concerns are often a facet of larger programs, the potential for explicit duplication is unclear.

While many mechanisms exist for coordinating scientific activities, organizations, especially those sponsoring nonproliferation and environmental programs, should ensure that they communicate with each other to increase awareness of their activities, promote complementary programming, and avoid unnecessary duplication.

Academic/Education Programs

The IAWG defines academic/education programs as those in which the primary focus of the participant is to attend educational institutions or contribute to the development of such institutions and their curricula. We also include programs that are designed to improve educational systems in developing countries. Academic/education programs can be further categorized by the level of exchange, from elementary and student exchanges to postdoctoral research programs. Programs also include teacher training, curriculum development, and university administration initiatives. While mid-career educational programs could fall under this category, they are, for the most part, categorized as training if they are short-term and/or place a greater emphasis on practical training than on classroom learning. For the purpose of this assessment, all language training courses have been included as academic/education programs.

Twenty-two academic/educational programs were reported to the IAWG in FY 2001. At least 12 other reported programs include formal academic components. The primary sponsors of academic/ educational programs are the Departments of Defense, Education, and State. Additional programs that are academic in nature or have strong academic/educational components are sponsored by the Department of Transportation (U.S. Coast Guard and the Maritime Administration), the Japan-U.S. Friendship Commission, the National Endowment for the Humanities, the U.S. Agency for International Development, the Woodrow Wilson International Center for Scholars, and the U.S. Institute of Peace.

While these programs have many commonalities, they also have significant differences. Some target specific world regions or countries. Most target a narrow population of participants (such as undergraduate students, post-Ph.D. researchers, teachers). Where commonalities exist in topic, audience, and region, goals may differ.

The IAWG's FY 2001 duplication review noted that there is only one area of academic programming that may warrant closer review and, potentially, coordination: foreign language and area studies programs. No fewer than eight federal organizations (including sub-agencies/bureaus of the Departments of Defense, Education, and State) support language and area studies programs. Many of these have different target audiences, focus on a specific language or country, or are designed to achieve specific and unique goals. However, the number of programs suggests that the potential exists for some overlap. Considering that the United States lags behind much of the world in terms of foreign language proficiency, this may be desirable. However, these programs likely could benefit from increased communication and cooperation to avoid *unnecessary* overlap, share best practices, and address common challenges.

Prior to this year, the IAWG conducted two duplication assessments of academic/education programs: *Graduate Level Academic Programs* (2000) and *Review of MESP and ATLAS Programs in South Africa* (1999). A synopsis of each study appears below:

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Synopsis: Graduate-Level Academic Programs, 2000

In its *FY 1997 Annual Report*, the IAWG identified graduate-level academic programs as a potential area for duplication and overlap. A full study was conducted for publication in 2000. This study found that the 18 USG graduate-level academic programs that were being administered at the time appeared to exhibit certain commonalities, being similar in nature and having similar outcomes. Each program studied fostered international learning experiences, promoted cultural awareness, and/or strengthened the U.S. knowledge base about other countries. However, the IAWG study revealed that these programs – created primarily by Congressional mandates, Executive Orders, and federal initiatives – have their own specific programming goals, target different audiences, and focus on different areas of the world. Roughly half of these programs, for example, offered U.S. citizens an opportunity to participate in an overseas program while the other half enabled citizens of foreign countries to pursue graduate education and/or training in a U.S. institution. Some programs were so narrowly focused that only individuals from one specific region or even one single country could apply. In some cases, the programs focused on very specific subjects, such as business development, for participants to study.

The IAWG's study addressed the role of Congress and/or the White House in creating and supporting academic programs. Respondents to the IAWG's survey on graduate-level academic activities reported that Congress and/or the White House initiated the creation of nine of the programs reviewed. The IAWG noted that this had, at times, resulted in the creation of overlapping programs. When this occurred, however, agencies worked to diminish administrative overlap and increase overall program yield.

While adverse instances of duplication were not found among graduate-level academic programs, the IAWG noted that these programs could benefit from the incorporation of cost-saving enhancements. The IAWG recommended distance learning approaches as an augmentation to, but not a replacement of, academic exchanges. While there is no substitute for actual, in-person, on-the-ground experiences, distance learning technologies could increase cost efficiency and vastly expand potential audiences.

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Synopsis: Review of MESP and ATLAS Programs in South Africa, 1999

The Foreign Relations Authorization Act for Fiscal Years 1998 and 1999 required the IAWG to assess the feasibility and advisability of transferring funds and program management for the Advanced Training for Leadership and Skills (ATLAS) or the Mandela Economic Scholars (MESP) programs, or both, in South Africa from the U.S. Agency for International Development to the U.S. Information Agency. The report was to include an assessment of the capabilities of the South African Fulbright Commission to manage the programs and the cost effectiveness of consolidating the programs under one entity.

The IAWG's subsequent study involved representatives from the U.S. Information Agency and the U.S. Agency for International Development (USAID), both in Washington and in Pretoria.

Mandela Economic Scholars Program (MESP)

The MESP program provides long-term university training for South African economists and is designed to strengthen the South African government's capacity in formulating, evaluating, and implementing economic policies. Programs are designed at the master's degree level (18-24 months) and doctorate level (4 years). Individuals who receive training under this activity are expected to commit to a period of service with the South African Government equivalent to at least one year for each year of training received or to fully reimburse the costs of the training involved. Reciprocally, the South African Government commits to employing these individuals for the same period of time in jobs which will utilize the skills and knowledge acquired through the training program.

The selection of MESP participants was slated to end in 2001. The last group of MESP scholars is expected to return to South Africa by 2005.

The average yearly cost for a fully-funded MESP participant in the master's degree program, at the time of the IAWG's study, was $23,103; the average yearly cost for an MESP participant in the doctoral program was $19,991.

Advanced Training for Leadership and Skills (ATLAS) Program

ATLAS is a regional activity focused on the leadership development needs of all sub-Saharan Africa. The program in South Africa specifically addresses critical deficiencies in South Africa's higher education system. ATLAS is providing academic and leadership development training for faculty from historically disadvantaged institutions of higher education at the master's and doctoral levels in a variety of disciplines. At the time of the IAWG's report, ATLAS participants were to have all finished their programs by 2001. No further ATLAS intake was anticipated for the program in South Africa, since all available funds were fully committed to the completion of then-current master's and doctorate programs.[31]

For fully funded participants in the ATLAS master's program, the average yearly cost per participant, at the time of the IAWG's study, was $28,156; the average yearly cost for a doctoral candidate was $25,679.

Status of Fulbright Commission/South Africa

At the time of the IAWG's study, the Fulbright program in South Africa was the largest and most active Fulbright program in Africa. While the South African Fulbright Commission was established in October 1998, USIS/South Africa estimated that the Commission would not become fully operational before the year 2000. In light of this, USIS/South Africa planned a gradual transfer of exchange programs to the Commission to allow sufficient time for the Commission to become adept at handling these activities. USAID, USIS/USIA, and Commission

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[31] While ATLAS was scheduled to end, as reported to the IAWG, USAID reports that a three-year extension was signed. Under this extension, the final participants will complete their programs in December 2002. However, USAID has posted a pre-solicitation notice on its website that would extend the program an additional five years.

board members believed that after an additional year or so under the tutelage of USIS South Africa, the Commission would be competently managing the South African Fulbright program. During a visit to Pretoria in early 1999, two USIA officials (the Director of the Office of Academic Programs and the Director of the African Programs Branch of the Academic Programs Division) met with USAID and Fulbright Commission board members. They discussed the MESP and ATLAS programs and reviewed the operational status of the Commission. All parties involved agreed that the Commission needed time to become proficient in managing the wide array of Fulbright exchanges before taking on any additional programs outside of its core responsibilities.

For cost comparison purposes, the average yearly cost of a Fulbright grant for a fully funded student is $27,802. When including costs for partially funded Fulbright grants, the average yearly costs are $16,650 for a new student and $14,250 for a renewal.

Findings and Conclusion

USIA, USAID, and USIS agreed that it would not be advisable nor feasible to transfer the MESP and/or the ATLAS programs to the South African Fulbright Commission. Both programs were being phased out. USIA and USAID believed that it serves no useful purpose to transfer authority during the final stages of these programs' existence. The IAWG concurred with this assessment.

The IAWG recommended that once the Fulbright Commission was operational in South Africa, USAID and USIA should examine areas of possible collaboration of some programs. If either the MESP or ATLAS program were to be extended beyond their obligation schedules, the IAWG could revisit its recommendations.

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Professional Exchanges and Training Programs

Professional exchanges and training programs encompass more than half of the IAWG's annual inventory of programs. Activities include training programs, personnel and citizen exchanges, cooperative programs that emphasize collaboration, and technical assistance programs that include exchange and training components. Because of the enormity and complexity of this category, it is very difficult to evaluate duplication. Like the other categories, agencies tend to sponsor activities that reflect their unique areas of specialization and expertise. For example, personnel exchange programs, by their very nature, cannot be duplicative because they are unique to each sponsoring organization and focus entirely on foreign counterpart organizations. Even when topics appear to have strong similarities, the focus of the sponsoring agency (as noted in our Russian entrepreneur training example above) often differentiates them.

Those programs and initiatives that are not unique to their sponsoring organizations can be divided into the following broad categories: democratization and rule of law, economic/market development programs, and law enforcement training.[32] Within each category, the programs and training initiatives can vary significantly. Definitive duplication assessments of each category are nearly impossible because many programs within the categories are reported to the IAWG in the aggregate, meaning that project-

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[32] Rule of law and law enforcement training programs are often grouped together when conducting analyses because they are highly complementary. The IAWG has chosen to differentiate between them here because rule of law programs are often included in aggregated reports that address democracy programs.

specific data is not reported. Therefore, we generally are only able to highlight areas of complementarity and potential duplication. However, we have previously conducted further exploration on both rule of law programs and business and economic development programs in Eastern Europe and Eurasia. These studies are addressed below, along with a summary of the IAWG's FY 2001 assessment.

Democratization and Rule of Law[33]

Activities within this category are very diverse and can include, but are not limited to, conflict resolution activities, media training, NGO development, and strengthening governing institutions in a given country. Two of the primary sponsoring organizations for these programs, the State Department's Bureau of Educational and Cultural Affairs and the U.S. Agency for International Development, provide the IAWG with aggregated program information. Therefore, a duplication review would require gathering additional data from each organization, along with other program sponsors. One previous IAWG study, however, falls within this category of programming. A synopsis of the IAWG's review of rule of law programming follows.

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Synopsis: Rule of Law Programming

In its *FY 1997 Annual Report*, the IAWG identified rule of law/administration of justice programs as an area of potential duplication. In 1998, the IAWG began an initial review of federally-sponsored rule of law (ROL) programming. Concurrently, the General Accounting Office (GAO), at the direction of Congress, also began a review of these programs. To avoid duplicating numerous subsequent GAO studies, the IAWG focused on the basic framework of rule of law programming and highlighted coordination efforts undertaken by the major agencies involved. The IAWG report, included in our *FY 1998 Annual Report*, described these efforts and offered an evaluation of the existing state of coordination. The report drew heavily from the two existing GAO studies and the IAWG's own report on interagency budget transfers and country studies. It cited budget transfers and performance measurement as challenges to rule of law coordination. Embassy-level interagency coordination was cited as one of the most important instruments to guard against duplication and overlap. A third GAO report was published on October 13, 1999, after the publication of the IAWG's *FY 1998 Annual Report*.[34] It examined the State Department's efforts since 1995 to coordinate rule of law assistance programs at the Washington, D.C., headquarters level. This report generally confirmed the IAWG's assessment. GAO cited high-level direction, beginning in March 1998, from both the Secretary of State and the Attorney General, which formalized coordination through the establishment of a Senior Coordinator for Rule of Law inside the State Department and interagency committees to review the Department of Justice's International Criminal Investigative Training Program (ICITAP). One of the established goals was to produce a coordinated FY 2001 budget. Like the IAWG, GAO found that the many interagency budget transfers in rule of law programming present a major challenge to smooth coordination.

In its *FY 2001 Annual Report*, the IAWG focused on Rule of Law programming in Eurasia as part of an ongoing review of programs in that region. A GAO study published in 2001[35] indicated that

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[33] Please note that law enforcement programs are often coupled with rule of law programs.
[34]GAO, *Foreign Assistance: Status of Rule of Law Program Coordination*, GAO/NSIAD-00-8R.
[35] United States General Accounting Office, *Former Soviet Union: U.S. Rule of Law Assistance Has Had Limited Impact*, GAO-01-354, April 2001, p. 1.

the United States provided about $216 million in assistance between FY 1992 and FY 2000 to support ROL programming in the former Soviet Union. (This figure includes not only exchanges and training, but also technical assistance.) The IAWG conducted a review of rule of law exchanges and training conducted in FY 2000 and determined that every country in Eurasia had U.S. Government ROL program activity. Eighteen ROL programs were conducted by the following agencies:

- Department of Commerce
- Department of Defense
- Department of Justice
- Department of State
- Department of the Treasury
- Department of Transportation
- Federal Communications Commission
- Federal Trade Commission
- United States Agency for International Development

More than half of the foreign participants were attributed to Russia (32 percent) and Ukraine (22 percent). Moldova, Georgia, Kazakhstan, and Uzbekistan accounted for less than ten percent of the participants each. The combined total number of participants from Armenia, Azerbaijan, Belarus, Kyrgyzstan, Tajikistan, and Turkmenistan was less than ten percent. Of the eighteen ROL programs in the IAWG database, six reported receiving FREEDOM Support Act funding.

FY 2000 IAWG data was not sufficiently disaggregated by country to analyze U.S. Government funding of ROL programs. However, Russia has historically (1992-2000) received the largest share of single-country ROL program funding (35 percent). Russia is followed by Ukraine (12 percent), Georgia (8 percent), and Armenia (6 percent). The combined funding total for all other Eurasian countries is 16 percent. An additional $64 million was allocated among multiple Eurasian countries and could not be easily disaggregated.[36]

Because of the attention given to rule of law programming by the GAO, the existence of a Senior Coordinator for Rule of Law within the State Department,[37] and the limited amount of project-level information submitted by federal agencies for the annual *Inventory of Programs*, the IAWG opted not to conduct a full duplication review of rule of law programs.

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Economic and Market Development Programs

Numerous federal organizations implement programs designed to aid in the development of market economies overseas, ensure economic stability, and promote U.S. commercial interests. Several organizations active in this area, most notably the Departments of State and Commerce, the African Development Foundation, Peace Corps, and the U.S. Agency for International Development, report data to the IAWG in such a way that only a cursory duplication assessment is possible, since project specific

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[36] Ibid., p. 7.
[37] The mandate for the Office of the Senior Coordinator for Rule of Law in the State Department expired at the end of January 2001.

data is not reported/collected. Therefore, the IAWG must rely on other information or inquiries to identify potential areas of duplication.

It did so in its first annual report when it identified business and entrepreneurial development programs in the NIS (now Eurasia) and Eastern Europe as potentially duplicative. In 2000, the IAWG conducted an in-depth duplication review of these programs. A synopsis of the review follows:

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Synopsis: Business and Entrepreneurial Development in Eastern Europe and Eurasia, 2000

International exchanges and training programs designed to provide professional level training to entrepreneurs and private sector representatives for the purpose of promoting private sector growth and sustainability are a key component of the overall U.S. Government assistance package. The IAWG's study of business and entrepreneurial development programs in the NIS and Eastern Europe examined (1) whether areas of duplication and/or overlap exist among these programs, and (2) whether best practices could be shared among these programs to enhance overall efficiency and effectiveness. The IAWG study focused on programs designed to train businesspeople and entrepreneurs that the Departments of Agriculture, Commerce, and State; the Peace Corps; and the U.S. Agency for International Development administer. It did not include programs that may foster and support the legal, economic, and regulatory environment necessary for the sustenance of a market economy, but do not directly train entrepreneurs.

The IAWG study found that while business and entrepreneurial development programs all address the same overarching goal, they do so in unique ways with a variety of specific objectives.[38] Despite similarities on many fronts, it does not appear that any of the surveyed programs duplicate others to a degree that would warrant elimination, reduction, or complete re-design. Even if duplication had been found, the economic situation in Eurasia and the related foreign policy goals of the United States dictate that significant resources be devoted to programming in this area. No single organization's approach stands out as a model that should be applied across the board; each addresses the needs of differing constituencies and/or complements the programming of other organizations. The diversity of these programs is a major factor in their collective strength.

Several suggestions were raised by organizations administering business and entrepreneurial development programs or became apparent through the course of the IAWG's study:

- Increased follow-on programming is needed to realize all the potential benefits of business and entrepreneurial development programs.

- The FREEDOM Support Act funding mechanism for several programs needs to be changed. Inherent delays in funding and unanticipated changes in country-specific targets challenge program administrators' ability to run efficient and effective programs.

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[38] While all U.S. Government-sponsored business and entrepreneurial development programs in Eurasia and CEE included in the study wholly or partially address overarching economic prosperity (which encompasses economic development, stability, open markets, and U.S. exports), three broad categories of programming emerged: business promotion (Agriculture and Commerce), development (USAID and Peace Corps), and public diplomacy (State). While each of these organizations includes elements of all three categories, they tend to focus more heavily on one, based on their organizational mission.

- Partnerships with the private sector, NGOs, and community organizations are critical to the success of the majority of the programs included in this study. Most programs exhibit close partnerships, but expanding these relationships or developing them where they are absent can further improve programs.

- While many programs, by design, must take place in the United States, reconsidering venues for others may yield cost savings and provide beneficial opportunities and experiences.

- Incorporating nonbusiness professionals into training programs or designing tandem programs for them can help foster support for business and private enterprise.

The most logical and effective safeguards against duplication and overlap among business and entrepreneurial development programs throughout the region can be employed at the embassy level. Embassy personnel have the best grasp of the needs of target communities in-country and can be sure that recruitment, selection, and follow-on programming is not duplicative. Intra and interagency coordination is crucial to ensure that these various programs complement each other and contribute to the achievement of overarching U.S. objectives in the region. Washington staff can complement this effort by sharing approaches, best practices, and ensuring that program designs do not contain overtly duplicative facets.

The full text of this study is available at
http://www.iawg.gov/info/reports/specialreports/bisdevstudy.pdf.

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International Law Enforcement Training

International law enforcement training is conducted by four federal departments (Justice, State, Transportation, and Treasury) but involves at least ten agencies or other sub-organizations within each Department. However, law enforcement activities are often included in "rule of law" program reviews. Coordination in Washington and in the field is important in this area of programming to ensure that efforts are complementary and support an overarching foreign policy strategy. The IAWG has not conducted any specific duplication reviews in this area, but a short case study was included in the IAWG's 1999 *Country Study: Poland.* A synopsis of the law enforcement/rule of law duplication assessment from the study appears below:

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Synopsis: Law Enforcement/Rule of Law Coordination in Poland, 1999

Many federal agencies are or have been involved in implementing rule of law/administration of justice programs in Poland. The law and democracy team, which consists of the Consul General, the Regional Security Officer, the Legal Attaché (FBI), and the Resident Legal Advisor (DOJ), coordinates these efforts at the Mission. Since the team is small and the individuals enjoy close working relationships, it meets and interacts informally and does not subscribe to more formalized operating procedures. The team keeps no formal records of programs or participants because (a) it is believed that agencies initiating programs keep such records and (b) time and staffing shortages at the Mission prevent it from doing so. As a result, no one compares the participant lists to ensure that there is no duplication in the training of Poles under similar programs/courses.

The team depends largely on the Government of Poland to recommend the appropriate people to receive training that benefits them, their organization, and society.

The law and democracy team focuses primarily on law enforcement programs. While there are programs in this area sponsored by the Drug Enforcement Administration and the U.S. Customs Service, no representatives from these organizations are stationed in Poland. Any coordination that takes place must be directed through those organizations' representatives in Berlin. The law and democracy team does not include representatives from the U.S. Agency for International Development (USAID) and the U.S. Information Service (USIS/USIA), even though these agencies have a history of rule of law programming. Additionally, the law and democracy team emphasized that law enforcement training could not be entirely effective without legislative reform. While the Resident Legal Advisor of the Department of Justice works actively in this area, it is not certain whether the law and democracy team has the input of similar efforts by USAID and USIA.

