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**Evaluation Report of the Georgetown
University Central American
Scholarship Program
(CAEP)
for USAID/LAC/EST**

Submitted by:

**EDC
Education Development Center, Inc.**

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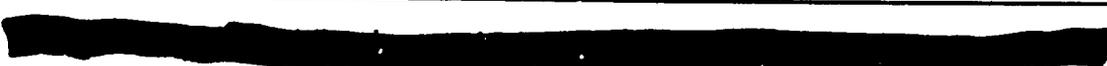


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GLOSSARY

A.I.D.	Agency for International Development
C.A.P.S.	Central America Peace Scholarship (a regional subsidiary of CL ASP for Central America)
C.A.S.P.	Central America Scholarship Program (a program of Georgetown University)
C.A.S.S.	Cooperative Association for States for Scholarships (a program of Georgetown University)
C.B.I.	Caribbean Basin Initiative
C.I.P.R.A.	Center for Immigration Policy and Refugee Assistance (a program of Georgetown University)
C.L.A.S.P.	Caribbean and Latin American Scholarship Program (Under A.I.D.)
EDC	Education Development Center, Inc.
G.U.	Georgetown University
I.S.E.P.	International Students Exchange Program (a program of Georgetown University)
N.B.C.C.A.	National Bipartisan Commission on Central America, also referred to as the Kissenger Commission
U.S.A.I.D.	United States Agency for International Development (overseas A.I.D. is often referred to as U.S.A.I.D.)

1. Executive Summary

In November 1988, the Agency for International Development contracted with Education Development Center, Inc. (EDC) to carry out an external evaluation of the Georgetown University Central American Scholarship Program (CASP). CASP had come into existence in 1985, when the United States Congress, through a Congressional earmark, requested Georgetown University to develop and administer an experimental participant training program. This earmark represented Congressional support for Georgetown's assertion that it could help implement the human resource development recommendations of the 1984 National Bipartisan Commission on Central America (NBCCA) through the administration of a cost-effective technical-vocational training program. The NBCCA was concerned with strengthening efforts to achieve peace and stability in the Central American region. The training of Central American students in the United States was seen as a means both to improve the technical knowledge and skills of participants (and hence the human resource base of the country), and win new friends for the U.S.

Since 1985, the CASP program has provided training for 322 long-term (1-2 year) and 202 short-term (4-6 months) participants at 21 community colleges and training institutions throughout the U.S. It currently is training an additional 334 individuals. CASP has set up field sites in six Central American countries (Panama has since closed) which help in the process of recruitment, selection, and post training follow-up activities. They have accomplished all this, while also keeping administrative costs to a minimum, and limiting program costs to \$1,000 per student per month.

The CASP evaluation was conducted by a team of five consultants, selected for their experience and expertise in the management and evaluation of participant training programs. Chuck Green, Fay Henderson de Diaz, James Jones, Patricia Martin, and Robin Dean constituted the evaluation team; Ronald C. Israel was the Technical Editor.

The team studied the documentation in A.I.D. and Georgetown University files, and interviewed pertinent A.I.D. and Georgetown University personnel. One member of the team made study visits to 21 community colleges which administered CASP training activities. The other four team members spent six weeks in the CASP Central American countries (Belize, Costa Rica, El Salvador, Guatemala, and Honduras). In each of the Central American countries, they did in-depth case studies on five of the returned participants, and interviewed a total of 81 other students trained by CASP. They also interviewed local CASP country coordinators, advisory board and selection committee members, and the USAID mission directors and training officers in each participating country. This report is a synthesis of the information gained from these efforts.

Lessons Learned:

- 1.) Georgetown University has succeeded in introducing a new and valuable approach to USAID participant training programs: CASP is demonstrating that a heretofore relatively underserved population in need can be provided with cost effective U.S. training that broadens their perspective on the United States, and increases their stature when they return home. CASP is helping to meet the 1984 recommendation of the National Bipartisan Commission on Central America that the United States provide scholarships to train young Central Americans in vocational-technical skills as a cornerstone to accelerated "human development" in the region. CASP is addressing a population that is 70 percent rural, socially and economically disadvantaged, and 40 percent female.
- 2.) Training provided by CASP has resulted in new employment opportunities for participants: Perhaps the most significant data on the impact of CASP comes from a 1989 survey of 305 returned participants. This survey showed that 84 percent of the short-term and 73 percent of the long-term alumni were currently employed. Employment rates varied by fields of study and by country, and do not reveal the exact nature or extent of each participant's current job. Still, unemployment rates for secondary school graduates (CASP's target population) remain high. CASP can take pride in increasing employment opportunities for those participating in the program.
- 3.) CASP has enabled America's community colleges to make a contribution to A.I.D. participant training: Twenty-one community colleges have provided training under CASP. Most of these had little previous experience with foreign students in general, and with A.I.D. participant training programs. Community college institutions are able to provide training at costs below normal four year colleges and universities. They also tend to specialize in the kinds of programs (technical-vocational training) that are not readily available elsewhere in the United States. Although many of these institutions have had to gear up, and still are in the process of developing infrastructures, to support CASP, the effort has been worth it. CASP has helped to add a new layer of resource institutions that A.I.D. and others can continue to draw upon.
- 4.) Existing CASP management systems need to be strengthened, particularly with respect to promotion, recruitment, and selection procedures: Existing CASP promotion, recruitment, and selection procedures constrain overall program quality and efficiency. Promotional and recruitment mechanisms tend to encourage a disproportionately large number of unqualified or overly qualified candidates. Selection procedures mitigate against each candidate being properly interviewed. Final selection: do not adequately take into account the perspectives of Country Coordinators and local members of the selection committee.
- 5.) Technical Training Programs Offered by CASP Need to Better Address the Job Needs of Participants: Despite the high employment rate for returned participants which CASP has achieved, there is much concern about the nature of the skills

that have been acquired. Interviews with former and current participants reveal a fair amount of dissatisfaction with many of the course offerings. English language training is the major benefit which all of the participants agree they have derived from CASP. In some cases it may be new language skills, as opposed to technical-vocational training, that is a determining factor affecting employment opportunities. Among those interviewed, one-third of current students and one-fourth of returned participants stated that the vocational-technical training courses were too general and not what they had expected. Forty percent of returned participants commented that the heterogeneity of training groups (i.e. including students with different academic, linguistic, and skill backgrounds in one course) limited overall training program effectiveness.

- 6.) Consideration should be given to the provision of more in-country ESL Training so that participants can better utilize their time in the U.S. to improve technical knowledge and skill: A major constraint on CASP's ability to provide better technical training is that participants greatly vary in English language proficiency when they arrive in the U.S. One-third of the community colleges stated that so much time has to be devoted to teaching participants English that they are forced to reduce the vocational-technical program or in some cases overload the participants in later semesters.
- 7.) A.I.D. and Georgetown University should strive to increase collaborative efforts in support of CASP: The "earmarking" of CASP, and its special status as a cooperative agreement, have tended to mitigate against effective collaboration between Georgetown and A.I.D. At the country level CASP has tended, often with tacit mission support, to operate as independently as possible from USAID. Both the missions and CASP management often have perceived CASP as outside the domain of regular USAID programs. This perception has worked to the detriment of both CASP and USAID, depriving each of the experience and technical knowledge of the other.
- 8.) CASP and A.I.D. should review CASP's cost containment strategy in light of the structural changes needed to improve the program: By utilizing community colleges, and relying extensively on volunteers and junior professionals, CASP has succeeded in getting an ambitious program off the ground in a relatively cost effective manner. If CASP is to mature, improve its effectiveness, and provide quality technical-vocational training for disadvantaged Central American students, it should strive to implement needed changes in program administration and content. Many of these changes are suggested in this report. The critical issue is whether or not CASP can institute these changes without modifying its cost structure.

In addition to this Executive Summary (Chapter 1), the Evaluation Report has 8 major sections. CHAPTER 2 describes A.I.D.'s goals and objectives for the evaluation, and the methodology used by the Evaluation Team to carry out the study. The goals of the Report are to:

- o "describe the historical development of CASP, its relationship to the development of CLASP policy guidance, and the degree to which CASP follows overall CLASP policy guidance;
- o "assess the extent to which CASP meets the specific objectives set forth in the A.I.D.-Georgetown Cooperative Agreement, and assess the effectiveness of the strategies that were designed to meet those specific objectives;
- o "examine the design, management, and implementation of the CASP program, and identify the strengths and weaknesses and lessons learned from the activities;
- o "assess the preliminary effects of the CASP program on target populations; and
- o "examine the cost effectiveness of the CASP program."

A.I.D. also provided the Team with a detailed "Scope of Work for Project Evaluation," that listed evaluation questions under each major evaluation goal. Appendices 1 and 2 of this Report contain the detailed Scope of Work and the protocols which the Team used to guide them in the collection of relevant information.

Chapter 3, "CASP: A Program Description," contains highlights of the origins and evolution of the program. The chapter emphasizes the incremental nature of CASP funding, a fact of life which has made it difficult for Georgetown to undertake systematic long term planning. A profile is provided of CASP's administrative system, which relies on a central managing unit based at Georgetown, local Country Coordinators, Advisory Boards, and Selection Committees in each participating country, and the college and training institutions. The chapter describes the stresses and strains placed on this system as a result of CASP's rapid expansion.

Chapter 4, "CASP at Community Colleges and Training Institutions," presents a summary description of site visits made to all of the community colleges currently participating in the CASP program. The use of community colleges to provide technical-vocational training has been a key element in Georgetown's cost containment strategy. Although community college administrators demonstrated dedication to the program, some community colleges lack relevant technical-vocational training for CASP participants. In part the colleges are constrained by lack of knowledge of participant needs; and in part existing curricula at some colleges do not adequately address content areas in which participants wish to be trained. Chapter 3 also presents the results of interviews with seventy CASP students in residence at participating community colleges at the time of this report. The students comment on a range of issues from the quality of course offerings to the Experience American component of the program.

Chapter 5, "Program Management," contains an analysis of the procedures that CASP has developed to manage the processes of recruitment, promotion, preselection,

evaluation, monitoring, predeparture orientation, and special programs. It is generally recognized that CASP, with some exceptions, has done a good job of reaching its target audience of economically disadvantaged participants, and in achieving its goal of 40 percent female students. However, better systems need to be developed to winnow out unqualified applicants, ensure that each nominee receives the benefit of a full in-depth interview, and ensure that the Country Coordinators are able to participate in the final selection process that takes place at Georgetown.

Chapter 6 presents the results of interviews with 106 returned students. Areas of common concern are that selection procedures should be more rigorous because some of the participants were not disadvantaged; that CASP course offerings could be better tailored to Central American job opportunities; that grouping of students with disparate language and technical fields made it difficult to address each participant's training needs adequately; that the technical courses offered by CASP community colleges frequently were too general and not challenging enough; that English language instruction was one of the major benefits of the program; that the success of the program depended to a large extent on the quality of the person who served as community college CASP coordinator; that living with a host family in the U.S. was by and large a positive experience; and that getting their U.S. credits recognized at Central American institutions has been a difficult and perhaps impossible process.

In general, the qualities that Central American CASP participants mentioned most often as positive about the North Americans that they met were their diligence and hard work, their respect for others and for the law, their friendliness and helpfulness, their liberal attitudes (including gender equality), positive thinking and perseverance, their efficiency and degree of organization, and their punctuality. The American qualities least liked by the CASP students -- or at least most often mentioned as negative (by about half the case study group for example) -- were their ignorance about Central America and their tendency toward racism or negative stereotyping of hispanics and/or blacks.

Chapter 6 also reviews CASP's instructional and administrative expenditures. Georgetown has made efforts to contain both program and management costs. Community colleges continue to get reimbursed a relatively modest sum of \$1,000 per student per month, and frequently contribute staff time and resources beyond that amount. Administrative costs are about 20 percent of training costs so that overall costs per student to A.I.D. are under \$15,000 per year. The question that needs to be asked at this point in CASP's history however, is whether needed improvements in program quality are being unfairly constrained by an emphasis on cost containment.

Chapter 7, "CASP, A.I.D./Washington and the USAID Missions," comments on the special nature of the CASP program and its implications for A.I.D. Since CASP was established by a Congressional earmark, planning and monitoring procedures for the program are different from those followed in regular A.I.D. projects. In some quarters within A.I.D., CASP is viewed as a competitor to the CAPS training project. Thus, regrettably Georgetown has not benefited as much as it can from A.I.D. guidance and

experience. Conversely, A.I.D. has not been able to fully benefit from the lessons learned from CASP.

Chapter 8, "Program Analysis," reviews the extent to which CASP has (a) met its own objectives; and (b) met the objectives of the Caribbean and Latin American Scholarship Program (CLASP). Paradoxically, CASP has been able to meet practically all of the CLASP program objectives, (e.g. at least 70 percent of those trained should be economically disadvantaged and 40 percent should be women), while falling short in attaining several of the goals listed in its A.I.D. Cooperative agreement. For example, Objective # 8 in the CASP Cooperative Agreement states that CASP should "enhance the role of Central American universities in the economic and social development process through technical assistance linkages which expand and strengthen their institutional capabilities." Clearly CASP has not addressed this objective, and the Team questions why this objective was not eliminated.

Chapter 9 presents a series of recommendations, based on lessons learned, that Georgetown and A.I.D. may want to consider as a means of making CASP an even stronger program than it is now. The recommendations suggest specific steps that can be taken to improve the promotion, recruitment and selection process, the effectiveness of CASP's technical/vocational training; the English language program; and the Experience America and homestay components. Recommendations also are made related to strengthening the relationships between Georgetown and A.I.D.

We trust that both Georgetown University and A.I.D. will find this document helpful as they move forward in the development of CASP. We appreciate the enormity of the effort that Georgetown already has put into CASP, and want the program to succeed.

2. Goals, Objectives, and Methods of the Evaluation

The Central American Scholarship Program (CASP) was initiated in 1985 when Congress earmarked \$2 million for the International Student Exchange Program (ISEP) at Georgetown University to administer an experimental participant training project. Subsequently, Georgetown University and the Agency for International Development (A.I.D.) signed a cooperative agreement which provided for activities "to test the capability of ISEP in carrying out the National Bipartisan Commission on Central America's (NBCCA) recommendations on education and training activities in the most efficient, effective, and cost-effective manner utilized to date in the provision of similar services such that the allocation will be complementary to the A.I.D. programs developed to address the Commission's concerns."