Several rule of law/administration of justice programs or activities have been omitted from the IAWG's inventory of programs. The law and democracy team members believe that many U.S. trainers traveling to Poland are not counted, and that Poles traveling to third countries for training may also have been omitted in some instances. The absence of automated records at the Mission makes it difficult to verify or quantify the discrepancies. Many Mission elements face a common challenge: recent government staffing reductions and the wide range of responsibilities held by the government representatives in the field results in insufficient personnel to actively track and collate data on program participants. As stated earlier, with limited resources, tracking program results is far more important to the program than quantifying and tracking participant data. Team members also do not have the time or resources to compare participant lists to ensure that there is no participant duplication. They largely depend on their Polish counterparts to ensure that the most appropriate people receive training and benefit from exchange experiences.

The law and democracy programs at the Mission face several challenges in addition to limited personnel:

- First, the team indicated that not all law and democracy training and exchange activities are coordinated through the Mission. When Polish officials travel to the United States, they may hold discussions with counterparts in the U.S. and agree to joint programming that is not then coordinated through the law and democracy team. This is disruptive, can lead to duplicative programming, and limits the team's ability to spread resources among host country institutions in a way that best addresses U.S. Government priorities and objectives.

- Second, it appears that funding for and implementation of law enforcement and rule of law programs are often separated between and among agencies. Agencies do not always accurately or adequately respond to the input provided by the Mission through both the MPP process and through more specific planning exercises. There is a perception at the Mission that some programming is not tailored to the needs of Polish institutions or country-team objectives, as communicated by the Mission. "Hot topics" in other regions or countries affect "funding" agency decisions and "implementing" agency program content, but may hold no relevance to the Polish situation. There seems to be inconsistent recognition of this in Washington. Mission personnel suggest that through needs assessments and/or discussions with the Mission these problems could be resolved.

- Finally, delays of interagency funding transfers present programming obstacles and disruptions, delaying implementation, costing staff time and negatively affecting overarching implementation plans.

In sum, the IAWG country field study team determined that a high risk of duplicative programming exists in the area of administration of justice/rule of law. Why? Because so many agencies operate these types of programs (not to mention NGOs and European entities); activities developed in Washington are not systematically coordinated through the Mission; and the existing Mission "team" does not track program activities and information and does not include some key players in rule of law programming. To address these issues, the Mission could benefit from a full-time dedicated staff position to coordinate rule of law/administration of justice activities. The team should be expanded to include representatives from all agencies involved in rule of law/administration of justice programs. Finally, coordination of funding, as well as planning and implementation difficulties with Washington would need to be corrected. There clearly needs to be more coherent coordination of activities by State's Bureau of International Narcotics and Law Enforcement Affairs or another centralized coordination body, streamlining of the funding transfer process, and enhanced responsiveness to programming requests articulated by the Mission.

The full text of this study is available at
http://www.iawg.gov/info/reports/specialreports/poland.htm

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CONCLUSION: A VIEW FROM FIVE YEARS

Over the past five years, the IAWG has examined several areas of potential program duplication, to the degree we are able to conduct such analyses, and has not found duplication warranting official intervention. We have come to realize that while organizations frequently implement overlapping and complementary programming, foreign policy goals and priorities and the realities of programming internationally usually warrant it.

Political realities and foreign policy priorities will in many cases dictate government programs and the degree to which potential duplication exists. There are times when a programming need is so great and urgent that the efforts of more than one federal agency are required to achieve immediate results. Similarly, when target audiences and participants are vast, the resources of a single agency may be inadequate to reach them all. Multiple organizations may be mobilized to perform the same type of programming in an effort to reach a large number of participants in a short amount of time. Overlap may enable different organizations to work together to achieve the same goal in a complementary fashion.

There are also overlapping program elements that exist in numerous exchanges and training programs by design and/or necessity. For instance, in order to realize the public diplomacy benefits of exchanges and training programs, all programs should and do involve cross-cultural exposure and learning. While building relationships and improving mutual understanding may be secondary objectives for many programs, they are critical elements that reinforce primary objectives and strengthen the bonds we develop with participants. English language instruction and programming is also a critical element to many exchanges and training initiatives. A participant's ability to communicate with trainers, sponsors, U.S. counterparts, and even other participants from different countries has a direct bearing on a program's effectiveness. Therefore, many programs involve English language instruction. Providing this

instruction and assistance facilitates programming, is likely more cost effective than providing interpreters, and provides a reusable and sustainable skill to participants that will support on-going interactions and relationships.

For programs identified as being at risk for unnecessary overlap, there are several coordination mechanisms in place that decrease the likelihood of duplication.

- Funding relationships involve a certain degree of coordination. For instance, the Department of Justice's Overseas Prosecutorial Development, Assistance, and Training Program is funded through the Department of State's Bureau for International Narcotics and Law Enforcement Affairs and the U.S. Agency for International Development. As funders, they are kept informed of program activities and initiatives and can therefore, as programmers, actively avoid duplicating them.

- The Coordinator for U.S. Assistance to Europe and Eurasia oversees all federally-sponsored programs that are targeted to the countries of Eastern Europe and the New Independent States, and determines funding allocations for all FREEDOM Support Act and Support for East European Democracy Act funds. The coordinator works closely with U.S. missions overseas and sponsoring organizations in Washington to set priorities, allocate funds, develop programs, and assess results.

- Since its inception, the IAWG has conducted six overseas embassy-based studies to examine the administration of exchanges and training programs in the field.[39] These studies supported the viewpoint that embassies overseas are in the best position to ensure that duplicative programming is avoided. The majority of USAID projects and all Peace Corps local programming is developed and implemented in-country. Therefore, a Washington coordination mechanism is neither wholly reliable nor efficient. The IAWG country study teams noted that a centralized coordination function at Posts, be it a data management system or an international exchanges and training team, would enhance coordination and communication at U.S. Missions and would help prevent duplicative programming. Regular country team meetings provide opportunities to discuss initiatives and share information, but likely do not involve the level of information sharing and coordination at the individual program/activity level needed to avoid duplication. Many posts overseas have working groups and committees dedicated to specific areas of programming. This level of information sharing and coordination is necessary to achieve true complementarity.

Increased communication and awareness among organizations can facilitate coordination and help avoid unnecessary program overlap. Program sponsors should proactively share project-level information on similar activities and create Washington-based coordination channels when feasible. Missions overseas should create fora through which project-level information can be shared. All entities involved should also be aware of other more specialized exchanges and training activities that are reported to, and subsequently by, the IAWG to ensure that they do not duplicate these initiatives in the future.

Links to IAWG Duplication Studies, Reviews, and Summaries 1997-2002

The IAWG has published three formal stand-alone duplication studies:

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[39] The IAWG has sent interagency study teams to the Dominican Republic, Georgia, Morocco, Poland, South Africa, and Thailand.

Review of MESP and Atlas Programs in South Africa, 1999.
http://www.iawg.gov/info/reports/specialreports/mandelaatlas.html

Business and Entrepreneurial Development Programs in the New Independent States and Central and Eastern Europe, 2000.
http://www.iawg.gov/info/reports/specialreports/bisdevstudy.pdf

Graduate-Level Academic Programs, 2000.
http://www.iawg.gov/info/reports/specialreports/academicstudy.pdf

In addition, the IAWG has addressed duplication and summarized these studies in its annual reports:

FY 1997 Annual Report, Chapter VI: Duplication and Overlap, pp. 44-51, 1998.
http://www.iawg.gov/info/reports/fy97rpt/chapters/chapviduplication.html

> This report includes an initial assessment of areas of potential duplication among international exchanges and training programs.

FY 1998 Annual Report, Chapter 3: Duplication Studies, pp. 40-46, 1999.
http://www.iawg.gov/info/reports/fy1998.pdf

> This report includes the IAWG's first assessment of duplication among rule of law programs and an assessment of duplication among international visitor programs.

FY 1999 Annual Report, Chapter III: Duplication Studies, pp. 19-29, 2000.
http://www.iawg.gov/info/reports/final.pdf

> This report provides updates on both the rule of law and international visitors assessments and provides synopses of two of the IAWG's full duplication studies, Graduate-Level Academic Programs and Business and Entrepreneurial Development Programs in the New Independent States and Central and Eastern Europe.

FY 2001 Annual Report, Chapter VI: Eurasia Project, Duplication and Overlap, pp. 43-49, 2001.
http://www.iawg.gov/info/reports/2001annualreport.pdf

> This report focuses on potential duplication of programs in Eurasia (formerly referred to as the New Independent States of the former Soviet Union). Reviews of media and women's issues programming are included, as well as a Eurasia-specific rule of law update.

The IAWG's country studies also may include references to duplication assessments, duplication case studies, and sections of embassy-level coordination initiatives. The IAWG has published six country studies:

Country Study: Dominican Republic, 1999.
http://www.iawg.gov/info/reports/specialreports/domrep.htm

Country Study: Georgia, 2000.
http://www.iawg.gov/info/reports/specialreports/georgiacountrystudy.pdf

Country Study: Morocco, 2000.
http://www.iawg.gov/info/reports/specialreports/moroccocountrystudy.pdf

Country Study: Poland, 1999.
http://www.iawg.gov/info/reports/specialreports/poland.htm

Country Study: South Africa, 1999.
http://www.iawg.gov/info/reports/specialreports/southaf.htm

Country Study: Thailand, 2000.
http://www.iawg.gov/info/reports/specialreports/thailandcountrystudy.pdf

CHAPTER 5: PERFORMANCE MEASUREMENT

"…to develop recommendations on common performance measures for all United States Government-sponsored international exchange and training programs…"

Since its inception, the IAWG has strongly asserted that the diversity of mandates, goals, methodologies, and topics that comprises the body of federally sponsored international exchanges and training programs precludes the development of common performance standards. The same set of measures cannot be applied to such vastly different programs. The IAWG opted instead to use its performance measurement mandate as an opportunity to explore and understand performance measurement and to develop approaches that would benefit the international exchanges and training community in a meaningful way.

In 1998, the IAWG conducted an initial survey of federal organizations to determine their performance measurement practices. The Government Performance and Results Act (GPRA) of 1993 requires every U.S. Government agency to produce both a strategic plan and an annual performance plan; the first performance plans accompanied the FY 1999 budget presentation to Congress. The IAWG survey attempted to determine the degree to which international exchanges and training administrators were involved in the creation of these plans and to the degree to which formal measures had been established for their programs. The results of the survey were disappointing. Very few international exchanges and training programs had become involved in formal performance measurement or demonstrated a clear understanding of what was required. Most were assessing programs by evaluating how well programs were executed and by quantifying the number of individuals trained or who participated in an exchange program. In many organizations determining the effectiveness of a program by examining actual results played a secondary role to the evaluation of the program's operational efficiency.[40]

As a follow-up to this brief review, the IAWG formed a performance measurement study group to review existing performance measurement literature, survey IAWG members on more specific performance measurement issues, and develop guidelines, samples, and case studies that would facilitate the adoption of performance-based program management throughout the federal exchanges and training community. In July 2000, the IAWG produced its first full performance measurement report – *Measuring the Performance of International Exchanges and Training Programs.* This report is as valid and valuable today as it was when initially published. A synopsis of the report follows.

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[40] The IAWG's first review of performance measurement among federal exchanges and training sponsors was included in the FY 1998 Annual Report, pp. 38-42.

PERFORMANCE MEASUREMENT REPORT SYNOPSIS

Performance Measurement Overview

Performance measurement remains a relatively new and unpracticed concept in the international exchanges and training arena. At the time this report was published, few examples of sound performance measurement existed among U.S. Government-sponsored international exchanges and training programs. Slight progress has been made since.

Many of the major resources designed to assist organizations in developing performance measurement systems do not feature international programming examples. To remedy this oversight, the IAWG reviewed and synthesized various sources of performance measurement guidance and developed some guidance specifically tailored to international exchanges and training programs. The IAWG hopes that the availability of such tailored guidance will help in the continued development of performance measurement standards.

In the primer section of the report, the IAWG outlined several steps needed to build an effective performance measurement system:

- Define the mission – Effective performance measurement features a clearly defined mission that explains what is done (the activity), for whom (the customer/beneficiary), and why (the purpose/goal).

- Outline goals and objectives – Goals and objectives address the mission statement/mandate and articulate desired results. Specific objective statements can be used interchangeably with "outcome statements."

- Define and measure outcomes – Outcome (or results) statements relate directly to goals and objectives. Outcomes can occur intermediately or in the longer term.

- Develop indicators – Indicators (also called measures) provide program managers with signs that can show whether they are meeting their goals and objectives. Every desired outcome can have several indicators expressed in both quantitative and qualitative terms.

- Establish performance targets – Performance targets should work in tandem with indicators: Indicators define how to measure performance; targets demonstrate the level of result to be achieved.

- Collect, verify, and validate data – Agencies must collect performance data, assess the accuracy and completeness of the data, and determine whether the data appropriately measures a program's performance.

- Develop reporting strategy – Performance reports, regardless of the intended audience, should be clear and concise; include any necessary explanations about the data, including information on external factors that might affect results; and describe what actions agencies will take as a result of performance levels.

- Take additional steps – When implementing a performance measurement system, organizations should create a written plan/policy that articulates areas of responsibility and involves stakeholders.

Cross-Program Performance Measurement

As noted earlier, effective performance measures (indicators) cannot be centrally created or applied to all international exchanges and training programs. International exchanges and training programs vary as much as the agencies that implement them. Forcing a common set of indicators upon them would do a great disservice to the programs and undermine the benefits of sound performance measurement.

While it is not possible to develop a series of performance measures for all international exchanges and training programs, it may be possible to build upon the commonalities found among smaller groupings of these programs. This strategy could be used to help develop similarly tailored approaches or similar measures for programs with common or related goals, objectives, and delivery mechanisms.[41]

Several categories could be used to group programs in an attempt to develop common goals and indicators.

- Agency/Organization – This approach to grouping allows linkages to agency strategic plans. However, as many international exchanges and training programs receive funding through interagency transfers, it is less useful for those programs that may be only tangentially related to the administering agency's strategic plan.

- Funding source – Programs funded from the same sources (e.g., the FREEDOM Support Act) all have specific criteria and goals associated with the particular source of funds. These commonalities could possibly be tapped to develop a useful family of indicators.

- National Interest – The 1999 International Affairs Strategic Plan lists seven national interests and 16 strategic goals under which all foreign policy activities of the U.S. Government should fall. This grouping could be useful when developing end outcome goals and indicators.

- Delivery mechanism – This is an appropriate and straightforward grouping for output and intermediate outcome measures. Programs with the same delivery mechanisms (such as train-the-trainer seminars, distance education programs, and academic degree programs) will have identical or similar outputs and intermediate outcome indicators.

Recommendations

Performance measurement has proven a challenge to federal government organizations. This challenge has been and continues to be recognized by Congress, the Office of Management and Budget, and other interested entities. No single approach to performance measurement fits all organizations. A wide range of factors affects each organization's experience with performance measurement and its ability to implement a sound system. The two most critical factors to the success of any performance measurement system may be support (from decision makers, managers, employees, and partners) and resources (human, technical, and financial).

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[41] Programs that can be grouped for this purpose are also commonly referred to as cross-cutting programs.

Recommendations for Program Managers:

- Use the primer provided by the IAWG, and the many other resources noted in the full report, to help develop a performance measurement system tailored to the specific needs and characteristics of your organization.

- Group and sample data among similar programs to make the most of scarce resources.

- Communicate optimal performance measurement approaches, activities, and resource requirements to decision makers and explain limitations that restrict performance measurement activities. Request resources in tandem with these explanations to present decision makers with clear associations between resources and performance measurement capabilities.

- Facilitate employee input and maintain open lines of communication to encourage employee support of, and participation in, performance measurement.

- Provide employees with incentives to implement or complete performance measurement tasks.

Recommendations for Decision Makers:

- Provide agency managers with the planning and budgeting flexibility to augment successful programs. Redesign, reduce, or eliminate poor performers. The trend toward budget earmarks in Congress reduces the discretionary programming options of federal government organizations and, if done outside of the context of established performance measurement systems, undermines the effectiveness and value of performance measurement overall.

- Recognize the performance measurement challenges unique to international exchanges and training programs, such as access to data, language and cultural barriers, and the difficult nature of quantifying the results of exchange programs designed to change attitudes and promote U.S. foreign policy goals.

- Provide resources to measure performance. Without additional resources, measuring performance requires managers to cut program budgets.

PROGRAM ASSESSMENT RATING TOOL

The Office of Management and Budget (OMB) has developed a new performance measurement tool that could vastly enhance performance measurement of exchanges and training programs and, if fully implemented, lead to the creation of common performance measures across programs with similar goals and objectives. The Program Assessment Rating Tool (PART) has been designed by OMB as a systematic mechanism for using performance information to develop assessments and ratings that can be used to develop management reform proposals and inform resource allocation decisions. This process augments and furthers attempts, dating back GPRA, to identify program goals and performance measures and link them to the budget process.

In his testimony before the House Subcommittee on Government Efficiency, Financial Management, and Intergovernmental Relations and the House Subcommittee on Legislative and Budget Process, OMB Director Mitchell Daniels noted:

> "In business the burden of proof is properly on the requester of funds to show what the expected results will be, and later, to produce them…Somehow, the standard for government has been different…Our efforts to integrate budget and performance shift the burden of proof to those who request taxpayer dollars, and not just for 'additional' funds, but for all funds."[42]

PART is seen by OMB as a valuable addition to GPRA. OMB believes that the assessment "presents an opportunity to inform and improve agency GPRA plans and reports, and establish a meaningful, systematic link between GPRA and the budget process."[43] OMB also notes that PART will facilitate identifying useful performance measures and eliminating reporting burdens that have no utility.[44]

Concerns have been raised in many quarters that PART will result in automatic, and in many cases unfair, budget cuts. Daniels addressed this concern by noting that PART "will enrich budget analysis, not supplant it. Economic conditions, programmatic trends, national needs and interests, and other factors must always be considered along with performance when developing a budget."[45]

PART is a series of questions designed to provide a consistent approach to rating programs across the federal government. A pilot PART assessment was conducted in spring 2002, as part of the FY 2003 budget process. This pilot involved 67 federal programs and resulted in extensive refinement of the tool. For the FY 2004 budget process, OMB used PART to rate more than 200 federal programs representing more than 20 percent of federal funding. The ultimate goal is to use PART to rate *all* federal programs, with full implementation projected in five years. Several programs and organizations that report international exchanges and training data to the IAWG were among the proposed 20 percent. These organizations/programs include:

- Department of Commerce, National Weather Service
- Department of Energy, Office of Science
- Department of Justice, Drug Enforcement Administration
- Department of Labor, Bureau of Labor Statistics
- Department of State, Anti-Terrorism Assistance
- Department of State, Educational and Cultural Exchange Programs in the Near East and South Asia
- Department of the Treasury, Federal Law Enforcement Training Center
- Department of the Treasury, Office of Thrift Supervision
- U.S. Agency for International Development, Development Assistance – Population
- U.S. Agency for International Development, Food Aid Programs (including PL 480, Title II)

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[42] Testimony of Mitchell E. Daniels, Jr., Director, Office of Management and Budget, before the House Subcommittee on Government Efficiency, Financial Management and Intergovernmental Relations and the House Subcommittee on Legislative and Budget Process, September 19, 2002, from OMB website:
http://www.whitehouse.gov/omb/legislative/testimony/daniels_part091902.html

[43] Mitchell E. Daniels, Jr., OMB Memorandum for Heads of Executive Departments and Agencies, Subject: Program Performance Assessments for the FY 2004 Budget, July 16, 2002, p.4.

[44] Ibid.

[45] Testimony of Mitchell E. Daniels, Jr., Director, Office of Management and Budget, before the House Subcommittee on Government Efficiency, Financial Management and Intergovernmental Relations and the House Subcommittee on Legislative and Budget Process, September 19, 2002, from OMB website:
http://www.whitehouse.gov/omb/legislative/testimony/daniels_part091902.html

The Program Assessment Rating Tool is divided into four primary sections, with each section asking a series of questions designed to elicit specific information for the evaluation.[46]

> (1) Program purpose – is the program design and purpose clear and defensible?

> (2) Program strategic planning – does the agency set valid annual and long-term goals for the program?

> (3) Program management – how well does the agency manage the program, including financial oversight and program improvement efforts?

> (4) Program results – does the program achieve goals outlined in the strategic planning section and through other evaluations?

Recognizing that different types of federal programs require tailored approaches to performance assessment, PARTs have been created for seven different categories of federal programs: competitive grants programs, block/formula grants programs, regulatory based programs, capital assets and services programs, credit programs, direct federal programs, and research and development programs.

To evaluate these areas, PART asks program managers to answer a series of basic questions. OMB examiners then evaluate the answers and assign scores accordingly. Program managers are instructed to provide enough explanation and evidence with each answer to enable an objective and impartial rating. Daniels explained in his testimony that "while the PART generates a numeric score, there is no pretense that the score represents a precise calibration of performance. Numeric scores, though, do allow for comparisons from year to year, and they allow us to measure improvement and determine if our attempts to improve performance are working."

In an effort to benefit from the knowledge and insight of performance experts outside the government, OMB has established the Performance Measurement Advisory Council (PMAC) to provide independent, expert advice and recommendations regarding the use of program performance measures in making management and budget decisions. PMAC has met twice to provide advice and feedback to OMB.

One of the concerns raised by PMAC, and echoed by others, is that the PART ratings are highly subjective.[47] OMB hopes to minimize subjectivity through the issuance of consistent guidance and transparency. OMB has also formed an Interagency Review Panel (IRP), comprised of agency representatives and OMB staff, to audit a sample of completed PARTs, ensure consistent application of guidance, and make recommendations on agency appeals to ratings.

PART will, if implemented as planned, address the appropriate development of common measures, as recommended in the IAWG's performance measurement report.[48] PART instructions provided by OMB indicate that "the key to assessing program effectiveness is measuring the right things. The PART

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[46] More information on PART and a copy of the PART instructions can be found on OMB's website: http://www.whitehouse.gov/omb/budintegration/part_assessing2004.html

[47] Performance Measurement Advisory Council, Summary of Meeting, September 13, 2002, from Office of Management and Budget website: http://www.whitehouse.gov/omb/budintegration/pmac_draft_minutes091302.html

[48] In a letter to the Heads of Executive Departments and Agencies dated April 24, 2002, OMB Director Daniels included an attachment on developing common performance measures. This attachment noted that common measures are a "powerful way of evaluating and improving performance" and that OMB is working to develop common measures for cross-cutting, government-wide functions. Exchanges and training programs were not included. No plan for extending the development of common measures beyond the initial functions has been communicated.

requires OMB and agencies to choose performance measures that meaningfully reflect the mission of the program, not merely ones for which there are data."[49] With the implementation of PART, the role of recommending "common performance measures" among organizations with similar goals and objectives is placed more appropriately with an oversight organization. At the time of the IAWG's mandate, there was no centralized authority proactively working with programs and sponsoring organizations to develop and evaluate common measures. Through PART, OMB is developing a tool to evaluate programs, make informed managerial and budgetary decisions, and form comparisons among programs designed to address common foreign policy needs.

Another aspect of PART that is of special interest to the IAWG is that it provides a means for assessing duplication among programs by asking questions to determine the degree to which similar programs may overlap. The State Department's Bureau of Educational and Cultural Affairs (ECA) provides an example. As part of the FY 2004 budget process, ECA's programs were included in the PART review of Educational and Cultural Exchange Programs in the Near East (NEA) and South Asia (SA). OMB asked the Bureau:

> "Can you list relevant assistance providers that are also conducting exchanges (e.g., U.S. Agency for International Development [USAID], National Endowment for Democracy [NED]) in NEA and SA and address how the work is divided among ECA and the other groups (e.g., ECA targets academics and journalists, USAID targets rule-of-law types and NED targets political parties)? What is ECA's specific target audience(s) in these two regions? Do ECA programs serve a population not served by others in these regions?"

These questions required that ECA not only be aware of other program implementers, but also assess potential areas of overlap with them. The requirement to "self-analyze" programs, if continued, will help ensure that unnecessary duplication among programs can be identified and corrected.

By reemphasizing performance-based management, linking performance measurement to the budget process, and seeking positive commonalities (common performance measures) and negative aspects (unnecessary overlap) of similar programs, PART could revolutionize the way in which federal programs are managed. Only time will tell if the implementation of PART provides the promised benefits.

The IAWG will watch the implementation of PART carefully and will provide periodic updates and samples of common measures, if and when they become available, to the exchanges and training community.

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[49] OMB, Instructions for the Program Assessment Rating Tool, July 12, 2002, p.3.

CHAPTER 6: PUBLIC-PRIVATE PARTNERSHIPS

"…strategies for expanding public and private partnerships in, and leveraging private sector support for, United States Government-sponsored international exchange and training activities."

Few federal agencies have the capacity to implement USG international exchanges and training activities without the involvement of the private sector or another government agency. Most of the 51 government agencies that report data to the IAWG simply do not have the resources (in terms of budget or personnel) to administer over 200 programs that involve more than 400,000 U.S. and foreign participants solely on their own. Instead, they work in partnership with other organizations (nongovernmental and governmental) to develop and execute these programs, and to develop mechanisms that aid in leveraging limited resources.

In response to the Congressional and Presidential mandate regarding public-private partnerships, the IAWG has spent the last five years examining the role and impact of these relationships and has been looking at ways to strengthen and improve them.

We have used various mechanisms to explore and report on the nature of partnership in international exchanges and training. Among them: a partnership study group, surveys, country field studies, and case studies of best practices. We also have devoted a section of our website to partnership issues. We have sought and received input from IAWG members, contributing federal administrators, federal program officers in the U.S. and overseas, U.S. and foreign government officials overseas, U.S. and foreign program participants in the United States and overseas, and U.S. private sector exchanges and training administrators. By utilizing a variety of approaches and sources, the IAWG has developed a substantial, yet continually evolving, body of information on partnership.[50]

ADDRESSING PARTNERSHIP

In our *FY 1997 Annual Report*, we defined the term "partner" as "any entity that has a formal relationship with a funded U.S. Government agency to cooperate on a specific training activity, exchange, research

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[50] Detailed survey analysis, instances of best practices, and resulting case studies are on the IAWG partnership website.

project, or joint mission that seeks to promote the sharing of ideas, develop skills, stimulate human capacity development, or foster mutual understanding and cooperation." Various mechanisms link partners, including memoranda of understanding, protocols, bilateral accords, grants, contracts, cooperative agreements, or administrative directives.

Keeping our definition of partner in mind, we analyzed the data USG agencies submit to the IAWG and have identified the following types of entities that are involved with federally sponsored international exchanges and training: (1) U.S. Government entities in the United States; (2) U.S. Government entities situated overseas; (3) foreign governments; (4) international organizations; (5) U.S. nonprofit private sector; (6) foreign nonprofit private sector; (7) U.S. for-profit private sector; (8) foreign for-profit private sector; and (9) a combination of two or more of the above sectors.

Partnerships in international exchanges and training come in many different forms. They can be project or program specific with collaboration centered on the design and implementation of a particular project or program or individual activity. They can be host country specific or region specific with collaboration centered on a stated goal in a given country or world region. Or, they can be globally thematic in nature, with a stated mission involving many types of partners collaborating on a variety of projects, programs, or activities that focus on strategic overarching themes. No matter what form they take, partnerships constitute a key component of USG international exchanges and training.

To learn more about the partners in the various sectors, the IAWG developed and conducted two surveys on a number of administrative and programmatic topics relating to partnership. By assessing the attitudes of the various partnering sectors toward international exchanges and training, we believed we would gain knowledge and information that would help to identify the U.S. Government programs that offer the best leveraging possibilities.

We conducted our first partnership survey in FY 1999. We sent it to federal exchanges and training managers who had reported data on their programs to the IAWG for that fiscal year. The IAWG received 42 completed surveys, representing 46 federal programs from 17 federal departments and independent agencies (or approximately 25 percent of reporting programs for that fiscal year).[51] Candid comments from federal managers provided us with invaluable insight into program concerns and challenges.

After publishing the results of the public sector survey, the IAWG turned its attention to the private sector. We met for the first time with members of the Alliance for International Educational and Cultural Exchange – an association of nonprofit organizations that comprise the U.S. international educational and cultural exchange community. Further collaboration between the Alliance and the IAWG led to the development of a second survey, which focused on the private sector; it was distributed to members of the Alliance and other private sector organizations in FY 2000. The IAWG received a total of 33 surveys from 28 private sector organizations that collaborate on 40 federal international exchanges and training programs.[52]

Based on an analysis of the survey results, as well as information gathered from the partnership study group, the IAWG made a number of general observations regarding potential benefits and challenges to partnership, and offered recommendations for strategies that federal departments and agencies could use to build upon public-private partnerships in international exchanges and training programs.

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[51] Report on Results of Public Sector Partnership Survey can be found at
http://www.iawg.gov/private/partner/publicsurveyresults.html.
[52] Report on Results of Private Sector Partnership Survey can be found at
http://www.iawg.gov/private/partner/privatesurveyresults.htm

Benefits of Partnership

One of the most obvious benefits of partnership is that it provides a means of stretching limited budgets. But, the IAWG has determined that the benefits of partnership extend far beyond the financial arena. Public-private partnerships enrich both sectors in many different ways. In summary, the IAWG categorizes them as:

Relationship Building

Public-private partnerships foster the development of collegial relationships between U.S. Government sponsors and their partner organizations. These relationships create diverse fora and/or bridges to understanding among a broad range of U.S. and foreign nongovernmental organizations, host governments, and federal partners in the international exchanges and training community. These ties can result in increased awareness of, and respect for, each sector's culture and constraints.

Improved Capabilities and Program Enhancement

Successful collaboration and coordination among all partners help contribute to well planned and executed federal programs. Overall programming and administrative capabilities are enhanced by the positive synergy generated by sharing technical and other professional expertise. Through cooperation and collaboration, programs become more transparent. And, shared administration leads to more balanced program oversight.

Improved Use of Resources

Public-private partnerships enhance the scale and scope of each sector's activities by pooling and more effectively allocating limited resources. These relationships enable more efficient and cost-effective program administration through economies of scale and through fundraising and other collaborative cost-sharing/cost-reduction efforts. Often, they also enable a more efficient and timely mobilization of resources.

Organizational Growth

Public-private partnerships provide direct benefits to the individual organizations involved. Shared responsibility and investment reduces organizational risks associated with program development and implementation. Partnership yields vast opportunities for improved expertise, ranging from the acquisition of skills and abilities associated with administrative and programmatic functions to the development of public policy expertise in both sectors. Partnership fosters opportunities to learn about new markets, demonstrate social responsibility, and generate new revenue. Finally, partnerships can create both volunteer and employment opportunities in both the public and private sectors.

Challenges to Partnership

Despite the many benefits to be gained from public-private partnerships, the IAWG acknowledges that challenges to truly collaborative relationships remain. They include:

Administrative Barriers

Few institutional mechanisms (formal or informal) exist to garner private sector support for public programs. Those that do exist are often complicated and may be marred by inconsistent applications and administrative and reporting procedures. Federal grants constitute a major mechanism for working with nongovernmental partners, but there is a perceived lack of transparency in the federal grantmaking process. Comparable problems exist when partnering with entities in foreign countries, where uncertainty about economic and trade policies, laws, regulations, and business practices can present myriad challenges.

Jurisdiction

Tension over jurisdiction can occur either when federal programs partner with other federal programs or with non-USG entities. Problems arise when partnered organizations have diverse and/or competing goals, values, and perspectives. Confusion regarding program ownership can arise when funding and oversight partners are not housed within the same federal entity or when a non-USG partner has a higher profile than the sponsoring federal entity. When this occurs between public and private partners, it can lead to a perceived loss of federal program goals and vision and the misconceived notion that partnerships weaken the federal government's ability to implement its policies or regulate its programming. Federal entities sometimes respond to this perceived threat with tighter jurisdictional controls, which, in turn, can lead to concerns that the federal government is engaging in micromanagement. Additionally, the decentralization of decision-making processes can lead to miscommunications and exacerbate jurisdictional concerns.

Impact on Resources

Partnerships can tax resources. Considerable expenditures of time are required by personnel – who may already be inundated with other duties and in short supply – to obtain funding, plan, implement, nurture, and maintain partnerships. Additionally, sharing responsibilities with partner organizations can create the potential for loss of federal jobs or decreased staffing levels. Similarly, reductions or adjustments within federal programs can have negative effects on the human resource base within partner organizations.

Apathy

Despite the numerous benefits that can be derived from partnerships, there remains a degree of inattentiveness on the part of the federal government to partnering opportunities. This is mirrored by foreign governments that can display an uneven and/or inconsistent interest and long-term commitment to participation in USG international exchanges and training opportunities.

Recommendations for Fostering New Partnerships

The IAWG believes that the benefits of partnership clearly outweigh the challenges. We have offered members several recommendations for fostering partnerships, including those that appear below:

Creating a Positive Partnership Environment

Federal entities need to create a supportive institutional environment in which partner relationships can flourish. To do so, they need to identify and address areas in government where impediments to partnership may exist, develop and support clear policies that encourage partnership-building, and set

the tone for transparency by creating solid financial and technical regulatory frameworks. A critical step is to streamline and standardize federal grantmaking, contracting, and other administrative and programmatic requirements and procedures.[53]

Marketing

Federal organizations need to take a proactive stance toward partnerships by identifying existing nonpartnered federal programs that could benefit from partnerships and then develop marketing strategies and seek venues to actively solicit private sector support. Additionally, they should highlight the positive impact of international exchanges and training activities on U.S. domestic and foreign affairs to overseas and domestic audiences. This can be accomplished in part by promoting contacts between American and foreign citizens in ways that support U.S. national interests.

Collaboration

Federal entities need to promote continued dialogue among all sectors to define common goals and remove potential obstacles to partnership. They also need to provide opportunities for host country public and private sector organizations to plan and develop more bilateral results-driven exchanges and training plans that take into account not only U.S. objectives, but also host country national policies and priorities. Finally, federal entities need to recognize and acknowledge publicly the valuable contributions that current private sector partner organizations make to federal programming in pursuit of U.S. international affairs strategic goals.

BEST PRACTICES AND CASE STUDIES

From the start, the IAWG has believed that successful international exchanges and training activities conceived, managed, and executed as partnerships could serve as useful models for other government departments and agencies seeking to implement or expand their international activities.

To help us identify these models, we asked survey recipients to provide examples of best practices in their programming. Eighteen federal organizations did so. They represented a wide range of federal entities, from large departments (such as the Department of Agriculture) to small independent agencies (such as the Japan-U.S. Friendship Commission).[54] Diverse in size and scope, they were united in their support of public-private partnership as evidenced by the comments below:

- Department of Agriculture's Foreign Agricultural Services' International Cooperation and Development/Research and Scientific Exchange Division (Cochran Fellowship Program): "The benefits of partnering with the U.S. private sector include: cost savings to the program, relevance of training to increased trade linkages, networking opportunities for fellows, and networking

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[53] Public Law 106-107, the Federal Financial Assistance Management Improvement Act of 1999, requires each federal agency to develop and implement a plan that streamlines and simplifies the application, administrative, and reporting procedures for federal financial assistance programs (which includes grants made to organizations supporting U.S. Government-sponsored international exchanges and training). In recognition of the need for a coordinated interagency approach to ensure strong fiscal management of federal grant funds and for reduced grantee burden, streamlining and simplifying federal grants management was designated as a Priority Management Objective (#11) in the President's 2001 budget.
[54] The Japan-U.S. Friendship Commission is an independent federal agency that promotes increased international understanding and cooperation between the United States and Japan by providing federal grants for the pursuit of scholarly, cultural, and public affairs activities between the two countries.

opportunities for U.S. agribusinesses…. The opportunity to work with U.S. agribusiness pays dividends to U.S. agriculture and foreign organizations for years to come."[55]

- Japan-U.S. Friendship Commission: "The Commission has become masterful at establishing and maintaining partnerships with a huge range of organizations. It is through these partnerships that the Commission has been able to extend its outreach and expand its resources, both human and financial. It is the Commission's modus operandi to engage in partnerships; it is therefore by definition a best practice."

- Department of Commerce (Special American Business Internship Program – SABIT): "The program encourages its participants to network with representatives from a broad spectrum of American companies across the United States. Firsthand interaction with these U.S. companies often leads to spontaneous and innovative business contacts between the participants and the U.S. host companies. In each state, SABIT participants also meet with multiplier organizations, such as world trade centers, export assistance centers, trade associations, and other business entities. Companies expressing an interest in wanting to do more as 'corporate citizens' have used the SABIT program as a vehicle through which to contribute to the international community, as well as to create a market overseas for U.S. products and services."

Twelve private sector organizations responded that some aspect of their efforts with federal programmers should be considered a best practice. A sampling of their responses follows.

- National Research Council: "We find it very useful to contact past participants about one year after their visits to obtain information about results (publications, grants, etc.). This helps to document program impact."[56]

- National Council for Eurasian and Eastern European Research: USG partnerships have provided "strong commitment to transparency and careful consideration of proposals." Nongovernmental partnerships represent "strong mutual commitment to programmatic missions and transparency in staff relationships, budgets, and the preparation of proposals." [57]

- Mobility International, USA: The "inclusion of people with disabilities in all programs, staff, and volunteers" has been an important element of USG and NGO partnerships.[58]

- World Learning: Projects in International Development and Training: "[We have] a complete team approach to program management – we all have a vested interest in having successful and efficient programs."[59]

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[55] Report on Results of USG Partnership Survey can be found at http://www.iawg.gov/private/partner/publicsurveyresults.html.

[56] National Research Council is a nonprofit agency of the National Academy of Sciences and the National Academy of Engineering. NRC provides services to the government, the public, and the scientific and engineering communities. USG Partner: National Science Foundation.

[57] NCEEER is the largest provider of support for American scholars seeking to undertake postdoctoral research in the humanities and social sciences in Eurasia and in Central Eastern Europe. Grants are provided for collaborative research with scholars from the region, field research projects for Americans in the region, and field research projects for Eurasian scholars in the United States. USG Partners: Department of State, National Endowment for the Humanities.

[58] MIUSA is a nonprofit organization that provides short-term international educational exchange and leadership development opportunities for people with and without disabilities. In addition, MIUSA has developed several publications and videos on international exchange, people with disabilities, and leadership development. USG Partner: Department of State.

[59] World Learning is an international educational services and development organization whose programs enable participants – individuals and institutions – to develop the leadership capabilities and cross-cultural competence needed to function effectively

From these best practices, the IAWG has developed an ongoing series of case studies for the partnership section of our website. We culled material on the most promising and most cooperative federal and private sector programming partners. Thus far, we have produced case studies on SABIT, the Cochran Fellowship Program, and the National Endowment for the Humanities, for the federal sector. And, for the private sector, we have profiled The Center for Civic Education.[60]

The IAWG will continue to seek examples of best practices in the public and private sectors and will feature additional case studies on our website.

LEVERAGING FEDERAL FUNDS

One tangible way to address partnership is by examining financial data. In our *FY 2001 Inventory of Programs*, for example, federal administrators reported receiving nearly $570 million in outside funds in support of FY 2001 international exchanges and training activities. This dollar figure represents approximately 31 percent of reported total monies ($1,850,232,834) expended on mandated federal programs and other international exchanges and training services and activities. Of that 31 percent, nongovernmental contributions break down as follows: nearly 7 percent from the private sector ($51,747,173 U.S. and $74,782,263 foreign); nearly 24 percent by foreign governments ($439,148,235); and less than 0.2 percent by international organizations ($3,353,860).