In the Fall of 1988, Georgetown University and A.I.D. agreed on the need for a mid-term external evaluation of CASP. By that time, the program had almost four years of operations. Through the incremental addition of earmarked funds, it had been allotted \$24 million, with \$10 million more scheduled for FY 89. It had trained or had in training over 860 participants in more than 21 U.S. community colleges and other higher education training institutions. An external evaluation was required to give an objective assessment of the strengths and weaknesses of CASP and to recommend ways in which the program could be improved to maximize efficiency and effectiveness.

A.I.D. signed a contract with Education Development Center, Inc. (EDC) in November 1988 for EDC to conduct such an evaluation. The evaluation, as agreed on by Georgetown University and A.I.D., had five general objectives. These were to:

1. Describe the historical development of CASP, its relationship to the development of the CLASP policy guidance, and the degree to which CASP follows the overall CLASP policy guidance;
2. Assess the extent to which the CASP program meets the specific objectives set forth in the A.I.D. - Georgetown Cooperative Agreement and assess the effectiveness of the strategies that were designed to meet those specific objectives;
3. Examine the design, management, and implementation of the CASP program and to identify the strengths, weaknesses, and lessons learned from the activities;
4. Assess the preliminary effects of the CASP program on the target populations; and
5. Examine the cost effectiveness of the CASP program.

The Caribbean and Latin American Scholarship Program (CLASP) is the umbrella program which has four major Western Hemisphere A.I.D. training projects under it, one of which is the Central American Peace Scholarship (CAPS) Program.

The Central American Scholarship Program (CASP) is under the aegis of CAPS and thus is expected to adhere to the CLASP policy guidance.

To guide the evaluation, A.I.D./Washington provided an extensive Scope of Work which gave specific questions related to the objectives of the evaluation. A.I.D.'s Scope of Work can be found in Appendix 1 to this Report, with references to the parts of our evaluation that address issues in the Scope.

To carry out the evaluation of CASP, Education Development Center agreed to provide a team of five consultants who had special expertise and experience in the management and evaluation of participant training programs.

As a first part of the study, the team reviewed the pertinent documents relating to CASP. These included the official A.I.D./Washington and USAID mission files pertaining to CASP and the country training plans for each of the missions. Other official documents studied were: the Report of the National Bipartisan Commission on Central America; the House and Senate Committee Reports concerning CLASP, CAPS, and CASP; the A.I.D. memoranda giving the guidance for CLASP; and the A.I.D. Georgetown University Cooperative Agreement and its several modifications.

Georgetown University CASP opened its files to the evaluation team. The team studied CASP quarterly reports to A.I.D., reports of the community colleges to CASP, correspondence between Georgetown CASP and the colleges and field operations of CASP, reports on CASP meetings and conferences, reports on site visits by the CASP administrators, CASP administrator job descriptions, and the various brochures, bulletins, and newsletters issued by Georgetown CASP.

Following review of the documentation and preliminary interviews of Georgetown CASP and A.I.D. officers, the members of the team developed interview protocols to be used in the study. (See Appendix 2.) The protocols were extensive. For the visits to the training institutions, for example, protocols were developed for the interviews with the college administrators, CASP campus coordinators, instructors, participants, members of the CASP advisory committees, and host family members.

The evaluation team assigned one team member to visit 21 U.S. training institutions, while the rest of the team observed the CASP operation in the five Central American countries. The team member for the U.S. visits went to the colleges, which included some of those no longer in the program as well as those still active. She spent at least two days at the colleges that had participants and, in addition to interviewing community college administrators and teachers involved with CASP, she attended classes with the participants to get a better understanding of their campus experience. Seventy current participants were interviewed.

The four team members who went to Central America spent a week in each of the countries. One team member spent the first part of each week studying the USAID mission's training files and interviewing USAID mission personnel to ascertain the relationships between the CASP office and the mission training office. A second

member studied the folio in the CASP office and conducted intensive interviews with the CASP country coordinator and members of the CASP advisory and selection committees. For the rest of each week, they conducted systematic interviews with returned participants. Altogether, they interviewed 81 of the participants.

The other two members of the Central American contingent, using participant observer research methods, developed case studies on five of the returned participants in each of the countries. Participants for the case studies had already been selected from a list provided by CASP of all the returnees. For each country, the ratios of males to females and of rural to urban origin were selected to reflect the corresponding ratios for the entire returnee population in the country. One of the returnees selected in each country had had short-term training, the other four had been in long-term programs. With regard to occupational field, selections were made so as not to duplicate a subject within a country.

The evaluation team members collated and analyzed the information gained from the several sources, and this report is a synthesis of their findings. It is worthwhile noting that during the process of our study, CASP was in a dynamic state of transition and that several of the recommendations of the evaluation team, e.g. the need of CASP to recruit new staff for key management/administrative positions, are currently being addressed by Georgetown.

3. CASP: A Program Description

3.1 Summary

This Chapter provides an overview of the evolution of the CASP program -- from its origins in 1985 to 1989.

To date, CASP has completed training 332 long-term participants (one to two year training), and 202 short-term trainees (four to six-month courses). At the moment, it is training some three hundred participants and making plans for a new 1989 cycle to commence this Fall. Twenty-one community colleges have been utilized to provide CASP training. Fifteen of these institutions currently are conducting programs.

This Chapter traces the rapid expansion of CASP over the past five years, a phenomenon that has put stresses and strains on Georgetown's administrative structure; it shows how a pattern of incremental funding has made it difficult for CASP to do systematic forward planning; it describes the somewhat fragile management system that has been put in place in each participating country to manage CASP; and highlights the results of a recent survey that show 84 percent of short-term and 73 percent of long-term returned participants are employed, an impressive figure. The section concludes by a review of the new follow-on initiative, the role that local Advisory Boards play in CASP, and how that role might be expanded to help the program.

Before beginning a discussion of CASP, it is important to recognize that the five Central American countries -- from west to east, Guatemala, Belize, Honduras, El Salvador, and Costa Rica -- which CASP now serves to assist have noticeably different topographies, demographics, historical influences, economies, levels of political stability, and levels of economic development. This diversity poses special challenges to the effective administration of a region-wide scholarship program such as CASP.

All five countries are predominantly agricultural, with agriculture accounting for a high of 62 percent of the workforce for Honduras through 50 percent for Guatemala and El Salvador to approximately 30 percent for both Belize and Costa Rica. While urbanization is generally increasing, its causes vary significantly from country to country, as do the opportunities for employment in rural areas. Annual per capita incomes range from \$700 for El Salvador with an average inflation rate of 32 percent, \$815 for Honduras with an inflation rate of about 3.5 percent, \$938 for Belize with inflation at 3 percent, \$1000 for Guatemala in an economy with a negative growth rate, and \$1352 with inflation at 15 percent for Costa Rica. Further, while Costa Rica and Belize have traditions of political stability, in Guatemala the armed forces have a history of intervention into government, and El Salvador and Honduras have been sorely stressed by insurgents.

While the five countries have a combined population of approximately 21 million -- about the same as Pennsylvania and Ohio combined -- densities vary widely: Belize and El Salvador have roughly comparable areas, 8866 square miles and 8124 square

miles respectively, yet Belize has a population density of 19 per square mile while El Salvador's density of 648 per square mile gives it a density roughly that of India or Sri Lanka. The populations of the CASP countries are growing significantly too, with Belize and El Salvador growing at about 1.8 percent per year, Costa Rica and Guatemala at about 2.8 percent per year, and Honduras growing at 3.5 percent per year. These growths are in large part a factor of birth rate, expected to be about 35 per thousand for Guatemala, El Salvador, and Honduras by 1995, compared to an anticipated rate for LDCs worldwide of about 28 per thousand. The spread of education, too, diverges greatly among these nations: while Belize and Costa Rica claim literacy rates in excess of 90 percent, El Salvador, Honduras, and Guatemala claim literacy rates ranging from 50 percent to 69 percent.

The differences outlined above -- in development, in population, in population growth rate, and in literacy rate -- suggest that the types of programs that would be suitable for each country's needs and the available pool of academically qualified individuals will vary significantly from country to country. Given these circumstances, that CASP has worked as well as it has is a tribute to the CASP staff, to the training institutions, and to the participants themselves.

3.2 Origins of CASP

After carefully studying the situation in the Central American countries, the National Bipartisan Commission on Central America concluded that, "A comprehensive effort to promote democracy and prosperity among the Central American nations must have as its cornerstone accelerated 'human development'." (p. 68) It went on to point out that U.S. efforts to train young Central Americans were lagging behind those of the Iron Curtain countries. It recommended that the United States should provide 10,000 government-sponsored scholarships during the next five years and that half of these should be two-to-four year vocational-technical scholarships.

Shortly after the report was issued, the Director of Georgetown University's Center for Immigration Policy and Refugee Assistance (CIPRA), while testifying before a Senate Appropriations Committee, was asked to comment on the National Bipartisan Commission's recommendation. He said that the concept was sound but that the training should be much less expensive than the figures he had heard being bandied about. He estimated that the vocational-technical training could be accomplished for \$10,000 per student per year by Georgetown University's International Student Exchange Program (ISEP). He believed that since community colleges can usually educate U.S. students at a much lower cost than four-year colleges or universities and also provide vocational-technical programs, they could provide the training recommended by the National Bipartisan Commission at low cost. The Senate Committee was so impressed that it put an earmark of \$2 million in the FY 1985 Appropriations Bill to be used for an experimental participant training program by Georgetown University's ISEP. The term "earmark" is used when Congress directs the executive branch of the government how a particular sum of money is to be spent and may even specify the organization which is to implement the activity. In these cases where A.I.D. is involved, instead of

using the regular contracting procedures, the implementing agency submits a proposal describing how it suggests that it will do the project, and A.I.D. and the implementing agency negotiate a document called a "Cooperative Agreement," based on the proposal. Georgetown University and A.I.D./Washington, in April 1985, signed a Cooperative Agreement which contained the following objectives:

1. To test the capability of ISEP in carrying out the National Bipartisan Commission on Central America's (NBCCA) recommendations in education and training activities in the most efficient, effective, and cost-effective manner utilized to date in the provision of similar services such that all actions will be complementary to the A.I.D. programs developed to address the Commission's concern.
2. To provide training relevant to the development needs of Honduras, Guatemala, El Salvador, Costa Rica, Belize, and Panama through an equitable distribution of available resources among the participant countries.
3. To implement this A.I.D./Washington funded project for the purpose of demonstrating soundness of design and objectives.
4. To offer disadvantaged Central American youngsters and those already employed, the opportunity to study in the United States to improve the range and quality of currently available educational alternatives.
5. To build an important educational link between the U.S. and Central America -- including providing participants with a meaningful understanding of and appreciation for U.S. political and economic institutions.
6. To reduce the costs traditionally incurred by A.I.D. for similar participant training and technical assistance programs such that participants acquire appropriate skills training in accordance with labor market demand.
7. To prepare all participants for higher levels of future academic achievement and/or skills training at home or abroad as well as employment enhancement at home.
8. Enhance the role of Central American universities in the economic and social development process through technical assistance linkages which expand and strengthen their institutional capabilities.
9. To expand and upgrade the employment skills base of participating countries, thereby enhancing prospects for broader middle-class attainment.

In Section 7.6 of this report we assess the extent to which the objectives have been attained during the four years of CASP.

When the member higher education institutions of the International Student Exchange Program were approached to include the community colleges and the Central American Student Program in ISEP, they declined, apparently because community colleges were to do the training. Georgetown University then established a new organization under the Center for Immigration Policy and Refugee Assistance, called the Central American Scholarship Program (CASP), to administer the Congressional earmark. Thus, very soon after the program's inception, the objective of testing ISEP's capability in carrying out the National Bipartisan Commission's recommendations was eliminated.

Almost simultaneously, CASP had to organize a management team at Georgetown University, recruit community colleges to provide the training, select the vocational-technical fields of study most needed by the Central American countries, establish a CASP office and select a CASP coordinator in each of the Central American countries, and develop procedures for recruiting and selecting participants.

CASP was able to hire an individual as Executive Director who was an expert both in participant training programs and in the relations between U.S. and Central American universities. She consulted with the A.I.D./Washington Latin American and Caribbean office of Education, Science and Technology to get its advice as to the manpower needs in Central America and A.I.D.'s concern regarding participant training for the area. She went to Central America to confer with USAID and USIS staff and with Central American government officers, as well as with leaders from the private sector as to the fields of study most relevant to the job markets in the Central American countries. Through her prior connection with educators and leaders she was able to recruit a qualified individual to serve as a volunteer coordinator for CASP in each of the countries. Largely on her own, she devised the procedures for the recruitment and selection of both short- and long-term participants.

3.3 Overview of Program Funding to Date

Table 1

CASP Funding

<u>Date</u>		<u>Grant Amount</u> (millions)	<u>Total</u>	<u>Program Completion Date</u>
March, 1985	Original Grant	\$ 2		September, 1987
August, 1985	Budget Modification	\$ 2	\$ 4	March, 1988
September, 1986	Budget Modification	\$ 4	\$ 8	August, 1990
July, 1987	Budget Modification	\$ 6	\$14	January, 1991
February, 1988	Budget Modification	\$10	\$24	May, 1992

The budget modifications to the A.I.D./Georgetown University Cooperative Agreement primarily changed the funding level and the program completion date, although each modification could have changed elements of the project description. The third budget modification did make some changes in the project description and objectives, but it did not omit the objectives that had not been acted upon and that were rendered non-operative when Georgetown University's International Student Exchange Program (ISEP) opted not to play an active role in CASP.¹

The modification did not significantly change the agreement to meet the realities that had been learned from the experience to date in implementing the program. For example, section 1.d under the Statement of Work still defined the disadvantaged youth who were to be trained as "insufficiently prepared to enter host country universities." Actually, most, if not all, the participants chosen were very well prepared to enter the host country universities and a sizeable proportion had already had some university work. The section went on to state that upon completion of the two year program "these participants will be admitted to universities in their countries to continue their education." No contacts had been made by CASP to arrange for the universities to accept the participants; and no evidence was available to suggest that the students would get only partial, if any, credit for their studies in the U.S.

The fourth budget modification added a new major category: "III: CASP Follow-Up In-Country," and a special fund of \$750,000 was allotted to that category. The fifth budget modification added a narrative section on the follow-up initiative to indicate how the funds previously allotted would be spent.