The following chart from the *Inventory* gives a five-year summary of funding reported to the IAWG:

	FY $ Funding				
	1997	1998	1999	2000	2001
USG Funds	909,520,441	941,339,571	1,003,309,107	1,068,712,963	1,281,201,302
Non-U.S. Government Funds	564,074,176	649,903,546	638,801,392	629,341,595	568,550,092
Total Funds	1,473,594,617	1,591,243,117	1,642,110,499	1,698,054,558	1,849,751,394

Even with the number of reporting federal entities and participant levels at a record high in FY 2001, it would appear that nongovernmental sources of funding peaked in FY 1998 and then dropped to return to FY 1997 levels this year. The IAWG believes, however, that because the data submitted to us is often incomplete, we may not have an accurate picture of the extent of nongovernmental funding. We ask agencies to provide a breakdown of funding among six categories (agency appropriation, interagency transfers, foreign government, U.S. private sector, foreign private sector, and international organizations). Unfortunately, not all are able to do so. Many federal agencies simply do not collect and/or track data on all the various funding streams that may be involved in the total programming of participants. Some do not have a mechanism in place to accurately track funding that does not come

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in the global arena. Through its projects division, World Learning is a private voluntary organization administering social and economic development activities under U.S. Government and international contracts. USG Partners: USAID, Peace Corps.
[60] The Center, which is a nonprofit organization, has a variety of partnerships with the federal government, 28 U.S. states, and numerous other entities, and has been instrumental in the exchange of over 2.9 million students, educators, and leaders. It also has provided technical assistance and mini-grants to support the development and improvement of civic education in over 30 foreign countries.

directly from their operating budgets. [61] Thus, some federal administrators may know the "federal piece" of the total program, but may be less knowledgeable about other funding areas.

Percentage of FY 2001 Total Program Costs Leveraged From Non-USG Sources by Agency
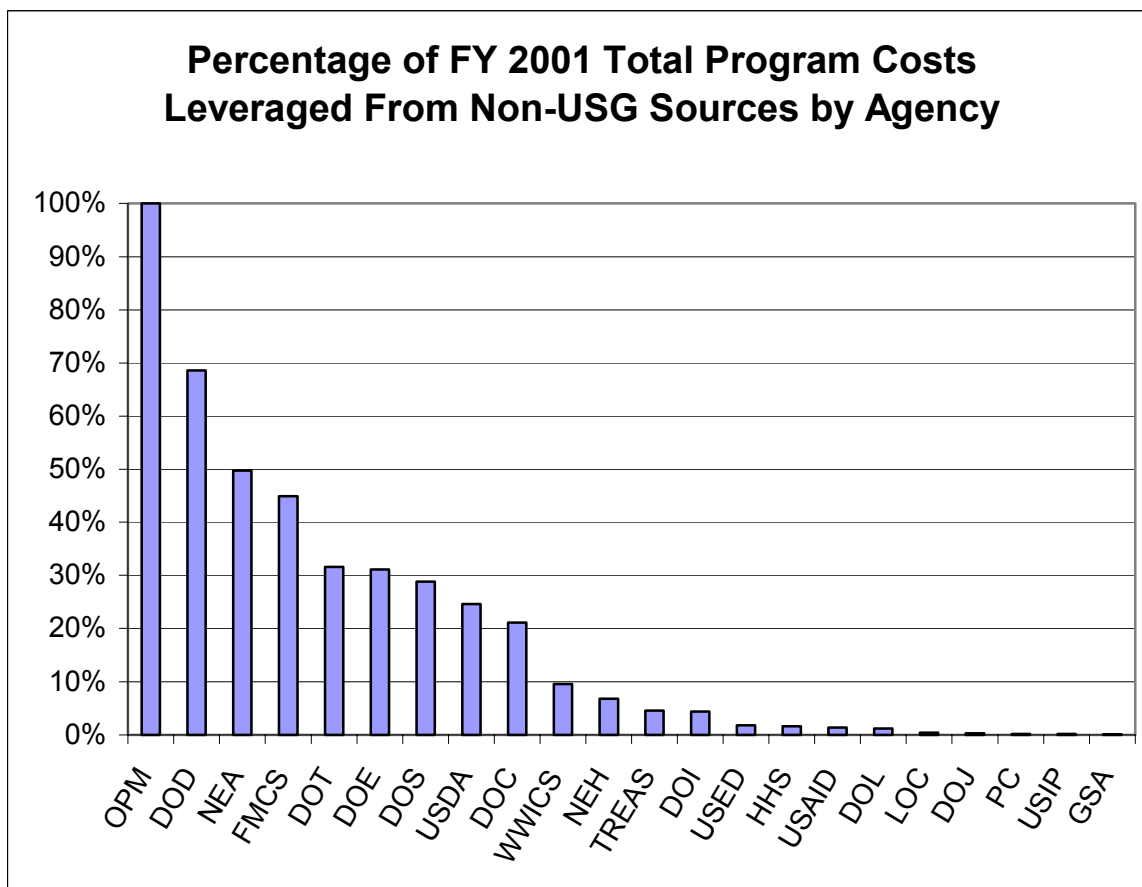
Information used to prepare this chart was obtained from the *FY 2001 Inventory of Programs.*[62] Federal entities not listed above either did not have any cost-shared programming or did not track non-USG funding sources.

CURRENT AND FUTURE DIRECTIONS

Eurasia Project

The IAWG has been conducting a long-term study of USG exchanges and training programs in Eurasia.[63] In concert with that study, we have been working on the following projects related to

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[61] The dollar figures from the *Inventory of Programs* do not reflect all non-USG monies spent on international exchanges and training programs and may include funding for larger programs that include exchanges and training. Also, many federal entities that report data do not track all non-USG funding, notably when monies do not pass through individual departments and agencies.

[62] Please note that two federal entities submit information on one program each – GSA and OPM (reports one program that uses no federal program funds). Two federal departments – DOD and DOE – have most of their non-USG programming funds coming from foreign governments. Other federal entities may have a larger combination of funding sources.

[63] This project is outlined in the IAWG's *FY 2001 Annual Report,* Chapter VI: Eurasia Project, pp. 37-50.

partnership in that region: (1) a series of case studies of successful partner-intensive USG-sponsored programs in Eurasia, (2) a directory of more than 50 private sector organizations that work in partnership with the U.S. Government to implement exchanges and training programs in Eurasia, and (3) a list of resource materials related to partnership in Eurasia.

By studying the motivation for partnerships in the region and determining how they are maintained, the IAWG will provide keys to sustainable programming for the future.

One example of a sustainable development project that had engaged many partners is a USAID health care project in Tajikistan. USAID had entered into two community-based partnership programs with health ministry officials in Tajikistan, the American International Health Alliance (AIHA), and U.S. and local Tajik medical personnel and medical facilities to improve the delivery and execution of health care practices in Tajikistan. Over the course of its extended partnerships, 127 medical staff exchanges took place between the United States and Tajikistan. The purpose of the exchanges was twofold: (1) to improve health care practices and education in Tajikistan; and (2) to enable Tajik medical staff to provide primary health care training to other medical professionals. The program exchange recipients now educate and train hundreds of health care professionals and workers in their own country every year. A similar program is developing in Turkmenistan, based on this successful model.

Peace Corps is providing us with case studies on cooperative efforts with several American private sector organizations. One partnered program is bringing computer technology and connectivity to Eurasia. Another is concerned with HIV/AIDS education and prevention in Eurasia. Case studies on these and other programs will be posted on our website once they have been completed.

The IAWG believes that sustainable development in the region, as promoted by the aforementioned programs sponsored by USAID and Peace Corps, will be secured if future programming does not ultimately rest with governmental interventions. Programming must be able to survive any possible reductions in USG funding that may occur in that region. We believe that key future partners will be the U.S. and foreign nongovernmental sectors working together to accomplish common goals.

Nongovernmental Organizations

As we noted earlier, more than 400,000 people participate in over 200 USG-sponsored international exchanges and training programs. However, the IAWG believes these figures represent only a small fraction of the total exchanges and training programs and activities initiated by U.S. organizations. Given that private businesses, universities, associations, nonprofit organizations, and other entities also sponsor international exchanges and training programs – many of which are not initiated, funded, or implemented by the federal government – we believe the overall number to be significantly higher.

We believe, therefore, that it is important for us to get a more complete picture of the nongovernmental sector's involvement in international exchanges and training activities. To help us get started in this direction, we have focused on organizations that participate in the U.S. Government's J-1 Visa Program, which is administered by the Department of State. We included a brief overview of this program in the *FY 2001 Inventory of Programs* and expect to include it as a regular section of the inventory in the future.

CONTINUING THE DIALOGUE

Five years ago when the IAWG began to publish its annual inventory, the reporting was much smaller in scope, but the data revealed that most federal programs relied on more than just federal resources to exist.

Faced with stagnant and/or dwindling budgets for years and the need to stretch federal dollars, federal administrators began to examine the processes involved in doing business and to think creatively in marketing their programs to other sectors to help bolster and implement their international exchanges and training. Forward-thinking administrators helped to change the way the federal government did its business. Partnership remains a vital component of USG international exchanges and training.

The IAWG believes that while the federal government and its partners often may have different motives for their engagement in international exchanges and training, they share important commonalities, such as interest in advancing mutual understanding, enhancing human capacity development, or supporting democratic pluralism. Although these programs engage different audiences and further different policy goals, they all achieve their results via well-defined relationships with core constituents.

We will continue to keep IAWG members and NGO partners informed about critical partnership issues and resources in our reports and on our website. And, we will expand our outreach efforts to reach a wider spectrum of the international exchanges and training community.

CHAPTER 7: CONCLUSION

IAWG Chairperson and Assistant Secretary of State Patricia Harrison noted in her Foreword to this report that the five year anniversary of the Interagency Working Group on International Exchanges and Training presents an important opportunity to review our accomplishments and contemplate the work yet to be done. As can be seen in the preceding chapters, the IAWG has made great strides in addressing its varied mandates and has made valuable and unparalleled contributions to the international exchanges and training community. To the extent possible, we have improved interagency communication and coordination, examined and recommended means for increasing program efficiencies, explored methods for enhancing effectiveness, and informed the broader exchanges and training community on how these achievements can be measured.

In an effort to further assess our accomplishments, identify continuing challenges, and chart a course for the future, the IAWG requested feedback from members, contributing organizations, and other federal stakeholders. In April 2002, the IAWG distributed a short, web-based survey to more than 400 federal colleagues who are involved with any aspect of U.S. Government-sponsored international exchanges and training. The survey asked them to rate the importance and usefulness of the IAWG's mandates, products, and activities. It solicited feedback on preferred meeting structure and requested input on the future activities of the IAWG. The results of this survey are summarized below. The complete survey and results are included in Appendix D.

SUMMARY OF IAWG SURVEY RESULTS

The IAWG received responses to its federal stakeholders survey from 168 individuals representing 13 federal departments and 31 independent agencies. A breakdown of agency respondents is included in the attached survey results. Ninety percent of the respondents were aware of the IAWG; however, on average, 61 percent had not read specific IAWG reports, and 50 percent were unaware of a wide range of IAWG activities. The survey indicated a strong preference for data collection and analysis, clearinghouse activities, promotion of interagency cooperation, and forum building. Other IAWG mandates and activities were not as strongly supported. It is clear from survey responses that the extensive range of our mandates is equaled by the diversity of our stakeholders' interests, and that it is

not possible for the IAWG to address the individual needs and selective interests of all members of the federal exchanges and training community.

Knowledge of the IAWG and Its Products

- As expected with a targeted survey, the vast majority of respondents (90 percent) had some knowledge of the IAWG. Seventy-seven percent of respondents had participated in IAWG activities or contributed to IAWG reports.

- Nearly 78 percent of respondents were aware of the IAWG's web clearinghouse.

Importance of the IAWG's Mandates

- When asked which of the mandates should be the future focus of an interagency working group, respondents rank ordered them as follows:

    (1) Promote greater cooperation
    (2) Collect/analyze/report exchanges and training data
    (3) Create/maintain a clearinghouse of information
    (4) Expand private sector support
    (5) Identify duplication and overlap
    (6) Develop a coordinated, cost-effective strategy for programs
    (7) Develop common performance measures

- Only two IAWG mandates were ranked as "very important" by 50 percent or more of respondents: (1) promoting cooperation and (2) collecting and analyzing exchanges and training data.

Usefulness of Specific IAWG Products and Activities

- Awareness of IAWG products and activities is low. An average of 61 percent of respondents had not read IAWG reports (percentage varies from 35-67 percent based on the specific report) and an average of 50 percent of all respondents were unaware of the IAWG's activities (percentage varies from 45-60 percent depending on the specific activity).

- Inventories and directories of resources were ranked by respondents as more useful than other IAWG reports.

    o Respondents who have read the IAWG's reports indicated that they found the IAWG's *Inventory of Programs*, *Annual Reports*, *Compilation of International Visitors Programs*, and *Regional Reports* to be the most useful.

    o More than half of the respondents had not read the IAWG's targeted studies, such as country studies, duplication studies, partnership case studies, and the performance measurement report.

- The most widely used sections of the IAWG's websites are those providing access to the IAWG's reports and the Federal Exchanges Data System (FEDS), including the portion of the system that enables users to generate ad hoc queries and reports.

- Data gleaned on the usefulness of IAWG activities does not provide a clear mandate for any specific IAWG activity. On average, about half of the respondents are unaware of any given activity. Of those who are aware of the IAWG's activities, approximately 75 percent found them very useful or somewhat useful.

Preferences for the Future

- Respondents were asked to rate the most useful aspects of the IAWG and provide a preference for future foci. Below, their responses indicate three courses of action for the IAWG.

    (1) Act as a central repository for exchanges and training data
    (2) Provide opportunities to learn about new topics/programs
    (3) Sponsor meetings and opportunities for interaction with other program representatives

FUTURE DIRECTIONS

The results of the IAWG's federal stakeholder survey, coupled with our own five-year review, suggest that the IAWG needs to adjust its activities and approaches in order to make the organization more useful and relevant to our stakeholders.

Survey respondents clearly indicated that the clearinghouse and forum building activities of the IAWG are the most useful to exchanges and training administrators and should be prioritized in the future. This parallels informal feedback given to the IAWG staff over the years. Accordingly, the IAWG will focus the majority of our efforts on data collection and reporting, strengthening our clearinghouse, and promoting cooperation among federal entities. Because in-depth analyses and reports appear to be underutilized by stakeholders, we will limit lengthy studies to topics that can clearly benefit the primary operations of the IAWG or that directly influence and inform key decision makers.

The IAWG's recent review of the International Affairs Budget (Function 150) is an outstanding example of one necessary and useful in-depth analysis that we will continue in the future. The Function 150 analysis serves two very important purposes. One, it provides insight into the degree to which international exchanges and training activities are still not reported to the IAWG. Two, it raises serious questions about the degree of management oversight of various aspects of Function 150.

The IAWG will take a more proactive role in providing vital information to the exchanges and training community, both through our "clearinghouse" and through forum-building activities. The IAWG is perfectly situated to be a major information conduit and to assist organizations in adapting to dynamic foreign policy needs and priorities.

Perhaps the most disturbing result from the IAWG's survey of federal stakeholders is that so few people are aware of our services and activities. Our products have proven valuable to those who have used them; our services are regularly solicited by those who are aware of what we offer; our outreach experiences post-9/11 proved that getting important information to the exchanges and training community is critical and greatly influences the speed and ease with which organizations adjust to policy changes and directives. We therefore have determined that improving outreach to the broader exchanges and training community needs to be our top priority in the future.

The IAWG needs to increase awareness of IAWG resources, services, and products among these organizations so that they will be better informed about who we are and what we do. One means to accomplish this is through the creation and distribution of an electronic newsletter. This newsletter will keep IAWG stakeholders apprised of IAWG activities and reports, trends in international exchanges and training, best practices, and relevant resources. The IAWG will roll out the first issue of the newsletter in the spring or summer of 2003, and will publish subsequent issues either quarterly or bimonthly, depending on communications needs.

In addition to the newsletter, the IAWG staff will continue to issue alerts and announcements when critical information needs to be rapidly disseminated among sponsors of international exchanges and training programs. This practice will facilitate rapid and efficient response on behalf of the exchanges and training community to new policies and initiatives and enable the IAWG to address challenges that may arise.

As noted earlier, forum-building activities are important to IAWG members and representatives of contributing federal organizations. When the IAWG was first created, we frequently met in large plenary sessions to review our mandates and discuss the ways in which we would address them. Periodically, the IAWG would meet to discuss very specific foreign policy priorities, program themes, or regional issues. These focused meetings always proved more engaging and useful to member organizations. While we do not advocate completely eliminating larger overarching meetings of the full working group, the IAWG believes that reducing the number of these and focusing instead issue-specific working meetings is more desirable and will result in more useful interactions among program administrators. In this vein, the IAWG would like to increase the number of policy information sessions, workshops, roundtables and other opportunities for program administrators to interact, gain new information, and share best practices.

The IAWG has dedicated the first five years of its existence to building a forum for cooperation and improving the efficiency and effectiveness of our programs. We have dedicated significant resources to respond to our Congressional and Executive mandates. We have achieved unprecedented levels of success in the areas of data collection, information dissemination, and relationship building, and have completed informative studies touching major areas of interest among our community. With this solid foundation, we look forward to a future dedicated to the continuing improvement and advocacy of international exchanges and training.

APPENDIX A: IAWG MANDATE – MUTUAL EDUCATIONAL AND CULTURAL EXCHANGE ACT OF 1961, AS AMENDED (22 USC 2460 (G))

WORKING GROUP ON UNITED STATES GOVERNMENT-SPONSORED INTERNATIONAL EXCHANGES AND TRAINING

Section 112 of the Mutual Educational and Cultural Exchange Act of 1961 (22 U.S.C. 2460) is amended by adding at the end the following new subsection:

(g) WORKING GROUP ON UNITED STATES GOVERNMENT-SPONSORED INTERNATIONAL EXCHANGES AND TRAINING (1) In order to carry out the purposes of subsection (f) and to improve the coordination, efficiency, and effectiveness of United States Government-sponsored international exchanges and training, there is established within the United States Information Agency a senior-level interagency working group to be known as the Working Group on United States Government-Sponsored International Exchanges and Training (in this section referred to as the "Working Group").

(2) For purposes of this subsection, the term "Government-sponsored international exchanges and training" means the movement of people between countries to promote the sharing of ideas, to develop skills, and to foster mutual understanding and cooperation, financed wholly or in part, directly or indirectly, with United States Government funds.

(3) The Working Group shall be composed as follows:

(A) The Associate Director for Educational and Cultural Affairs of the United States Information Agency, who shall act as Chair.

(B) A senior representative of the Department of State, who shall be designated by the Secretary of State.

(C) A senior representative of the Department of Defense, who shall be designated by the Secretary of Defense.

(D) A senior representative of the Department of Education, who shall be designated by the Secretary of Education.

(E) A senior representative of the Department of Justice, who shall be designated by the Attorney General.

(F) A senior representative of the Agency for International Development, who shall be designated by the Administrator of the Agency.

(G) Senior representatives of such other departments and agencies as the Chair determines to be appropriate.

(4) Representatives of the National Security Adviser and the Director of the Office of Management and Budget may participate in the Working Group at the discretion of the Adviser and the Director, respectively.

(5) The Working Group shall be supported by an interagency staff office established in the Bureau of Educational and Cultural Affairs of the United States Information Agency.

(6) The Working Group shall have the following purposes and responsibilities:

(A) To collect, analyze, and report data provided by all United States Government departments and agencies conducting international exchanges and training programs.

(B) To promote greater understanding and cooperation among concerned United States Government departments and agencies of common issues and challenges in conducting international exchanges and training programs, including through the establishment of a clearinghouse for information on international exchange and training activities in the governmental and nongovernmental sectors.

(C) In order to achieve the most efficient and cost-effective use of Federal resources, to identify administrative and programmatic duplication and overlap of activities by the various United States Government departments and agencies involved in Government-sponsored international exchange and training programs, to identify how each Government-sponsored international exchange and training program promotes United States foreign policy, and to report thereon.

(D)(i) Not later than 1 year after the date of the enactment of the Foreign Relations Authorization Act, Fiscal Years 1998 and 1999, the Working Group shall develop a coordinated and cost-effective strategy for all United States Government-sponsored international exchange and training programs, including an action plan with the objective of achieving a minimum of 10 percent cost savings through greater efficiency, the consolidation of programs, or the elimination of duplication, or any combination thereof.

(ii) Not later than 1 year after the date of enactment of the Foreign Relations Authorization Act, Fiscal Years 1998 and 1999, the Working Group shall submit a report to the appropriate congressional committees setting forth the strategy and action plan required by clause (i).

(iii) Each year thereafter the Working Group shall assess the strategy and plan required by clause (i).

(E) Not later than 2 years after the date of the enactment of the Foreign Relations Authorization Act, Fiscal Years 1998 and 1999, to develop recommendations on common

performance measures for all United States Government-sponsored international exchange and training programs, and to issue a report.