CASP programming has evolved along with the incremental budget modifications it has received. All totaled, there have been six cycles of CASP students--i.e. Cycle A (programs beginning in 1985), Cycles B & C (programs beginning in 1986), Cycle D (programs beginning in 1987), Cycle E (programs beginning in 1988, and Cycle F (programs beginning in 1989). Tables 2 and 3 illustrate the extent of training at each participating college by cycle.

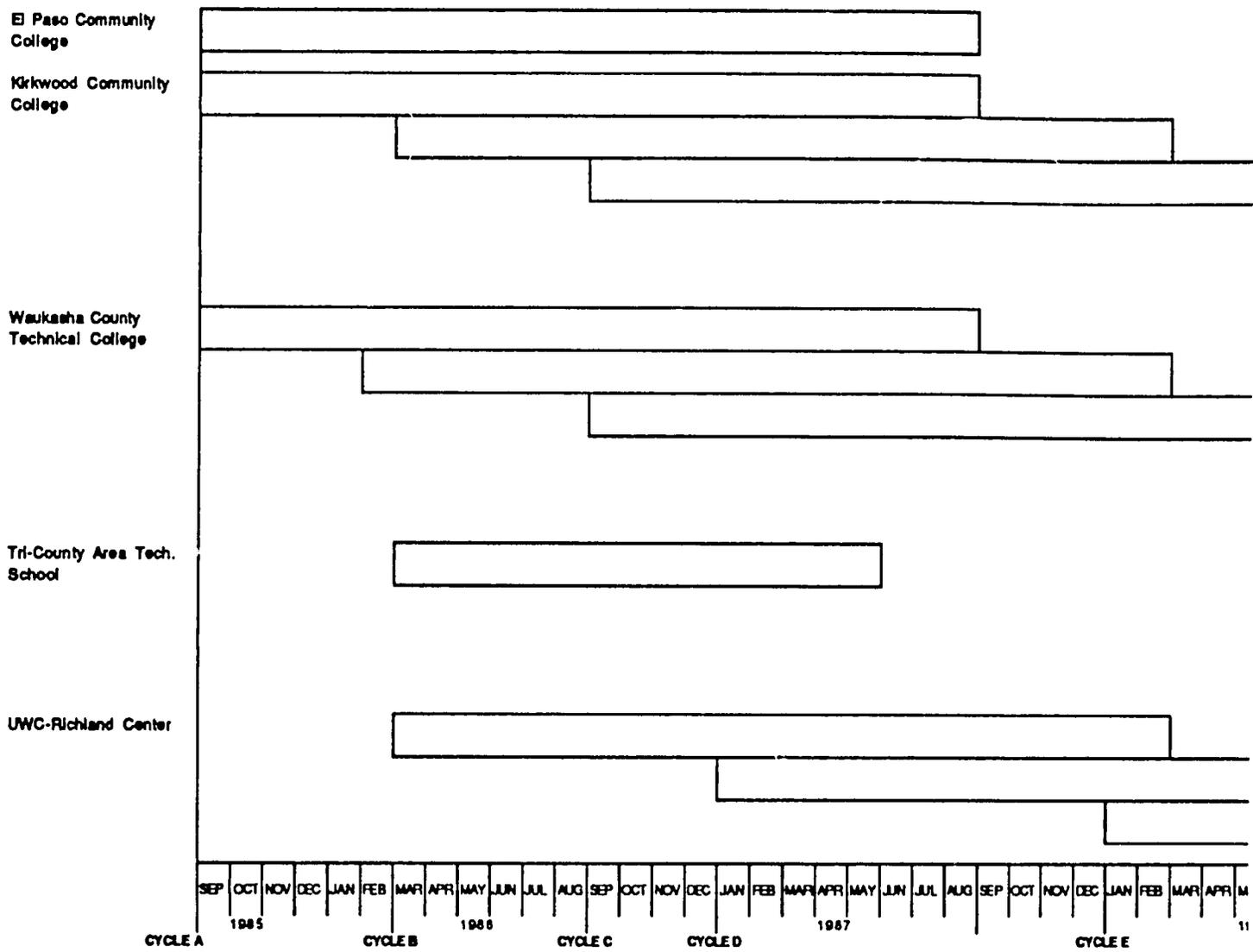
For the second group of students, which CASP refers to as Cycle B, and which was to begin studies in February, 1986, CASP wanted to be more responsive to the CLASP policy guideline that at least 40 percent of participants should be women. (In the first group, Cycle A, only 10 of the 76 were women.) CASP selected and added new programs that might be more attractive to women. For this second group, CASP also enlisted three new training institutions. For this cycle, El Paso Community College had a short-term program in Quality Control. Kirkwood offered the same programs it was giving in Cycle A: short-term Agribusiness and long-term Agricultural Technology. In addition to a long-term program in Machine Tool, Waukesha County Technical College offered a variety of specialized short-term programs: Food Preparation, Food

¹Note: References to ISEP have been deleted in the Scope of Work for the FY '89 budget modification.

Preservation, Electronics, Nursing and Hospitality Management. One of the institutions new to CASP, Richland Center of the University of Wisconsin system, had a Computer Science program. The other two institutions new to CASP, Coffeyville Community College (Coffeyville, Kansas) and Tri-County Area Vocational Technical School (Bartlesville, Oklahoma), teamed up to offer a special electronics program. The vocational school was not accredited so by being associated with an accredited community college to give the academic courses the program could lead to an associate degree. This was an experimental program in that it was to crowd the associate degree program into only sixteen months. The total participants in all of the schools was 101, of whom 42 were women.

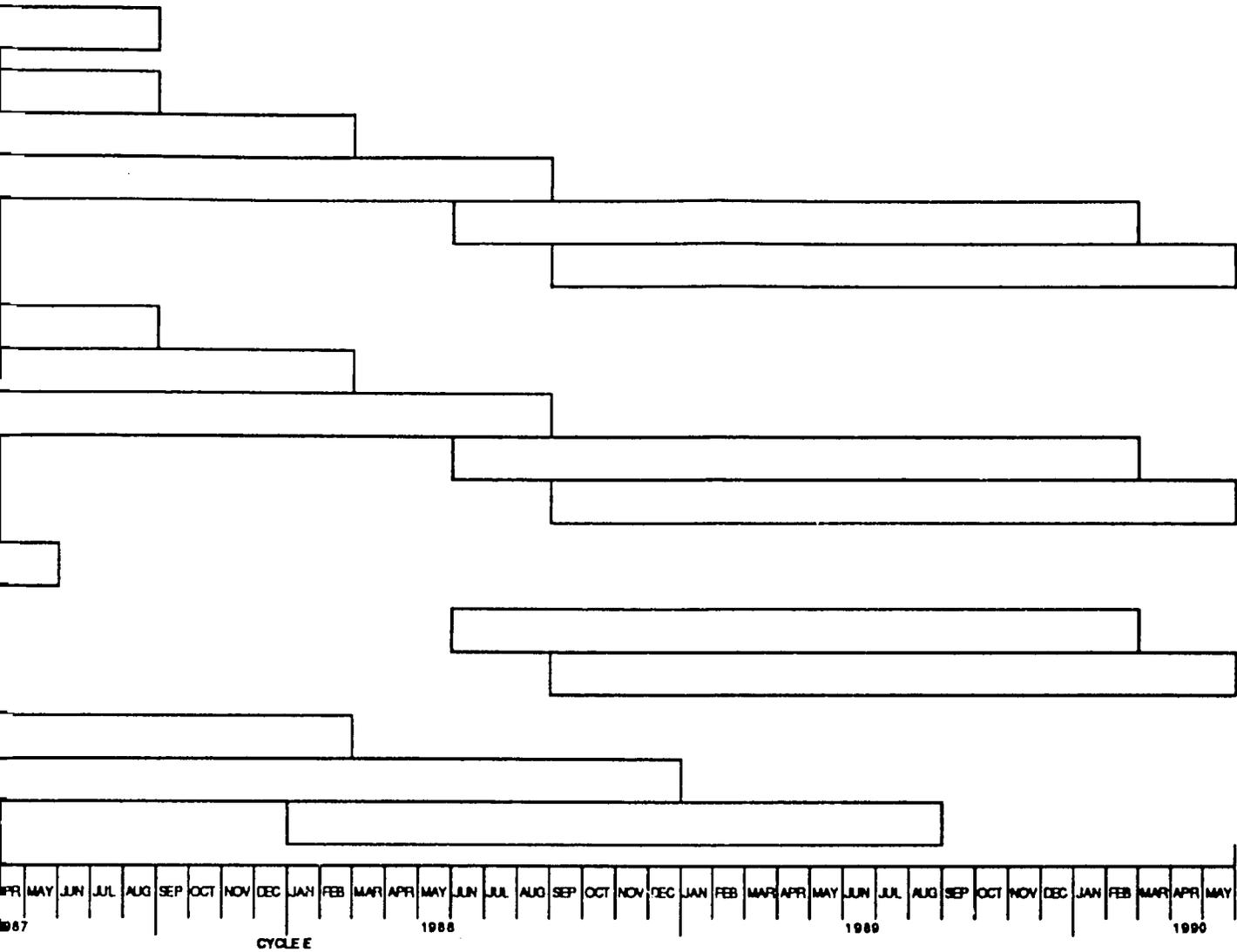
As Table 2 indicates, in the third, fourth and fifth cycles, CASP continued to expand by adding new programs and more training institutions. In the third cycle, Cycle C, six colleges and two new fields of study were added, and in Cycle D another four colleges joined the program. The big expansion came in Cycle E, when the number of long-term participants virtually doubled, four new training institutions joined the network, two new fields were added and the agriculture program was changed from Agricultural Technology to Food Technology.

Table 2. Beginning and End of CASP Long-Term Programs at Each Training Inst



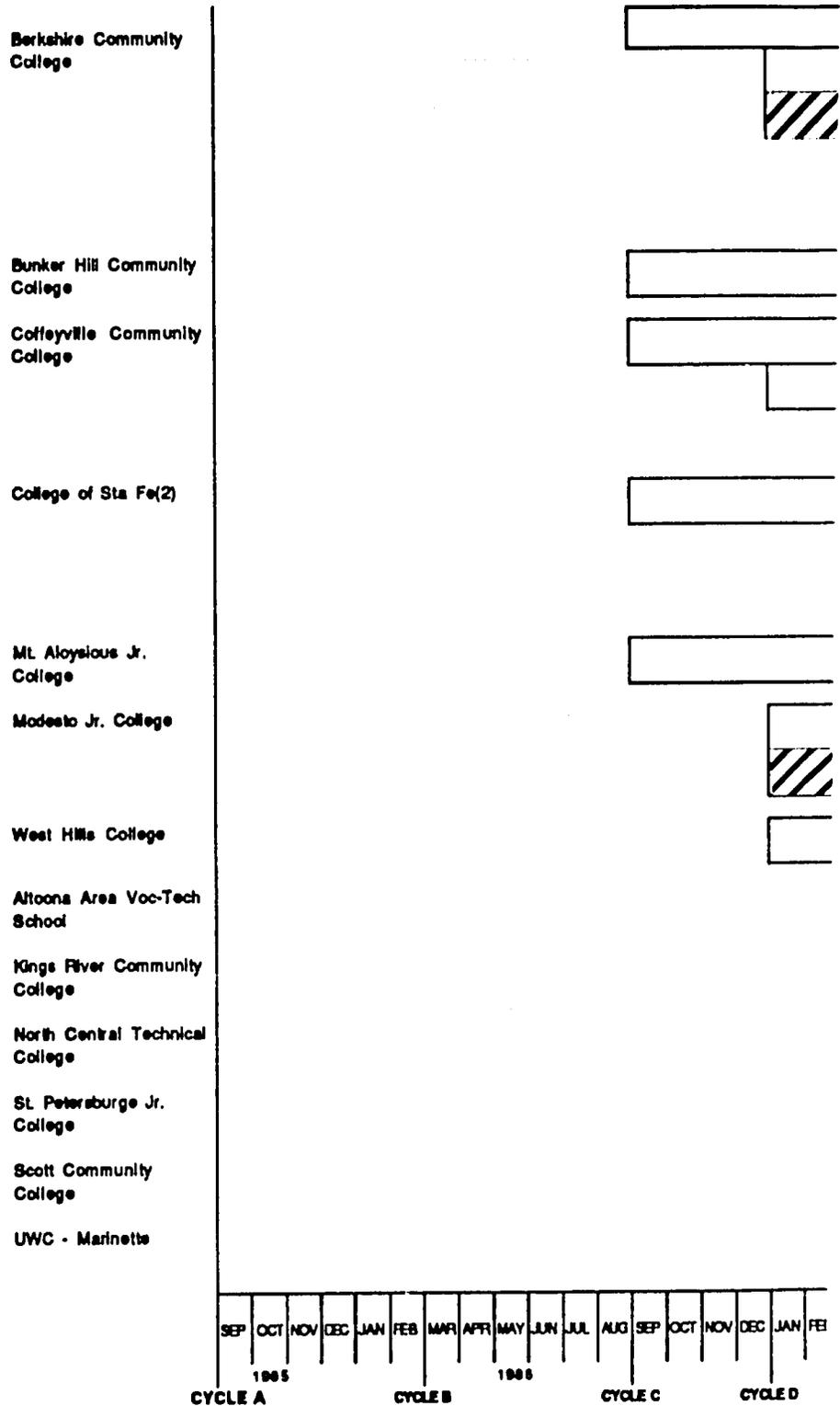
1) Institutions are listed in the order they entered the program; then alphabetically. Bars represent groups of seven to twenty students. Hatched bars indicate technical field or set of miscellaneous technical fields. Programs starting and ending the third week of a given month are rounded to the nearest month.