(F) To conduct a survey of private sector international exchange activities and develop strategies for expanding public and private partnerships in, and leveraging private sector support for, United States Government-sponsored international exchange and training activities.

(G) Not later than 6 months after the date of the enactment of the Foreign Relations Authorization Act, Fiscal Years 1998 and 1999, to report on the feasibility and advisability of transferring funds and program management for the Atlas or the Mandela Fellows programs, or both, in South Africa from the Agency for International Development to the United States Information Agency. The report shall include an assessment of the capabilities of the South African Fulbright Commission to manage such programs and the cost effects of consolidating such programs under one entity.

(7) All reports prepared by the Working Group shall be submitted to the President, through the Director of the United States Information Agency.

(8) The Working Group shall meet at least on a quarterly basis.

(9) All decisions of the Working Group shall be by majority vote of the members present and voting.

(10) The members of the Working Group shall serve without additional compensation for their service on the Working Group. Any expenses incurred by a member of the Working Group in connection with service on the Working Group shall be compensated by that member's department or agency.

(11) With respect to any report issued under paragraph (6), a member may submit dissenting views to be submitted as part of the report of the Working Group.

APPENDIX B: GLOSSARY

ACRONYMS AND ABBREVIATIONS

AAG - Assistant Attorney General
AASHTO - American Association of State Highway Transportation Officials
AC - Active Component
ADA - Americans with Disabilities Act
ADF - African Development Foundation
ADR - Alternative Dispute Resolution
AF - Sub-Saharan Africa
AIDS - Acquired Immune Deficiency Syndrome
A-INC - Anti-Crime Funds
AMBIT - American Management and Business Internship Training Program
AMIDEAST - America-Mideast Educational and Training Services, Inc.
AORC - American Overseas Research Centers
APCSS - Asia-Pacific Center for Security Studies
APEC - Asia Pacific Economic Cooperation
AT&T - American Telephone and Telegraph Company
ATA - Antiterrorism Assistance Program
ATBCB - Architectural and Transportation Barriers Compliance Board (Access Board)
ATF - Bureau of Alcohol, Tobacco, and Firearms
BBG - Broadcasting Board of Governors
BEA - Bureau of Economic Analysis
BIBCO - Bibliographic Record Program
BLS - Bureau of Labor Statistics
BTS - Bureau of Transportation Statistics
BUCEN - Bureau of the Census
BXA - Bureau of Export Administration
CAP - Civil Air Patrol
CASP - Cyprus-America Scholarship Program
CDC - Centers for Disease Control and Prevention
CEPF - China Environmental Protection Foundation
CFC - Cyprus Fulbright Commission
CFE - Conventional Forces in Europe

CIMSS - Cooperative Institute for Meteorological Satellite Studies
CIRA - Cooperative Institute for Research in the Atmosphere
CITES - Convention of International Trade in Endangered Species
CIV - Councils for International Visitors
COL - Colonel
CST - Caribbean Support Tender
DAAG - Deputy Assistant Attorney General
DDRA - Fulbright-Hays Doctoral Dissertation Research Abroad
DEA - Drug Enforcement Administration
DOC - Department of Commerce
DOD - Department of Defense
DOE - Department of Energy
DOH - Department of Health
DOI - Department of the Interior
DOJ - Department of Justice
DOL - Department of Labor
DOS - Department of State
DOT - Department of Transportation
DS - Diplomatic Security
ECA - Bureau of Educational and Cultural Affairs
EEF - Eisenhower Exchange Fellowships
EMERCOM - Russian Ministry for Civil Defense, Emergencies, and Disaster Response
EMI - Emergency Management Institute
ENI - Europe and New Independent States (now Europe and Eurasia)
EORTC - European Organization for Research and Treatment of Cancer
EPA - Environmental Protection Agency
ERISA - Employee Retirement Income Security Act
ERS - Economic Research Service
ESF - Economic Support Fund

FAA	- Federal Aviation Administration	**IEGPS**	- International Education and Graduate Programs Service
FAO	- Food and Agriculture Organization	**IIP**	- Office of International Information Programs
FAS	- Foreign Agricultural Service	**ILAB**	- Bureau of International Labor Affairs
FBI	- Federal Bureau of Investigation	**ILEA**	- International Law Enforcement Academy
FCC	- Federal Communications Commission	**IMLETP-**	International Marine Law Enforcement Training Program
FDA	- Food and Drug Administration		
FDIC	- Federal Deposit Insurance Corporation	**ILO**	- International Labor Organization
FEB	- Federal Executive Board	**ILSC**	- International Labor Statistics Center
FEI	- Federal Executive Institute	**IMET**	- International Military Education and Training
FEMA	- Federal Emergency Management Agency	**IMF**	- International Monetary Fund
FERC	- Federal Energy Regulatory Commission	**IMTC**	- International Media Training Center
FHWA	- Federal Highway Administration	**IMTP**	- International Mass Transportation Program
FIC	- Fogarty International Center	**INL**	- Bureau for International Narcotics and Law Enforcement
FINCA	- Foundation for International Community Assistance		
FinCEN	- Financial Crimes Enforcement Network	**INR**	- Bureau of Intelligence and Research
FIPSE	- Fund for the Improvement of Postsecondary Education	**INT**	- International Science and Engineering
		INTERPOL	- International Criminal Police Organization
FLETC	- Federal Law Enforcement Training Center	**INVEST**	- International Visiting Scientist and Technical Exchange Program
FLEX	- Future Leaders Exchange Program		
FMC	- Federal Maritime Commission	**IPC**	- International Programs Center
FMCS	- Federal Mediation and Conciliation Service	**IRS**	- Internal Revenue Service
FMF	- Foreign Military Financing Program	**ITA**	- International Trade Administration
FMS	- Foreign Military Sales Program	**ITAU**	- International Training and Assistance Units
FRA	- Federal Railroad Administration	**ITP**	- International Training Program
FRA	- Fulbright-Hays Faculty Research Abroad	**ITSC**	- International Training Services Center
FREEDOM	- Freedom for Russia and Emerging Eurasian Democracies and Open Markets Act of 1992	**ITSP**	- International Technology Scanning Program
		ITU	- Istanbul Technical University
		IVP	- International Visitors Program
FSA	- FREEDOM Support Act	**JCFCR**	- Japanese Foundation for Cancer Research
FTA	- Foreign Technical Assistance	**JUSFC**	- Japan-United States Friendship Commission
FTC	- Federal Trade Commission	**LOC**	- Library of Congress
FY	- Fiscal Year	**LCDR**	- Lieutenant Commander
GATT	- General Agreements on Tariffs and Trade	**LCOL**	- Lieutenant Colonel
GBFEB	- Greater Boston Federal Executive Board	**LTC**	- Lieutenant Colonel
G7	- Group of Seven Economic Block	**LT**	- Lieutenant
GIS	- Geographical Information System	**MAJ**	- Major
GLIN	- Global Legal Information Network	**MET**	- Mobile Education Team
GOES	- Geostationary Operational Environmental Satellite	**MOU**	- Memorandum of Understanding
		MTT	- Mobile Training Team
GOL	- Government Online Project	**NAALC**	- North American Agreement on Labor Cooperation
GPA	- Fulbright-Hays Group Projects Abroad Program		
		NAFTA	- North American Free Trade Agreement
GPS	- Global Positioning System	**NAO**	- National Administrative Office Programs
GSA	- General Services Administration	**NARA**	- National Archives and Records Administration
GWU	- George Washington University		
HEA	- Higher Education Act	**NASA**	- National Aeronautics and Space Administration
HHS	- Department of Health and Human Services		
HIV	- Human Immunodeficiency Virus	**NATO**	- North Atlantic Treaty Organization
HUD	- Department of Housing and Urban Development	**NCEP**	- National Centers for Environmental Prediction
		NCHRP	- National Cooperative Highway Research Program
IATP	- Internet Access and Training Program		
IAWG	- Interagency Working Group on U.S. Government-sponsored International Exchanges and Training	**NCI**	- National Cancer Institute
		NCUA	- National Credit Union Administration
		NDI	- National Democratic Institute
ICA	- International Council for Information Technology in Government Administration	**NEA**	- National Endowment for the Arts
		NEAC/AAS	- Northeast Asia Council of the Association of Asian Studies
ICD	- International Coordination and Development		
ICAO	- International Civil Aviation Organization	**NEC**	- Nonproliferation and Export Control Cooperation Program
ICITAP	- International Criminal Investigative Training Assistance Program		

NED - National Endowment for Democracy
NEH - National Endowment for the Humanities
NESA - Near East-South Asia
NESDIS - National Environmental Satellite, Data, and Information Services
NETC - National Emergency Training Center
NFA - National Fire Academy
NGB - National Guard Bureau
NGO - Nongovernmental Organization
NHI - National Highway Institute
NHTSA - National Highway Traffic Safety Administration
NIDA - National Institute on Drug Abuse
NIH - National Institutes of Health
NIS - New Independent States of the former Soviet Union (now called Eurasia)
NIST - National Institute of Standards and Technology
NMFS - National Marine Fisheries Service
NOAA - National Oceanic Atmospheric Administration
NPS - National Park Service
NRC - National Research Council
NRC - Nuclear Regulatory Commission
NRMRL - National Risk Management Research Library
NRSA - National Research Service Award
NSEP - National Security Education Program
NSF - National Science Foundation
NTIA - National Telecommunications and Information Administration
NTP - Nigeria Transportation Project
NTSP - National Transportation Safety Board
NWS - National Weather Service
OCC - Office of the Comptroller of the Currency
OECD - Organization for Economic Cooperation and Development
OERI - Office of Educational Research and Improvement
OFR - Office of Foreign Relations
OGE - Office of Government Ethics
OIG - Office of the Inspector General
OIP - Office of International Programs
OIS - Office of Intergovernmental Solutions
OJP - Office of Justice Programs
OJT - On-the-Job Training
OMB - Office of Management and Budget
OPDAT - Overseas Prosecutorial Development, Assistance, and Training
OPM - Office of Personnel Management
OSCE - Organization for Security and Cooperation in Europe
OSI - Open Society Institute
PASAs - Participating Agency Service Agreements
PASI - Pan American Advanced Studies Institutes
PBGC - Pension Benefit Guaranty Corporation
PC - Peace Corps
PERF - Police Executive Research Forum
PL - Public Law
PME - Professional Military Education Exchanges
P.R.C. - People's Republic of China

PTO - Patent and Trademark Office
PVO - Private and Voluntary Organization
RADM - Rear Admiral
RAMSDIS - Regional Advanced Meteorology Satellite Demonstration and Interpretation System
RC - Reserve Component
REU - Research Experience for Undergraduates
RLP - Russian Leadership Program "Open World"
RMTC - Regional Meteorology Training Centers
RSED - Research and Scientific Exchange Division
RSPA - Research and Special Programs Administration
SA - South Asia
SA - Fulbright-Hays Seminars Abroad
SABIT - Special American Business Internship Training Program
SEC - Securities and Exchange Commission
SEED - Support for East European Democracy Act of 1989
SO - Strategic Objective
SPP - State Partnership Program
SPS - Sanitary and Phytosanitary Topics
SRBC - Susquehanna River Basin Commission
SSA - Social Security Administration
SUNY - State University of New York
START - Strategic Arms Reduction Treaty
STATE - Department of State
TAF - The Asia Foundation
TAGS - Technology Assisted Group Solutions
TB - Tuberculosis
TBD - To Be Determined
TDA - Trade and Development Agency
TED - Turtle Excluder Device
TFHRC - The Turner-Fairbank Highway Research Center
TOT - Training of Trainers
TRB - Transportation Research Board
TRC - Transport Research Center
TRI - International Training Section
TVA - Tennessee Valley Authority
UN - United Nations
USAID - United States Agency for International Development
USA - United States Army
USAR - United States Army Reserve
USARF - United States Army Reserve Forces
USCG - United States Coast Guard
USCGA - U.S. Coast Guard Academy
USCINCPAC - United States Commander in Chief U.S. Pacific Command
USDA - Department of Agriculture
USEPA - United States Environmental Protection Agency
US - United States
USG - United States Government
USED - Department of Education
USGS - United States Geological Survey
USHMM - United States Holocaust Memorial Museum
USIA - United States Information Agency
USIP - United States Institute of Peace
USMC - United States Marine Corps

USMMA - United States Merchant Marine Academy
USN - United States Navy
USPACOM - United States Pacific Command
USPS - United States Postal Service
USPTO - United States Patent and Trademark Office
USTTI - United States Telecommunications Training Institute
TREAS - Department of the Treasury
VA - Department of Veterans Affairs
VOA - Voice of America

VCP - Voluntary Cooperation Program
VNTSC - Volpe National Transportation Systems Center
WB - World Bank
WMD - Weapons of Mass Destruction
WMO - World Meteorological Organization
WTO - World Trade Organization
WWICS - Woodrow Wilson International Center for Scholars

DEFINITIONS

Academic/ Education Programs: Programs in which the participant's primary focus is to attend an educational institution or contribute to the development of such an institution and its curriculum.

Activity: A set of actions through which inputs, such as trainers, are mobilized to produce specific outputs, such as training seminars.

Actual Year: Term used in the budget justification to denote the last completed fiscal year.

Administration of Justice: The manner and methods by which the rule of law is maintained. Included within this field are police, prosecutors, judges, court-assigned social workers, and lawyers. Both military and civilian spheres of justice are considered.

Agreement: An agreement is the formal mutual consent of two or more parties. An agency employs a variety of agreements to formally record understandings with other parties, including grant agreements, cooperative agreements, memoranda of understanding, interagency agreements, contracts, and limited scope grant agreements. In most cases, the agreement identifies the results to be achieved, respective roles, and contributions to resource requirements in pursuit of a shared objective within a given timeframe.

Annual Performance Plan: The annual performance plan (APP) summarizes an agency's performance plans for the same year as the budget request year. It is organized by the goals outlined in an agency's strategic plan. The annual performance plan is a required document under the Government Performance and Results Act.

Annual Performance Report: The annual performance report (APR) synthesizes an agency's program performance for the previous fiscal year. It compares the agency's planned goals with actual annual performance.

Appropriation: An act of Congress permitting federal agencies to incur obligations for specified purposes, e.g., Foreign Assistance and Related Programs Appropriation Act, 2000.

Appropriation Accounts: The separate accounts for which specific dollar amounts are authorized and appropriated.

Authorization: Substantive legislation that establishes legal operation of a federal program, either indefinitely or for a specific period, and sanctions particular program funding levels, e.g., the Foreign Assistance Act of 1961, as amended (FAA).

Best Practices: Administrative or operational procedures that have been shown to produce superior results; have been selected by a systematic process; have been judged as exemplary, good, or successful; and can be adapted for use by a variety of government programs and agencies.

Bilateral Assistance: Economic assistance provided by the United States directly to a country or through regional programs to benefit one or more countries indirectly. (USAID Child Survival and Disease Program Fund, Development Assistance, Economic Support Fund, Assistance for Eastern Europe and the Baltic States, Assistance for the Independent States of the former Soviet Union, and most P.L. 480 food aid are among the U.S. bilateral programs. Others include Peace Corps and International Narcotics Control.)

Budget Authority: Authority provided to the U.S. Government by law to enter into obligations, which result in outlays of government funds.

Budget Justification: The presentation to the Congress that justifies a budget request and provides information on the programs, objectives, and results of the requesting organization. Formerly referred to as the Congressional Presentation (CP).

Budget Transfer: The movement of appropriated funds from the budget of one agency to another for supporting programs essential to attaining strategic goals of the transferor agency.

Budget Year: The year of budget consideration.

Complementary Programs: Programs implemented by different agencies/elements that, while potentially consisting of similar goals, audiences, and methodologies, serve to compound the benefits derived from exchange and training activities.

Congressional Presentation:	See **Budget Justification**.
Country Field Study:	A team visit to a foreign country to examine best practices, complementarity, synergy, possible duplication and administrative overlap, and to identify effective partnerships, private sector support, and performance measures through the study of exchanges and training programs.
De-obligation:	Unexpended funds obligated for a specific activity, which are subsequently withdrawn following a determination that they are not required for that activity.
Development Assistance:	Assistance under Chapters I and 10 of the Foreign Assistance Act. Primarily designed to promote economic growth and equitable distribution of its benefits.
Disbursement:	Actual payment made for a product, service, or other performance, pursuant to the terms of an agreement.
Duplication:	Activities sponsored by different organizations that direct resources toward the same target audiences, using similar methodologies to achieve the same goals, and which result in duplicative – as opposed to complementary – outcomes (i.e., the elimination of one or more "duplicative" programs would not adversely affect the ability of the U.S. Government to achieve its overarching objectives).
Economic Assistance:	Bilateral and multilateral foreign assistance designed primarily to benefit the economy of the recipient country. Military assistance, Export-Import Bank activities, Overseas Private Investment Corporation programs, and Commodity Credit Corporation short-term credit sales, which have primary purposes other than economic development, are not included in this category.
Economic Support Fund (ESF):	An appropriation account for funding economic assistance to countries based on considerations of special economic, political, or security needs and U.S. interests. ESF took the place of Security Supporting Assistance, as provided in Section 10(b)(6) of the International Security Assistance Act of 1978 (92 STAT 735).
Exchange Visitor Program (also known as the "J" visa program):	Provides a means for foreign nationals to participate in educational and cultural exchange programs in the United States. The Exchange Visitor Program is authorized by the Mutual Educational and Cultural Exchange Act of 1961 (Public Law 87-256) as amended, 22 U.S.C. 2451, et. seq. (1988), also known as the Fulbright-Hays Act. Public and private organizations designated as sponsors by the U.S. Department of State, conduct programs designed to promote the interchange of persons, knowledge, and skills in the fields of education, arts, and sciences. Through the Exchange Visitor Program foreign nationals may visit the United States temporarily to teach, lecture, study, observe, conduct research, consult, train, or demonstrate special skills. At the conclusion of their program,

participants are expected to return to their home countries.

Exchanges: The movement of persons across national borders that is sponsored by a USG entity or its funded partner for a specific objective; results in substantive contacts or mutually beneficial cooperative activities that increase understanding among individuals without requiring reciprocity.

Expenditure: As reported in this document, represents the total value of goods and services received, disbursement for which may not have been made. A disbursement, also referred to as an actual expenditure or outlay, represents funds paid from the U.S. Treasury.

Fiscal Year: Yearly accounting period, without regard to its relationship to a calendar year. (The fiscal year for the U.S. Government begins October 1 and ends September 30.)

FREEDOM Support Act (FSA): The Freedom for Russia and Emerging Eurasian Democracies and Open Markets Support Act of 1992 (FREEDOM Support Act, P.L. 102-511) authorizes assistance to the New Independent States of the former Soviet Union (referred to as Eurasia).

Goal: The desired end state toward which activities are directed. Goals determine how an organization will carry out its mission over time. Some entities will use "goal" and "**objective**" interchangeably, but an "objective" usually describes a more specific level of achievement than a goal.

Government Performance and Results Act (GPRA): The Government Performance and Results Act of 1993 (P.L. 103-62) provides for the establishment of strategic planning and performance management in the federal government.

Grant: Agreement in which the federal government provides funding or a thing of value to support a public purpose authorized by public statute. The government is not the recipient of the goods or service and does not play a substantial role.

Intergovernmental Exchange: Exchanges in which the participants are sponsored by governments.

Intermediate Outcome: An interim effect on attitudes, behavior, and/or (physical) conditions that can serve as an indicator of performance short of the achievement of a longer-term goal.

**International/
Foreign Visitor
Programs:**
Programs in which participants meet with or observe the operations of professional counterparts and/or tour relevant facilities with the goal of sharing ideas, experiences, and approaches. Visitor programs can include, but are not limited to, meetings, briefings, tours, and opportunities for professional observation. They do not usually include direct training, internships, classroom study, or on-the-job training.

Loan:
Assistance that must be repaid. Repayment terms for development loans under Development Assistance and the Economic Support Fund are established by USAID in accordance with the Foreign Assistance Act of 1961, as amended, and the current Foreign Assistance and Related Programs Appropriation Act.

Mission:
The reason for an organization's or program's existence. The mission explains the program or organization's focus, describes why it exists, and tells what it does.

**Mission
Performance Plan:**
The single planning document within the U.S. Government that defines U.S. national interests in foreign countries and coordinates performance measurement in these countries among U.S. Government agencies.

**Multilateral
Assistance:**
Assistance which the United States provides to less or least developed countries (LDC) through multilateral development banks, United Nations agencies, and other international organizations with development purposes.

National Interest:
A political and strategic interest of the United States that guides the identification of recipients of foreign assistance and the fundamental characteristics of development assistance.

**Nongovernmental
Organization
(NGO):**
An entity, organized either formally or informally, that is independent of government.

Objective:
A desired outcome or result. Several agency objectives contribute to each agency goal. An agency objective provides a general framework for more detailed planning that occurs for a specific country and regional program.

Obligation:
Legal commitment of funds through such mechanisms as signed agreements between the U.S. Government and host governments, contracts, grants to organizations, and purchase orders.

Outcome:
Outcomes are results, which are often expressed as changes in conditions, behaviors, and attitudes. See **Result**.

Outlay: Cash disbursement from the U.S. Treasury.

Output: Outputs are the products and services produced in implementing a program. Output information can include, among other things, the number of participants on a given exchange program, the number of trainees per session, or the number of training seminars offered.

Overlapping Programs: Activities by different agencies/elements that direct resources toward overlapping target audiences, using similar methodologies to achieve similar or the same goals. Programs that overlap are not inherently duplicative. They can be conceived and carried out as complementary efforts by various agencies/elements to address policy goals and objectives.

Oversight: The act of supervising the performance of specific programs with special attention to the conformance to set policy; watchful care of the performance of duties for which the overseer is responsible.

Partnership: Participation by a USG agency/element in a formal relationship with other federal agencies, host governments, and/or private sector organizations to conduct its exchanges and training operations. A partner is an entity with an established formal relationship with a funded USG agency to cooperate on specific training activities, exchanges, research projects, or joint missions that seek to promote the sharing of ideas, develop skills, and foster mutual understanding and cooperation. Typically, partners are linked by memoranda of understanding, protocols, bilateral accords, contracts, cooperative agreements, or administrative directives.

Peacekeeping Operations: The program authorized and appropriated for a special type of economic assistance for peacekeeping operations and other programs carried out in furtherance of the national interests of the United States.

Performance Goal: An articulated, defined result that project activities are designed to achieve.

Performance Indicator: A particular value or characteristic used to measure output or outcome. This term is used interchangeably with the term "performance measure." Performance indicators are used to observe progress and to measure actual results compared to expected results. The indicators are usually expressed in quantifiable terms, and should be objective and measurable (numeric values, percentages, scores and indices).

Performance Measure: A means by which an activity is compared, quantitatively and qualitatively, with the goal that it was set up to achieve.

Performance Plan:	The performance plan identifies annual performance benchmarks of the operating unit. Meeting benchmarks, or the planned levels of achievement for a given year, are considered important steps toward ultimately achieving the ten-year performance goals identified in the **Strategic Plan**.
Performance Standard:	A predetermined quality level by which to judge an activity's work product.
P.L. 480:	The Agricultural Trade Development and Assistance Act of 1954, as amended, which governs administration of the U.S. Food for Peace program. (Term is often used to describe food aid.)
President's Budget:	Budget for a particular fiscal year transmitted to Congress by the President in accordance with the Budget and Accounting Act of 1921, as amended.
Re-obligation:	Obligation of an amount that had been obligated and de-obligated in prior transactions.
Result:	Outcome that demonstrates how various approaches and delivery mechanisms contribute to achieving overarching organizational goals.
Rule of Law:	A political theory holding that governing by a set of articulated rules enforced by neutral referees is the best means of ensuring open, reliable, and impartial justice for an entire population. Rule of Law is considered a sine qua non of democracy.
Spigot:	The accounts that provide the funding for all appropriations under the International Affairs Budget; also called money pots.
Strategic Goal:	A performance goal designed to satisfy a defined need for which the responsible organization has the resources to address.
Strategic Plan:	The framework that an operating unit uses to articulate the organization's priorities, manage for results, and tie the organization's results to the customer and beneficiary. The strategic plan is a comprehensive plan that includes the limitation of strategic objectives and a description of how resources will be deployed to accomplish the objectives. A strategic plan is prepared for each portfolio whether it is managed at a country, regional, or central level.
Support for East European Democracy (SEED) Act:	The Support for East European Democracy Act of 1989 (P.L. 101-179) authorizes assistance to Eastern Europe.

Training: Activities during which participants representing different levels of professional expertise interact on an unequal basis with each other and with knowledge experts in a formalized setting, resulting in a training/trainee scenario. "Training" implies that trainees expect certain tangible results such as knowledge acquisition, skills acquisition, increased capacity, etc.

APPENDIX C: U.S. GOVERNMENT ORGANIZATIONS SPONSORING AND REPORTING INTERNATIONAL EXCHANGES AND TRAINING PROGRAMS

	Administers Int'l Exchanges & Training			Reports Data to IAWG		Comments
	Yes	No	Unknown	Yes	No	
EXECUTIVE BRANCH						
EXECUTIVE OFFICE OF THE PRESIDENT						
The White House Office		X			X	
Office of the Vice President of the United States		X			X	
Council of Economic Advisors		X			X	
Council on Environmental Quality		X			X	
National Security Council		X			X	
Office of Administration		X			X	
Office of Management and Budget		X			X	
Office of National Drug Control Policy		X			X	
Office of Policy Development		X			X	
Office of Science and Technology Policy		X			X	
Office of the U.S. Trade Representative		X			X	
EXECUTIVE AGENCIES						
Cabinet-Level Departments						
Agriculture	X			X		
Commerce	X			X		
Defense	X			X		
Energy	X			X		
Education	X			X		
Health and Human Services	X			X		
Housing and Urban Development	X			X		
Interior	X			X		
Justice	X			X		
Labor	X			X		
State	X			X		
Transportation	X			X		
Treasury	X			X		
Veterans Affairs	X			X		
Independent Estalishments and Government Corporations						
African Development Foundation	X			X		
Central Intelligence Agency			X		X	IAWG does not collect classified information.
Commodity Futures Trading Commission			X		X	
Consumer Product Safety Commission			X		X	
Corporation for National and Community Service		X			X	
Defense Nuclear Facilities Safety Board			X		X	

	Administers Int'l Exchanges & Training			Reports Data to IAWG		Comments
	Yes	No	Unknown	Yes	No	
Environmental Protection Agency	X				X	
Equal Employment Opportunity Commission	X				X	
Export-Import Bank of the United States		X			X	
Farm Credit Administration		X			X	
Federal Communications Commission	X			X		
Federal Deposit Insurance Corporation	X			X		
Federal Election Commission		X			X	
Federal Emergency Management Agency	X			X		
Federal Housing Finance Board		X			X	
Federal Labor Relations Authority		X			X	
Federal Maritime Commission	X			X		
Federal Mediation and Conciliation Service	X			X		
Federal Mine Safety and Health Review Commission		X			X	
Federal Reserve System		X			X	
Federal Retirement Thrift Investment Board	X				X	
Federal Trade Commission	X			X		
General Services Administration	X			X		
Inter-American Foundation	X				X	
Merit Systems Protection Board		X			X	
National Aeronautics and Space Administration	X			X		
National Archives and Records Administration	X			X		
National Capital Planning Commission		X			X	
National Credit Union Administration	X				X	
National Foundation on the Arts and the Humanities (NEA, NEH, & IMLS)	X			X		
National Labor Relations Board		X			X	
National Mediation Board		X			X	
National Railroad Passenger Corporation (AMTRAK)			X		X	
National Science Foundation	X			X		
National Transportation Safety Board	X			X		
Nuclear Regulatory Commission	X			X		
Occupational Safety and Health Review Commission		X			X	
Office of Government Ethics	X			X		
Office of Personnel Management	X			X		
Office of Special Counsel		X			X	
Overseas Private Investment Corporation	X				X	
Peace Corps	X			X		
Pension Benefit Guaranty Corporation	X			X		
Postal Rate Commission		X			X	

	Administers Int'l Exchanges & Training			Reports Data to IAWG		Comments
	Yes	No	Unknown	Yes	No	
Railroad Retirement Board					X	
Securities and Exchange Commission	X			X		
Selective Service System	X				X	
Small Business Administration		X			X	
Social Security Administration	X			X		
Tennessee Valley Authority	X			X		
Trade and Development Agency	X			X		
U.S. Agency for International Development	X			X		
U.S. Commission on Civil Rights			X		X	
U.S. International Trade Commission			X		X	
U.S. Postal Service	X			X		
Boards, Committees, and Commissions						
Administrative Committee of the Federal Register			X		X	Part of National Archives and Records Admin.
Advisory Council on Historic Preservation		X			X	
American Battle Monuments Commission			X		X	
Appalachian Regional Commission			X		X	
Architectural and Transportation Barriers Compliance Board	X			X		
Arctic Research Commission		X			X	
Arthritis and Musculoskeletal Interagency Coordinating Committee		X			X	Part of Health & Human Services/NIH
Barry M. Goldwater Scholarship and Excellence in Education Foundation		X			X	
Broadcasting Board of Governors	X			X		
Chemical Safety and Hazard Investigation Board			X		X	
Citizen's Stamp Advisory Committee		X			X	
Commission on Fine Arts			X		X	
Committee on Foreign Investment in the United States			X		X	Part of Treasury
Committee for the Implementation of Textile Agreements		X			X	Part of Commerce
Committee for Purchase From People Who Are Blind or Severely Disabled		X			X	
Coordinating Council on Juvenile Justice and Delinquency Prevention		X			X	Part of Justice
Delaware River Basin Commission		X			X	
Endangered Species Committee		X			X	Part of Interior
Export Administration Review Board		X			X	
Federal Financial Institutions Examination Council		X			X	
Federal Financing Bank			X		X	Part of Treasury

	Administers Int'l Exchanges & Training			Reports Data to IAWG		Comments
	Yes	No	Unknown	Yes	No	
Federal Interagency Committee on Education		X			X	Part of Education
Federal Laboratory Consortium on Technology Transfer		X			X	
Federal Library and Information Center Committee		X			X	Part of Library of Congress
Harry S. Truman Scholarship Foundation		X			X	
Illinois and Michigan Canal National Heritage Corridor Commission		X			X	
Indian Arts and Crafts Board		X			X	Part of Interior
Interagency Committee on Employment of People with Disabilities			X		X	Part of Equal Employment Opportunity Commission
Interagency Savings Bond Committee		X			X	
J. William Fulbright Foreign Scholarship Board	X			X		Data submitted via State/ECA
James Madison Memorial Fellowship Foundation		X			X	
Japan-United States Friendship Commission	X			X		
Joint Board for the Enrollment of Actuaries			X		X	Part of Treasury
Marine Mammal Commission	X			X		
Medicare Payment Advisory Commission		X			X	
Migratory Bird Conservation Commission		X			X	
Mississippi River Conservation Commission		X			X	Part of Defense/ACE
Morris K. Udall Scholarship and Excellence in National Environmental Policy Foundation		X			X	
National Commission on Libraries and Information Science		X			X	
National Council on Disability			X		X	
National Education Goals Panel			X		X	
National Park Foundation		X			X	
Navajo and Hopi Indian Relocation, Office of		X			X	
Northwest Power Planning Council		X			X	
Panama Canal Commission		X			X	Dissolving
Permanent Committee on the Oliver Wendall Holmes Device		X			X	Part of Library of Congress
President's Committee on Employment of People with Disabilities			X		X	
President's Council on Integrity and Efficiency		X			X	Part of Office of Management and Budget
President's Foreign Intelligence Advisory Board		X			X	
Presidio Trust			X	X		Part of Interior - Activities would be submitted by Nat'l Park Service
Social Security Advisory Board			X		X	

	Administers Int'l Exchanges & Training			Reports Data to IAWG		Comments
	Yes	No	Unknown	Yes	No	
Susquehanna River Basin Commission	X			X		
Textile Trade Policy Group			X		X	Part of U.S. Trade Representative
Trade Policy Staff Committee		X			X	Part of U.S. Trade Representative
U.S. Holocaust Memorial Museum	X			X		
U.S. Nuclear Waste Technical Review Board		X			X	
Veterans Day National Committee		X			X	Part of Veterans Affairs
White House Commission on Presidential Scholars		X			X	Part of Education
QUASI-OFFICIAL AGENCIES						
Legal Services Corporation	X				X	
Smithsonian Institution		X			X	
Woodrow Wilson International Center for Scholars	X			X		
State Justice Institute		X			X	
U.S. Institute of Peace	X			X		
MISC						
Civil Air Patrol	X			X		Civilian Auxiliary of U.S. Air Force
Federal Energy Regulatory Commission	X			X		Independent org. within Energy
Federal Executive Boards	X			X		Interagency orgs. under oversight of Office of Personnel Management
LEGISLATIVE BRANCH						
Congress			X		X	
Architect of the Capitol			X		X	
U.S. Botanical Gardens			X		X	
General Accounting Office			X		X	
Government Printing Office			X		X	
Library of Congress	X			X		
Congressional Budget Office			X		X	
JUDICIAL BRANCH						
Supreme Court of the United States			X		X	
Lower Courts			X		X	
Special Courts			X		X	
Administrative Office of the U.S. Courts			X		X	

	Administers Int'l Exchanges & Training			Reports Data to IAWG		Comments
	Yes	**No**	**Unknown**	**Yes**	**No**	
Federal Judicial Center			X		X	
U.S. Sentencing Commission			X		X	

APPENDIX D: IAWG SURVEY OF FEDERAL STAKEHOLDERS

1. Are you aware of the work of the Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training (IAWG)? (Please select all that apply.)

Response	Count	Percent
I am not aware of the IAWG.	17	10.1%
I have heard of the IAWG, but have not participated in their activities or contributed to their reports.	22	13.1%
I have assisted the IAWG by providing data to them for their annual inventory of programs.	105	62.5%
I have participated in IAWG studies, meetings, and/or programs (including International Visitors Roundtables, Country Studies, Visa Roundtables, etc.)	54	32.1%
I have attended the IAWG quarterly meetings as my agency's representative.	31	18.5%
I have read/used IAWG publications and/or web resources.	52	31.0%
I have spoken or corresponded with IAWG staff and/or members or heard presentations by staff and/or members.	87	51.8%

2. The IAWG is mandated by Congress to address the areas listed below. Even if you are unaware of the IAWG and its activities, please indicate the degree of importance of each area to your organization's international exchanges and training programs.

(Percentages)	Very important	Somewhat important	Not important	Not sure
Collect/analyze data	51.5%	34.1%	9.0%	5.4%
Promote greater cooperation	61.7%	26.9%	8.4%	3.0%
Create/maintain clearinghouse	49.7%	32.3%	10.8%	7.2%
Identify duplication	34.1%	42.5%	16.8%	6.6%
Develop coordinated, cost-effective strategy	24.7%	39.2%	22.9%	13.3%

Develop common performance measures for programs	27.5%	35.3%	28.1%	9.0%
Develop strategies for expanding private sector support	44.9%	32.9%	15.0%	7.2%

3. Of the areas listed above, which of them should be the future focus of an interagency working group? (Please rank order all that apply, with "1" being the highest priority.)
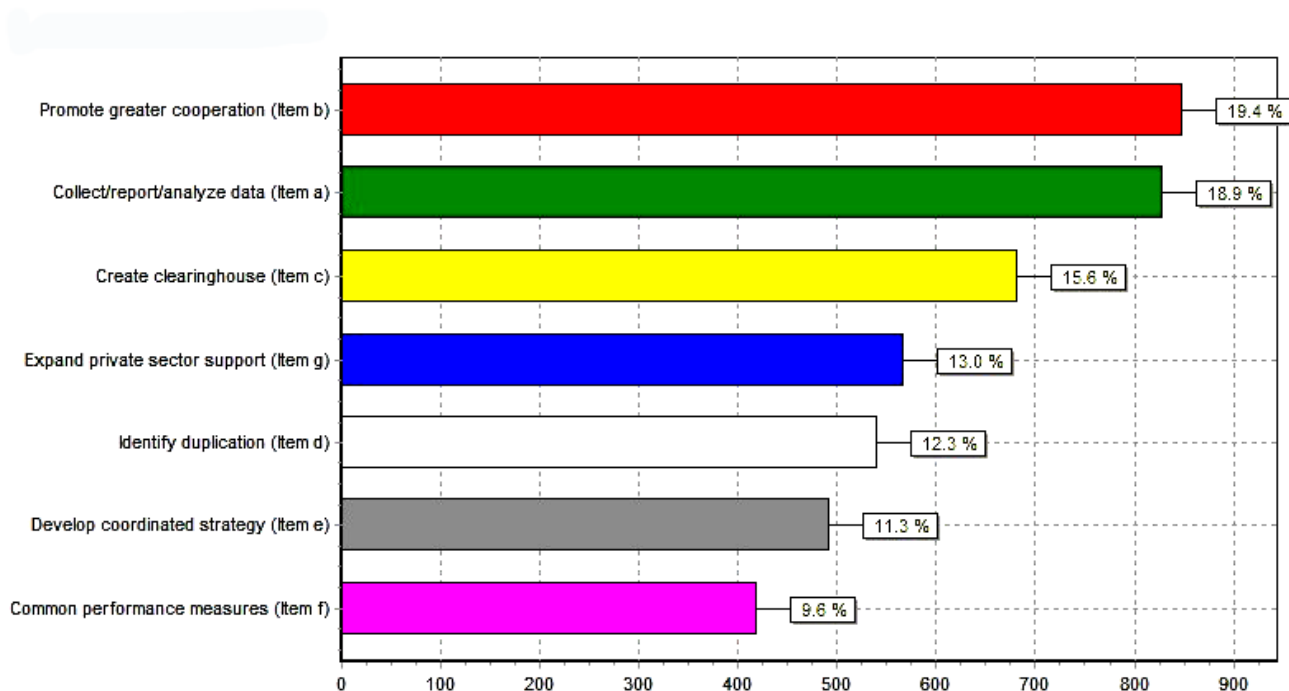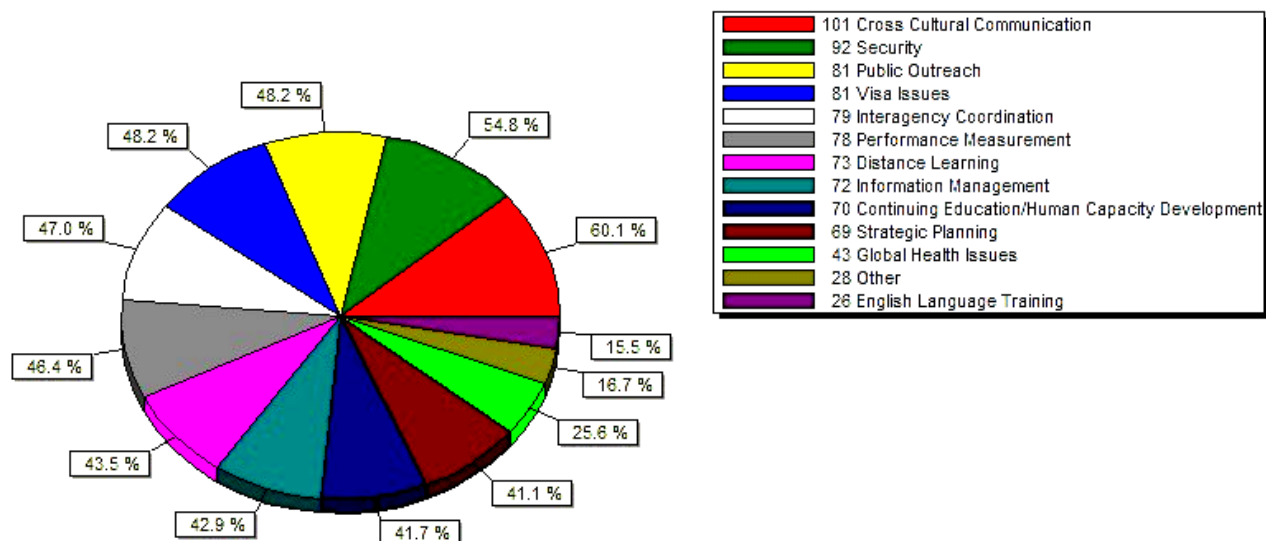
4. Please list additional areas in which interagency cooperation on issues related to international exchanges and training would be beneficial to your organization.