Beginning and End of CASP Long-Term Programs at Each Training Institution by Cycle and Date, Through Cycle E(1)



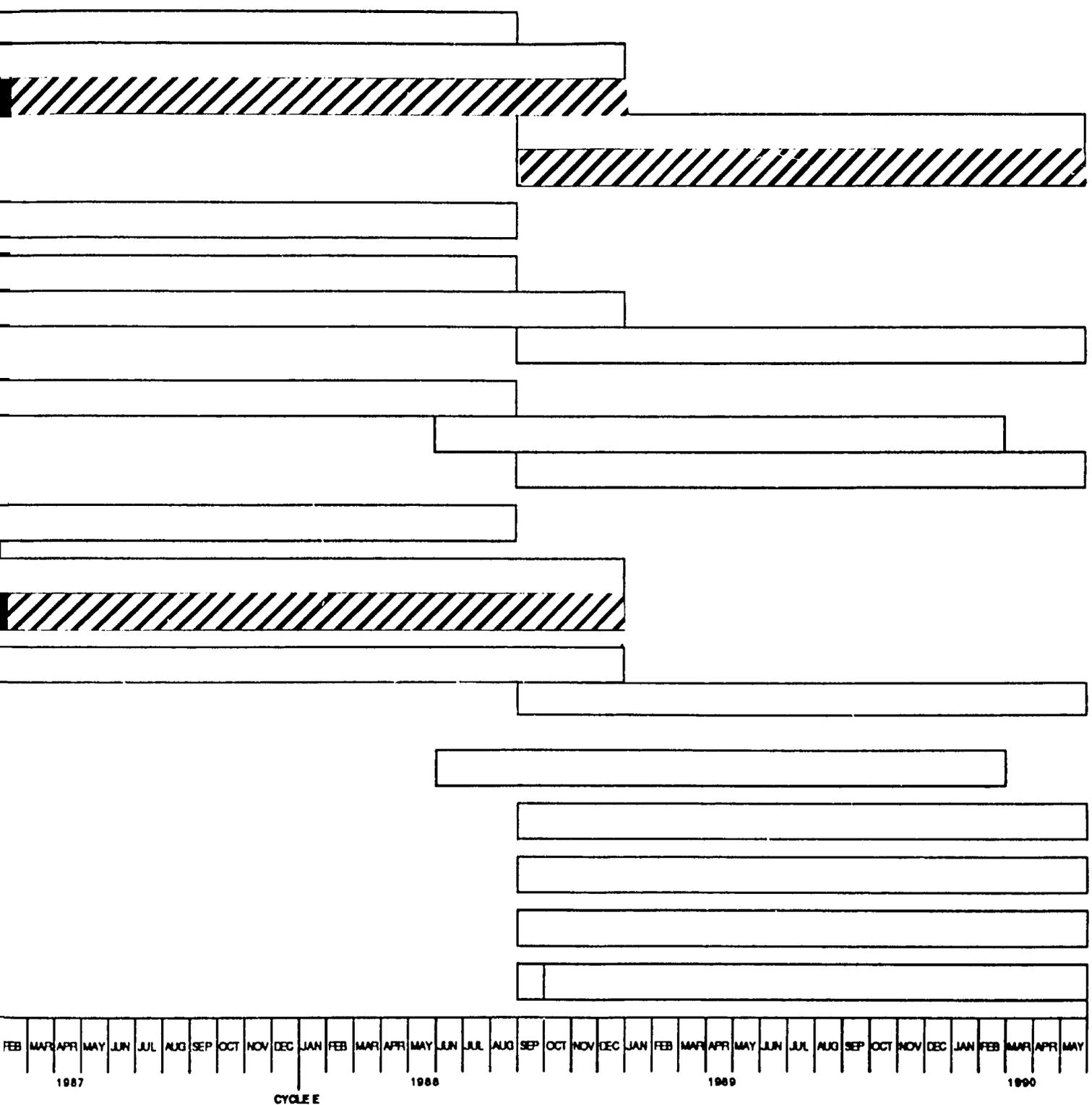
of seven to twenty students. Hatched bars indicate an additional program offered in a different
 a given month are rounded to the nearest month.

Table 2.



1) Institutions are listed in the order they entered the program; then alphabetically. Bars represent technical field or set of miscellaneous technical fields. Programs starting and ending the third v

Table 2. Beginning and End of CASP Long-Term Programs at Each Training Institution by Cycle and Date, Through Cycle E(1)

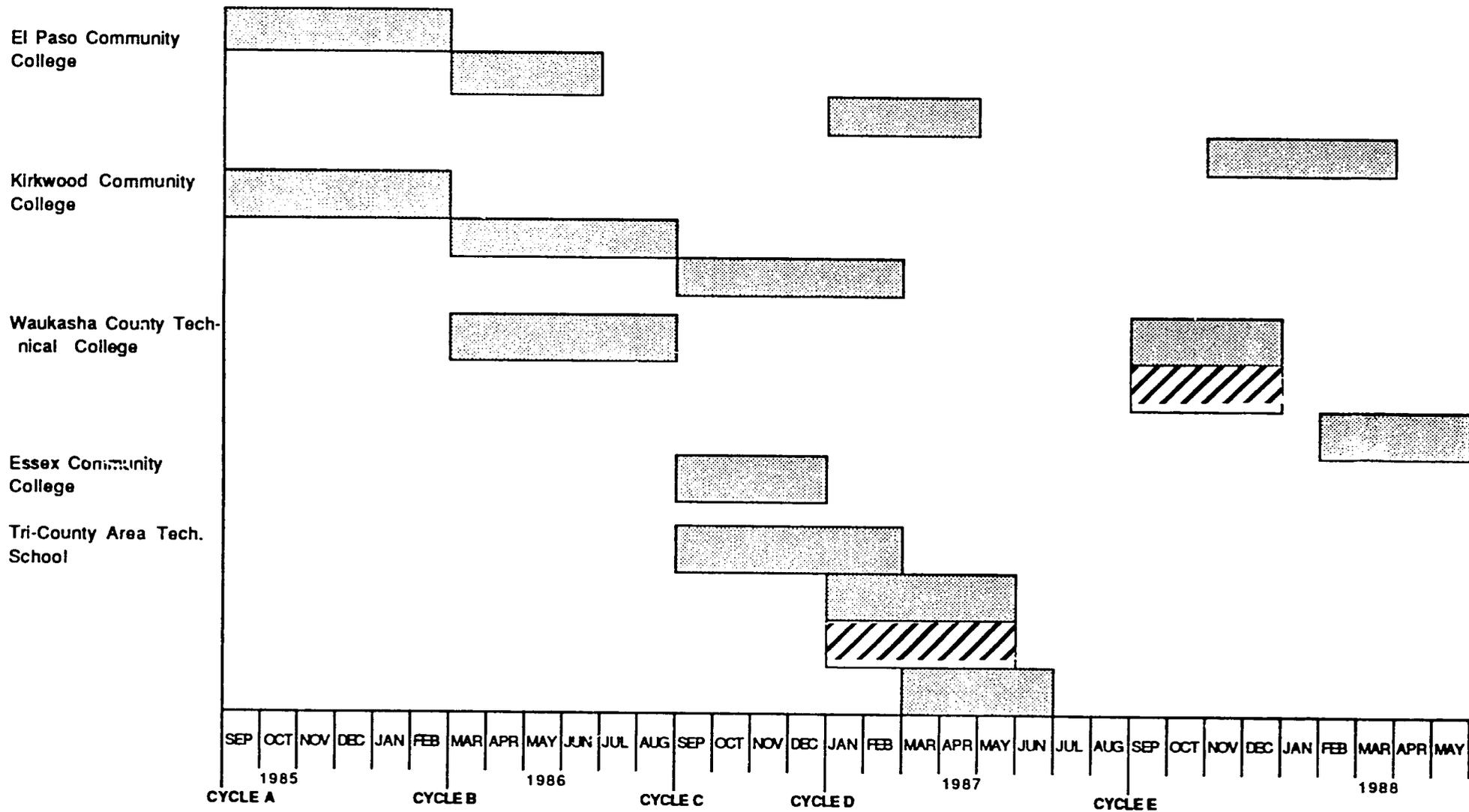


ent groups of seven to twenty students. Hatched bars indicate an additional program offered in a different week of a given month are rounded to the nearest month.