I agree with developing an overall strategy for the entire Federal Government- but why are you tying it to a 10 percent savings - we do not really know what should be spent - we may need to spend way more and based on recent events and the continued misunderstanding of US policies and its people we probably should be spending more money and not looking for cost savings.
IAGW should set up a working group of people who actually coordinate the international programs in the various agencies. This is where the rubber hits the road!
Developing policy recommendations to Congress on how best to engage international alumni. Developing a common database of international visitors across the government.
Coordination of agency senior officials to site visits in country through cooperation from Department of State
Coordination with INS and Visa issues for exchanges. Programs using B-1/B-2 Visas alone lack the leverage to work with INS. Together, the IAWG could represent them and maybe get some support.
We do a considerable amount of interagency coordination now, some of it useful and some of it not. If this project results in additional levels of fruitful coordination, great; if it produces another level of unnecessary bureaucracy, it will further erode our capacity to do work already mandated by Congress. In particular, any attempt to coordinate all programs, given their vastly different objectives and activities seems a bit far-fetched.
Since nearly 100% of our exchange programs for scholars are NOT federally funded but supported by private donations, I would focus public attention on the importance of international scholarship.
Coordinate and implement international workshops, seminars and conferences where subject areas are similar and compliment one another
Clearinghouse accessible via website for foreign scientists to identify programs they would be eligible to participate in.
Anti-corruption activities
Create a database of U.S. experts who have participated as instructors of briefers for exchange or training programs. These experts could be called upon to participate in electronic exchanges to reinforce the message and/or provide follow up.
Information on visa (J-1) developments such as tracking.
1. Promote the concept of international exchanges and what they can do for the organizations and for the country. 2. Find money for exchange opportunities 3. Find ways to reward and encourage those who do exchange programs and the organizations that supported the efforts.
A calendar of USG exchanges/arrivals/events to be shared among agencies would assist in the information flow improvement.
Clearinghouse of in-country information.
Identify additional sources of funding
Field staff should know about and promote each other's programs.
In convincing appropriators and other possible funders that exchanges are important, long-term investments that coincide with U.S. National Security interests.
Promoting cooperation between government and non-government organizations to achieve common goals.
1. Provide timely updates on the safety in visiting countries. 2. Be a central point for questions on whether to send young people to a particular country. 3. Be a central point for information on educational programs within the State Department for young people. 4. Provide an optional orientation course for the students of participating organizations that can be taken prior to the overseas trip. This could be in a distance learning format.
Identify events in which a synergetic effect may be realized by combining resources to achieve the most

effective results.
Include data regarding positive impact on economy of exchanges (not just universities, but private groups that are funded to do programs, etc.; gain acceptance of common definitions of types of exchanges at least among USG agencies and partners; find out what private but organized exchanges are going on, add that data; include criteria for various exchanges and how to acquire more info in clearinghouse; collect success stories and include PR to American public and Congress as an important role of IAWG (incl. stories for 60 Minutes, People magazine, better media as well -- etc.)
I am not in a position to comment on this. I worked minimally on the international programs at [*name of organization deleted*], and though I think they are very important, I do not have a good understanding of my agency's strategy in this area and how it fits with the rest of the federal government.
Visa support, scholar services
As a small organization, we would benefit from knowing how other exchange sponsors meet their obligations under the program; for example, how health insurance is handled for exchange visitors. It would be helpful both to have other organizations' examples to follow and, perhaps, to know about potential opportunities to pool resources with other sponsors.
Develop volunteer exchange program
Occasional notices such as: did you know that Y agency also funds a program very much like the X program to bring graduate students to the US? See xyz for more information.
Better coordination/assistance from the Consular Section regarding waivers of the two-year home residency requirement.
IAWG has little if any power to effect decisions. Its work is therefore of marginal consequence.
1. Become a center for feedback from countries regarding information regarding how to improve programs, what worked well-to develop a best practices for international programs. 2. Communicate and share information with similar agencies/or equivalent in other countries. 3. Promote conferences for idea sharing on specific regions or topics.
More programs like our visit to learn about Advanced Distribution Learning
Two data bases, one on who are the Subject matter Experts on those themes that you decide to track; the other on those students who have attended by country so the grads can get together.
Collect and share information on successful cross-Agency capacity development (education, training, organizational performance improvement) follow-up models
Better relationship between training programs/efforts and policy priority areas
International cooperation in the information technology field.
A database of "lessons learned" or "best practices" would be useful.
We find that interagency cooperation for us is more important in Russia than in the U.S. Since our alumni funds are limited, it has been helpful to provide opportunities for alumni of different programs without trading funds. For example, we have 25 slots for a health conference in city D. Only 20 alumni have responded. The remaining 5 slots go to alumni of other programs. In exchange, our alumni in city K are invited to a management conference.
Outreach
I can not stress the importance of sharing information across all government agencies. It's imperative to affect coordination and alleviate duplication.

## 5. Which of the following themes/topics are most important to your organization? (Please check all that apply.)

48.2 %   54.8 %
48.2 %
47.0 %   60.1 %
46.4 %
43.5 %   15.5 %
42.9 %   16.7 %
41.7 %   25.6 %
41.1 %

■ 101 Cross Cultural Communication	
■ 92 Security	
■ 81 Public Outreach	
■ 81 Visa Issues	
□ 79 Interagency Coordination	
■ 78 Performance Measurement	
■ 73 Distance Learning	
■ 72 Information Management	
■ 70 Continuing Education/Human Capacity Development	
■ 69 Strategic Planning	
■ 43 Global Health Issues	
■ 28 Other	
■ 26 English Language Training	

"Other" responses:

Foreign language training	International Civil Transport
Program office / post communications	Environment
Academic mobility among countries	Cultural understanding
Training Americans to compete	Exchanges
Environment, science and technology	Democracy/civic education/democracy/econ
Dispute Resolution Training	Teaching languages other than English
Education, remembrance, memorialization	Law Enforcement
Sustainable development	Pension issues
Scientific research	Journalism
Human rights; building civil society	Arms Control
Aviation Information	Population and economic data collection
Scientific interaction	Important to SEC's mission. IAWG is not.
Humanities research	Maintain trust with partner countries
Promoting US foreign language learning	Multilateral Diplomacy
Law enforcement	Foreign Policy issues
Student education before their trip	

6. Do you know that the IAWG has an information clearinghouse website: www.iawg.gov?

Response	Count	Percent
Yes	107	78.1%
No	30	21.9%

**7. Which of the following sections of the website have you used? (Please check all that apply.)**
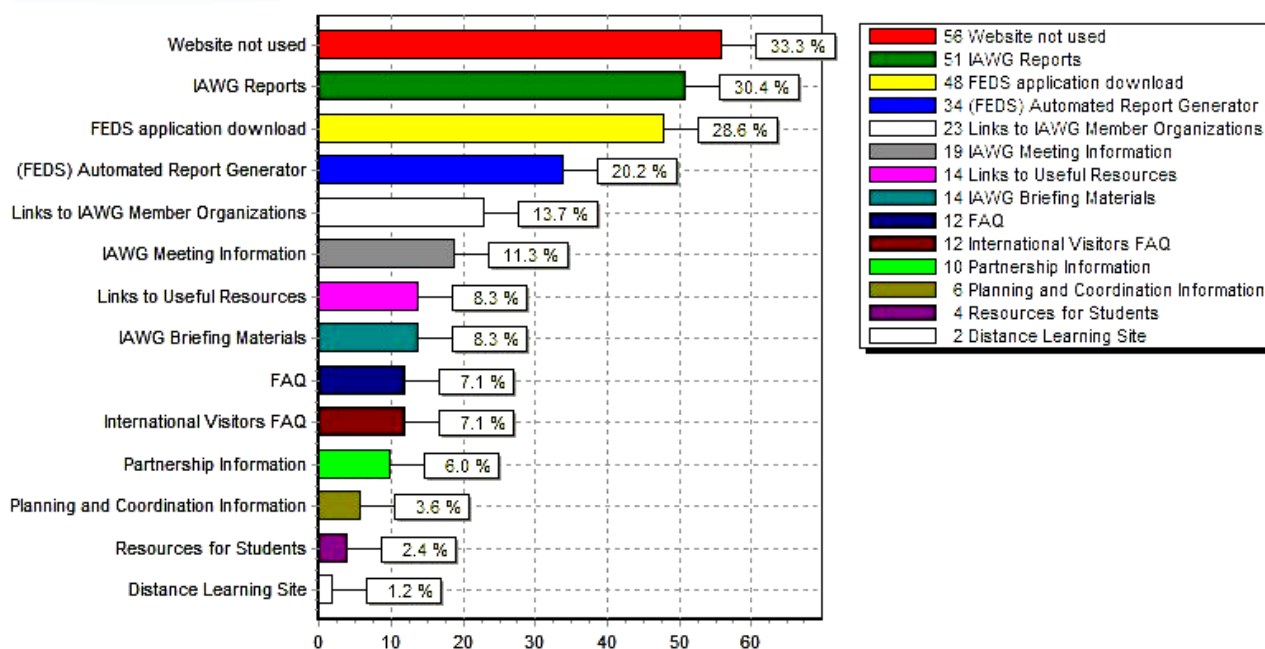
8. Please review the list of IAWG publications below and indicate how useful they are to you.

| (Percentages)	Very useful	Somewhat useful	Not useful	Not read
Annual Report	17.0%	40.7%	6.7%	35.6%
Inventory of Programs	21.8%	40.6%	3.0%	34.6%
Regional Reports	17.6%	24.4%	7.6%	50.4%
Compilation of Int'l Visitors Programs	18.9%	28.8%	7.6%	44.7%
Country Studies	15.9%	22.0%	7.6%	54.5%
Duplication Study: Business and Entrepreneurial Development Programs in CEE & the NIS	4.6%	13.7%	14.5%	67.2%
Duplication Study: Graduate-Level Academic Exchange Programs	7.6%	14.4%	12.9%	65.2%
Partnership Case Studies	9.8%	15.9%	8.3%	65.9%
Measuring the Performance of International Exchanges and Training Programs	15.0%	18.0%	6.0%	60.9%

9. Please rank the usefulness of the following IAWG activities to your organization.

| (Percentages)	Very Useful	Somewhat Useful	Not Useful	Unaware of Activity
Quarterly Principals Meetings	12.2%	21.4%	17.6%	48.9%
Country Field Studies	11.3%	29.3%	14.3%	45.1%
Intl Visitors Roundtable Meetings	14.4%	24.2%	12.9%	48.5%
Special Seminars	13.7%	20.6%	13.7%	51.9%
Visa Issues Roundtables	18.0%	18.0%	12.5%	51.6%
FEDS Training Sessions	15.4%	24.6%	15.4%	44.6%
Ad hoc IAWG Consultations	23.7%	20.6%	8.4%	47.3%
Ad hoc IAWG Staff Reports	8.5%	22.3%	10.0%	59.2%
IAWG Staff Briefings	13.3%	24.2%	13.3%	49.2%

10. The IAWG is currently mandated to meet four times each year. We usually structure these as full IAWG principals meetings. Periodically we replace one or two of these meetings with a thematic or geographic focus and open them to a wider audience of interested federal employees. Which type of meeting do you prefer?
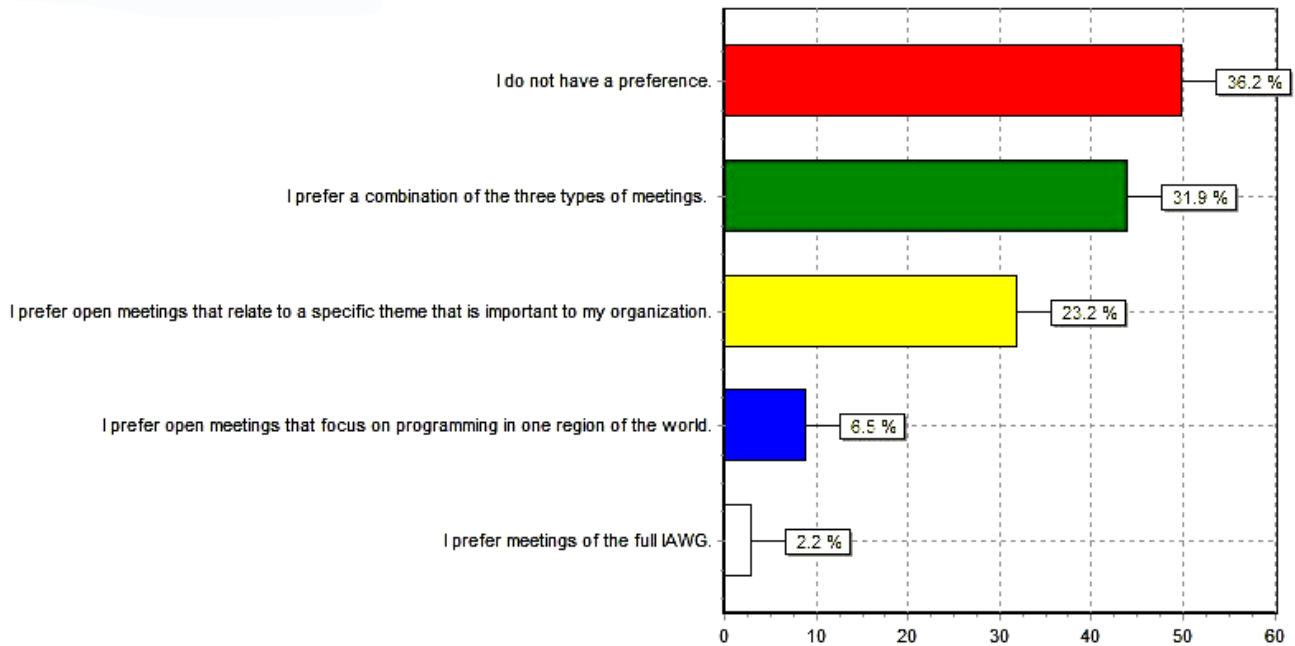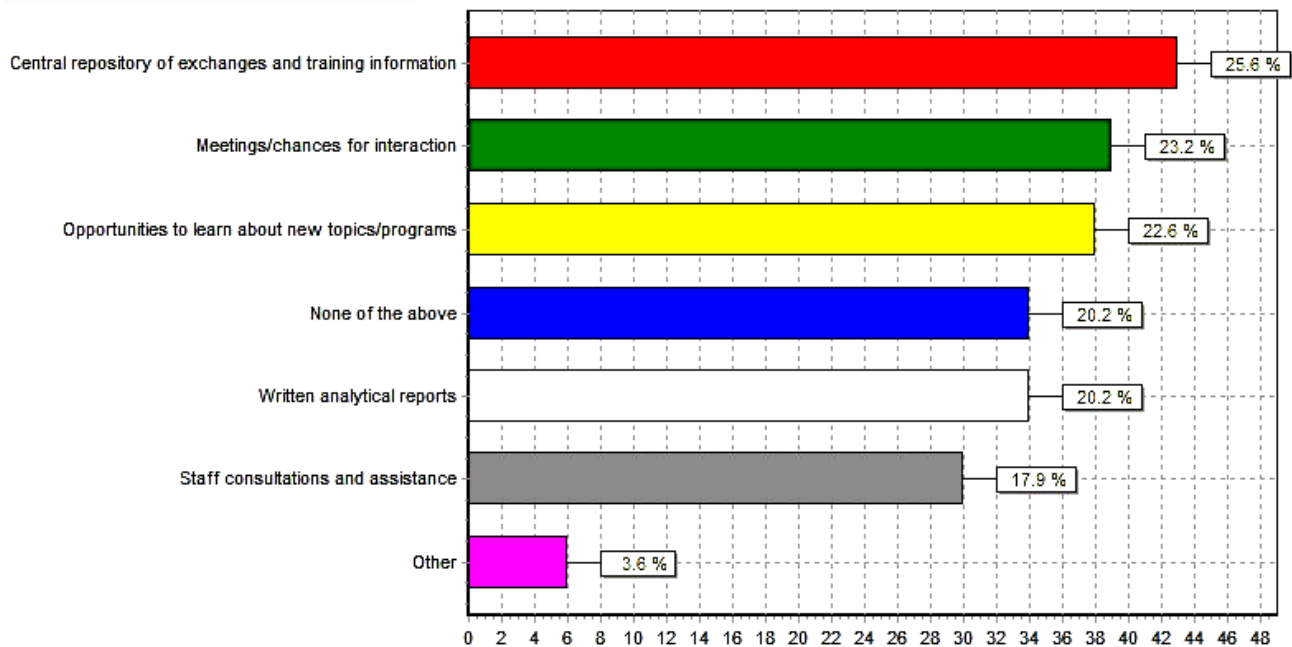
11) In order to foster dialogue among interested IAWG members and stakeholders, which do you think is more useful: meetings with the broadest possible representation of all agencies/programs or smaller sub-working group meetings involving fewer individuals/organizations?
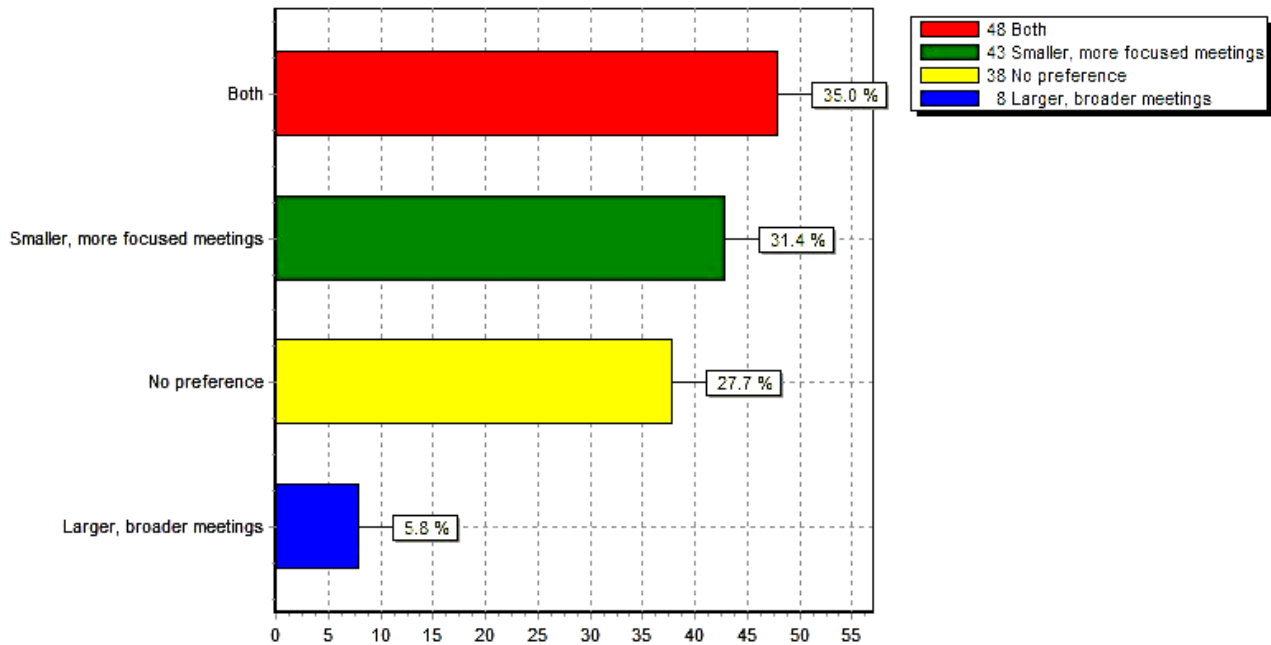
12. If the IAWG were to focus more on sub-working groups, would you prefer that they be organized topically or geographically?
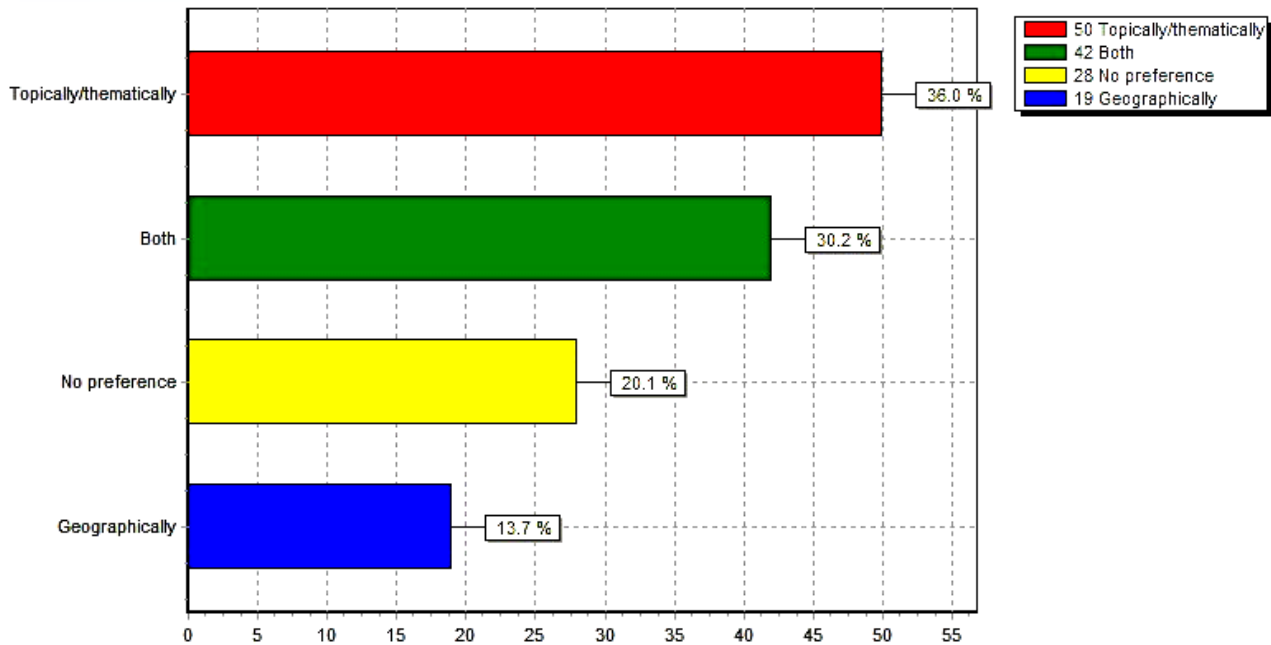
13. What aspects of the IAWG's operations have been the most useful to you in the past?
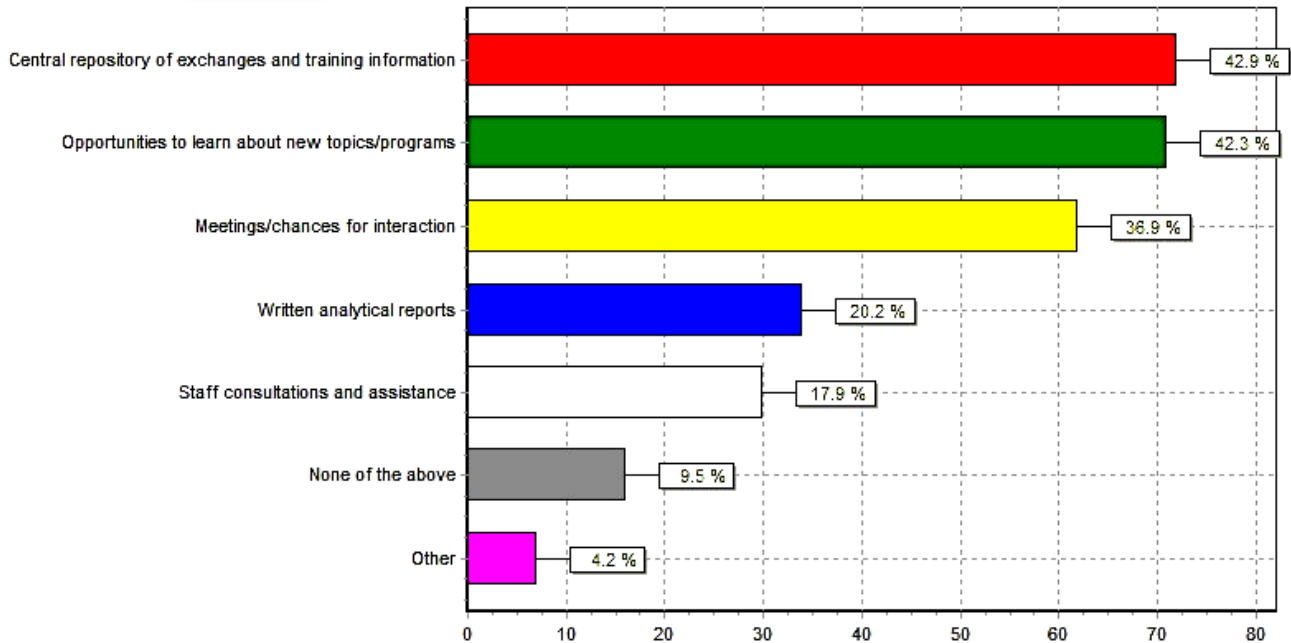
"Other" responses:

| |
|---|
| Field study |
| I am new to IAWG and have not had experience using its operations |
| I have never used any aspects of IAWG's operations |
| My organization has just come on board and therefore we have not learned what to take advantage of nor look at in the reports. Our exchange has been taking place for almost 50 years; so, the primary area where we could use help is in group meetings. |
| Opportunities to coordinate training with policy priorities in and across geographic boundaries |
| I have contributed to reports since 1994 and did not know a website existed. |

14. What areas would you like the IAWG to focus on in the future?

"Other" responses:

Develop performance measurements
Tax issues
More data analysis and reporting; become sort of a U.S. census bureau for exchanges and training
Educational programs for youth prior to their overseas trips.
Areas too broad

15. What are the least useful aspects of the IAWG?
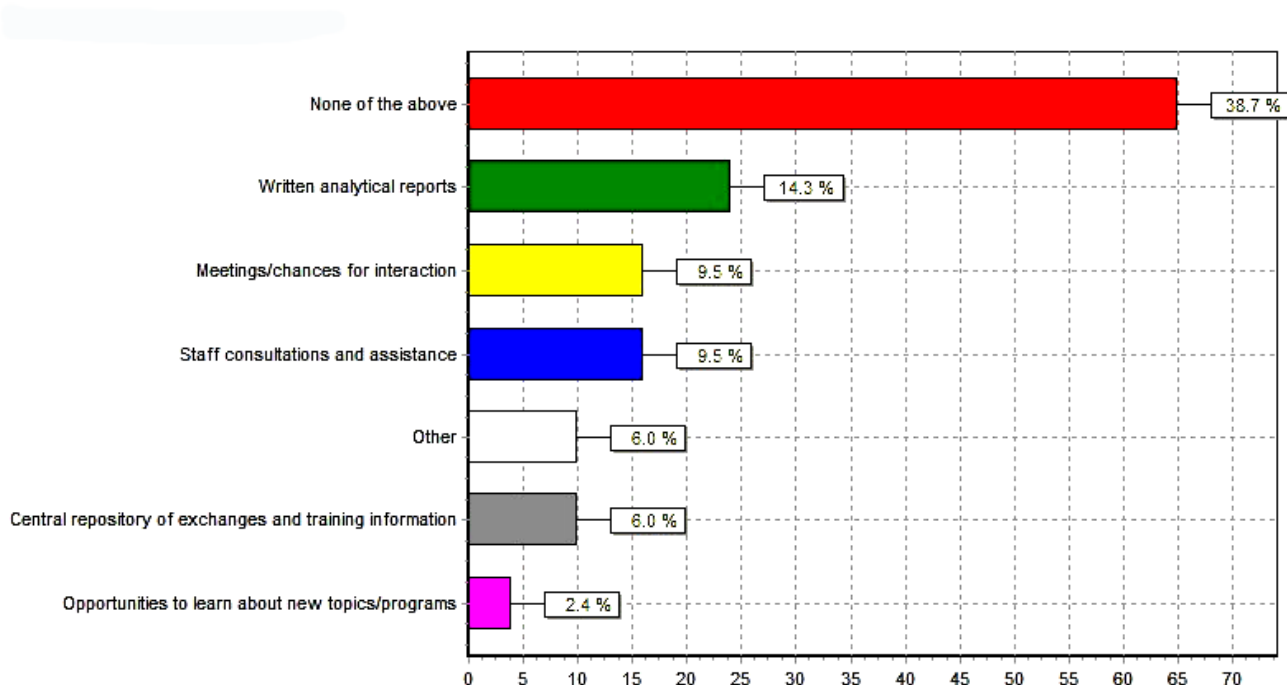
"Other" responses:

Having to submit the data through its web site every year.
Feds training sessions
Too early for us to tell.
Don't know enough to say
I hate the statistical compilations that you request every year. They are a royal pain and do nothing except prevent me from doing my job.
I question the value of IAWG.
Do not know, have never been invited to participate.

16. Are there specific approaches, projects, roles that you think the IAWG should assume for the betterment of the USG exchanges and training community?

IAWG must work with program coordinators to get input on how to better coordinate data collection and analysis. IAWG should base its data collection on processes which have been well vetted by program coordinators in the agencies. This way, program monitoring at the program level will better help inform the data collection.
Expand information beyond people to people programs and create a clearinghouse of all Information Programs.
Develop performance measurements in consultation with the needs of the various individual programs.

The IAWG should keep it's focus limited to the initial mandate.
Regular interagency cooperation and collaboration
Do you have a brochure? I know it seems "low-tech" but in my opinion it would help spread the word about what you do.
1. Promote exchanges 2. Find money 3. Identify and spread around rewards.
Specific role: serve as conduit for dissemination of information between agencies
More meetings that include a wider variety of professionals involved with international visitors.
Most of us are extremely busy with our regular agency duties, so a more user-friendly website and data entry system would be very useful.
Publish statistics more promptly. Persuade non-cooperative USG agencies to participate. Stop seeking to save money. Exchange is worth the cost.
Better provision of information on all programs under IAWG
Hold the flag high for exchanges, providing information to Congress and other funding sources about the importance of exchanges
Publication of government-wide newsletter, publicizing your programs and mandate
We had computer firewall issues that were not resolved in the time available to us. The IAWG agrees that the web-based Feds3 software will need to be modified to make it more useful to agencies with advanced computer security systems.
Once again, I believe that the IAWG should encourage the State Department to have an educational program (2 days max) for the youth of the participating organizations. This would ensure a more well rounded, better informed "ambassador" for the U.S. in the hosting country.
Serving as a clearing house and fostering better communication among agencies involved in similar activities.
More direct communication with what I feel are the stakeholders -- the US public, who must believe in exchanges, especially after 9/11, and the staff that really accomplishes exchanges, e.g. the Public Affairs Officers at the U.S. Embassies around the world; information on line may be helpful -- didn't know about it -- if is current and can help field workers identify obscure as well as known exchange programs that may be helpful to our client base
To research exchange opportunities for older adults and adults with disabilities.
We have been unaware of IAWG, but see it as a potential resource to learn what others are doing in exchange and training and perhaps make better use of the available resources.
Preventing redundancy in overlap. Increase efficiency of program distribution.
More publicity on your existence. Our only contact with the IAWG is an annual report on our foreign activities. It would help if we had more contact than that.
Again, I do not feel like I have the expertise to represent my agency in answering this question.
Develop an assessment instrument that allows more comparable data to be collected across all Title VI and Fulbright-Hays discretionary grant programs.
More attention at user-end. work backwards from the ground level activities. provide for interdisciplinary understanding of issues - including the social/cultural side.
[*Name of organization deleted*] is small and hosts a limited number of exchange visitors each year (anywhere from 0 to about 6). Our mission is to promote research, education, and training on the prevention, management, and resolution of international conflicts; while our international exchange visitors are an important component of that mission, for us exchanges are a means to an end rather than an end in themselves. Consequently we do not have the staff specialization or in-house institutional memory to always deal effectively with the practical problems that arise in managing our exchange visits (directing exchange visitors to suitable sources of U.S. health insurance coverage is an example of the kind of issue we've have problems with). It would be very useful to us if IAWG could facilitate an exchange of information among organizations that host exchange visitors, on what solutions various participating organizations have found to such problems.

I think you should disband and hire a private company to handle your tasks.
Reduction of costs by reduction of overlapping training programs by different government agencies.
Assistance from the Hill to push for exchange visitor programs and a review of the J-1 visa
IAWG should not undertake any activities that increase workload of client organizations!
The IAWG needs to do more than participant counts. It needs to link resources to the counts and list the programs thematically.
Act as a clearing house for feedback and develop a best practices publication
I would like to see more practical matters addressed. For example, I would like someone from State to go over the country clearance cable and explain what everything means
Input for the international exchange and training activities should be submitted quarterly vice annually.
Follow the Policy Objectives
Modeling use of new e-learning technologies, i.e., information sharing via teleconferencing. Also, knowledge management/knowledge sharing on topics of interagency interests.
Coordination of all Federal agency training programs and opportunities so they better dovetail and do not duplicate or work at cross purposes.
Define terms more clearly to either expand or focus discussion and reporting, and take a fresh look at the IAWG's mandate. For what purposes is IAWG collecting the data it collects? How are the data used? What substantive questions are those data supposed to help answer? Whose questions are they? Will the IAWG's concern remain "exchanges" or will it expand to "international education" broadly defined? Will the IAWG remain concerned only with programs that involve travel for US and foreign participants and distance learning for foreign nationals? What constitutes "training"? Does it include education of US citizens about other countries, even if conducted in the US? In other words, should the IAWG take on some of the goals of the now defunct International Education Policy Group?
We would find it useful to receive information concerning USG exchanges through electronic mail.
A more coordinated approach to meeting with short-term International Visitors. Usually, foreign delegations visiting for a week or so coordinate for themselves or hire middlemen to set up a series of meeting across several agencies. They usually require several separate contacts and schedules across town (Washington, DC). These meetings should be coordinated as much as possible to save visiting delegations the time, money, and hassle of setting up these meetings.
Gathering and sharing of information related to "best practices" and "lessons learned" in the administration and evaluation of international exchange and training programs. Reporting on problems areas/areas that need improvement in international exchange and training programs.
Look for overlap of activities and create a system of interagency information sharing.
Not having seen the website, I do not know what would be best. What is at the top of my wishlist is a website "bulletin board" where program officers can put out information, requests, etc. to the exchange program community.
Establish or provide an easy working environment for the exchange of foreign students. My organization normally has problems getting the country clearance submitted in a timely matter. Not by the fault of the embassy but more due to the time of request. When we make the offers to most European countries, they normally do not respond as rapidly as most US delegations.
No comment. The nature of our Scholarships does not require any IAWG involvement.
Establishment of a clearinghouse on international exchanges
None. IAWG should urge that the statute and Executive Order mandating its work be repealed, or find a way to exclude *[organization name deleted]* from the survey.
Special working groups or meetings on: distance learning, follow-on training for participants upon return to home countries, alumni activities (by region),

17. If there are additional comments you would like to share with us, please do so in the space below.

Program evaluation and project monitoring are very important. Many times, agencies do not have the resources and staff to design and carry out high quality evaluation. There should be a working group of program coordinators to look into the design of program evaluation that fits the chief goals of each program.
The check the box answers are probably invalid, because if people use the arrows to move to the next question, they change their response to the current question.
The reporting software is difficult to use. Need to enhance its import/export capability (copy and paste in and out). Need to print draft entries to help with checking.
I would like to express my thanks to the IAWG staff for their assistance with the FHWA Visitor Program. They have always been eager to help and advise me with any issues that have arisen with the Visitors Program.
We are a micro-agency with a staff of less than 30 focused on grant making in Africa. We frequently provide training and would like to know what training resources are available.
None--thank you for soliciting our feedback.
I think the idea of IAWG is great, but in general, the actual execution is largely a waste of time, energy, and money. These opinions are mine alone and do not necessarily reflect those of the agency. I just find your requests for statistics and surveys like this one irritating, time-consuming and counterproductive.
Many of the activities of the IAWG are silent. Broadcast messages that discuss open meetings or announcing available new products would help.
USDA's International programs are a vital part of its mission in staying abreast of issues concerning agriculture around the world, including animal/plant, health inspection to prevent disease transmission into the U.S., agricultural trade related issues ($50 billion + sales of Ag commodities.
We have a high regards for the IAWG staff for producing high quality annual inventories. The data collection and reporting conducted by the IAWG are more than adequate for [*name of organization deleted*]. IAWG staff serves as the working-level point of contact for interagency, intra-agency and posts and bureaus management. information technologies will never replace human contact. Traditional communications will remain necessary in much of our work and they are the inevitable and cost effective tools of our programming activities. As always, [*name of organization deleted*] looks forward to working with IAWG staff to develop the FY 2002 inventory of programs.
I have found IAWG very helpful. When I have a question about an international issue I call an IAWG staff members. Meeting other agency members has given me contacts which I frequently use. IAWG does a great job. The staff is very professional and very knowledgeable. Thank you for the program.
The IAWG has provided valuable consultations and vital information in support of the [*name of organization deleted*]'s transition and realignment of it's international exchanges and training programs.
I really have not had the opportunity to use IAWG to the extent it is available for use, so my answers may not be fair based on our lack of use.
How do we find out about Visa Issues Roundtables and other meetings?
I think the programs run through IAWG have been an excellent way to promote cross-fertilization of ideas and policy/program priorities. This needs to be expanded and more widely inclusive of other agency actors/implementers of other agencies' training programs
Most [*name of organization deleted*] international visitors do not come through the State Department International Visitors Program.
As I have mentioned above, I have been asked to submit a report since 1994 (originally by USIA) and have only once received a printed report. This is the first time I have even heard of your website and what is on it.

[*Name of organization deleted*]… so there is no likelihood of other USG programs overlapping with ours. We coordinate on issues of mutual importance, such as anticorruption and corporate governance with DOT, DOS, DOJ and DOC and others as appropriate. IAWG's work product has no bearing on this process and is unnecessary to our coordination efforts. Moreover, any international training or exchanges covered by the IAWG annual survey that we participate in are funded by USAID or other federal agencies, or IFIs, or USAID contractors. The costs are not part of [*name of organization deleted*]'s budget. Since any of this activity is reported separately to the funding source (e.g. USAID)and the USG contractors must report to their USG funding sources when they use [*name of organization deleted*] for their activity, it seems to us that [*name of organization deleted*] should not be subject to IAWG reporting and that any reports we do provide are double counting what others report. We have no employees who work full time of exchanges, training, or technical assistance. The resources we require to complete the IAWG annual survey are vastly in excess of any benefits to [*name of organization deleted*].

18a. Respondent's Department/Agency

Response	Count	Percent
Department of Agriculture	3	1.9%
Department of Commerce	16	9.9%
Department of Defense	13	8.0%
Department of Education	14	8.6%
Department of Energy	1	0.6%
Department of Health and Human Services	4	2.5%
Department of Housing and Urban Development	1	0.6%
Department of Justice	3	1.9%
Department of Labor	3	1.9%
Department of State	37	22.8%
Department of the Interior	5	3.1%
Department of the Treasury	5	3.1%
Department of Transportation	9	5.6%
African Development Foundation	2	1.2%
Broadcasting Board of Governors	1	0.6%
Civil Air Patrol	2	1.2%
Federal Communications Commission	1	0.6%
Federal Deposit Insurance Corporation	1	0.6%
Federal Emergency Management Agency	1	0.6%
Federal Executive Board	1	0.6%
Federal Mediation and Conciliation Service	2	1.2%
Federal Trade Commission	1	0.6%
General Services Administration	1	0.6%
Inter-American Foundation	1	0.6%
Japan-United States Friendship Commission	1	0.6%
Library of Congress	4	2.5%
National Archives and Records Administration	2	1.2%
National Endowment for Democracy	1	0.6%
National Endowment for the Arts	3	1.9%
National Endowment for the Humanities	2	1.2%

National Science Foundation	2	1.2%
Nuclear Regulatory Commission	1	0.6%
Office of Government Ethics	1	0.6%
Office of Management and Budget	2	1.2%
Peace Corps	1	0.6%
Pension Benefit Guaranty Corporation	1	0.6%
Securities and Exchange Commission	1	0.6%
Tennessee Valley Authority	1	0.6%
United States Agency for International Development	2	1.2%
United States Holocaust Memorial Museum	1	0.6%
United States Institute of Peace	3	1.9%
United States Postal Service	2	1.2%
Woodrow Wilson International Center for Scholars	3	1.9%

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