Meanwhile, the short-term programs were tapering off (Table 3). By Cycle E only two colleges offered programs, and these, according to reports from Georgetown CASP, were to be the last.

In addition to the regular CASP short- and long-term programs at the lower-division, post-secondary level, CASP offered several special programs. Because Belize has community colleges but only a rudimentary upper-division college program, CASP sends participants from St. John's College in Belize for upper-division bachelor's degree programs to U.S. Jesuit universities and colleges that offer tuition-free scholarships. To date, there have been 45 St. John's College participants.

Table 3. Beginning and End of CASP Short-Term Programs at Each Training Institution by Cycle and Date, Through Cycle E*



*Institutions are listed in the order they entered the program; then alphabetically. Bars represent groups of seven to sixteen students. Hatched bars indicate an additional program offered in a different technical field or set of miscellaneous technical fields. Programs starting and ending the third week of a given month are rounded to the nearest month.

3.4 Establishment of Administrative System

After receiving the initial two million dollar earmark, one of the first tasks of the Project's Principal Investigator (as CASP's founder was titled) was to hire professional staff. A former A.I.D. employee, presently a CIPRA staff member, who had worked with the Principal Investigator on drafting the terms of the cooperative agreement for CASP, continued to collaborate with CASP as its Associate Director.

Recruitment for the Project Director, as the position was advertised, began in November 1984. Five candidates, all of whom had doctoral degrees, were interviewed in mid-December, and Anita Hertzfeld, who was director of the Office of Study Abroad and Associate Director of International Programs at the University of Kansas, was selected because of her extensive background in Central America, both as a linguist working on her own research and as an administrator of the University of Kansas-University of Costa Rica exchange programs and of the Higher Education Seminars held at Kansas. Her previous administrative positions at Kansas and in Central America had focused on exchange programs and student placement procedures.

Dr. Hertzfeld began her tenure at CASP in January 1985 as Executive Director. Because of her background and skills, she was charged with designing the program in Central America. The Principal Investigator took the lead in developing the community college relationships. The Executive and Associate Directors visited the first community colleges chosen and were involved in negotiations. An administrative assistant was hired to backstop the Executive Director in the Georgetown CASP offices since after March 1985, the Executive Director spent almost all of her work time in Central America.

In May 1985, CASP appointed a Domestic Coordinator to assist in managing the U.S. aspect of CASP. One additional person, an information specialist who reported to the Domestic Coordinator, was hired during 1985, the first year of CASP operations.²

Initial Central American Start-Up and Selection of Country Coordinators

In January 1985, when CASP's new Executive Director arrived in Washington, she was to begin developing a strategy, a Central American network, and an administrative infrastructure to recruit, evaluate and select students for the CASP scholarship program. The Principal Investigator made it clear to all persons involved in the 1985 process that monies in hand for CASP were sufficient for only one selection cycle. There was no assurance that additional funds would be allocated.

In concert with the Principal Investigator, the Executive Director began contacting U.S. based organizations and individual experts with experience in

²It is worth noting that since the completion of this Evaluation Report, CASP has considerably strengthened its central administration. Two new professionals have been brought on board to serve as Director and Deputy Director; and a large Regional Coordinator's Office has been established in Guatemala.

international exchange and training as well as development-related institutions which administered participant training programs in the hemisphere. The embassies of the six Central American countries which had been proposed to participate in CASP were visited in Washington. They gave their official approval to the CASP plan to select disadvantaged students from Central America and place them in technical training programs in U.S. community colleges.

An initial trip to Central America focused on two other crucial components for program implementation: an analysis of training needs in technical fields and a search for a CASP administrative coordinator for each participating country.

As she conducted the survey of post-secondary vocational/technical training priorities and in-country offerings during visits to USAID missions, government ministries and agencies, private sector organizations, and universities, the CASP Executive Director began forming a CASP support network. The national support she garnered was a crucial ingredient in initially publicizing the CASP program, setting up recruitment channels, and building a lasting in-country support network.

An impressive array of national institutions approached by CASP's Executive Director on her initial fact-finding and development trip also agreed to promote the scholarships through their organizations and constituents and served as distribution centers for scholarship applications. This strategy brought the CASP program a kind of instant credibility and was a significant ingredient in the initial strategy.

A crucial program design decision was to designate an in-country coordinator to collaborate with the CASP Executive Director in managing all phases of the promotion, recruitment, and evaluation process. Criteria for selection in all cases were strict. CASP wanted capable professionals with proven administrative skill, preferably in education, with an excellent network of contacts within organizations and agencies whose support would facilitate implementation and enhance the image of the program, and above all, persons of unquestionable integrity.

Initial policy was set at Georgetown by the Principal Investigator and the Executive Director based on CASP guidance. Georgetown staff prepared promotional public service announcements for publication in Central American newspapers, applications were designed and printed, then sent to the volunteer coordinators who quickly realized they were committed to something rather larger than they had envisioned. In Guatemala, for example, nearly 500 candidates appeared at the coordinator's office to pick up a CASP application the day the first newspaper advertisement appeared.

For each participating country, minimum academic standards were set. Maximum income levels were calculated, using national and USAID information, to insure that participants came from disadvantaged families. An equitable distribution of scholarships was made between the five participating countries: seventeen per country (10 short-term and 7 long-term). Since country populations range from 170,000 in

Belize to 8,500,000 in Guatemala, the CASP definition of equitable has been questioned in some quarters since the program's initial promotion in 1985.

A democratically run promotion using the mass media as well as focused institutional promotion had been an idea basic to CASP's initial strategy. It was achieved during the initial selection process. However, CASP did not publish criteria for candidates in the public service announcements. Thus, the publicity generated an unwieldy pool of candidates, many of whom did not qualify for the 76 scholarships that were finally awarded in the six countries. These criteria, which in subsequent promotions were stipulated in most countries, were designed to reach the target population of disadvantaged youth described in the report of the National Bipartisan Commission on Central America:

- Citizen of the country where applying
- Completed secondary school (preferably a technical or agricultural school)
- 17-25 years old
- With limited personal and family economic resources
- Good health
- Able to begin U.S. studies 8/85

To ensure applications from high quality recent graduates in the candidate pool, the Executive Director and the then volunteer coordinator in Costa Rica initiated a strategy of promoting the program to the principals of the country's network of technical and agricultural secondary schools. During the second and succeeding cycles, this was to become a major strategy in all countries for generating the applicant pool.

Screening strategies were developed and shared as Coordinators and collaborating national institutions received requests for CASP applications from potential candidates; these were to be somewhat refined in future years to make the Coordinators' workload more manageable and the candidates' expectations more realistic. Program management in this respect, however, still needs fine-tuning.

The CASP Executive Director and the Country Coordinator carried out a definitive pre-selection of those to be interviewed. The interview was to be a cornerstone of the CASP evaluation process. CASP's Executive Director was opposed to evaluation based on paper credentials and found a receptive audience for her decision in the Country Coordinators.

The selection of interview teams was based on mutual agreement by the Executive Director and the Country Coordinator. CASP sought to further involve institutions and individuals who had been catalysts in the promotion of the awards. Thus, early on CASP strengthened ties with key institutions and individuals, many of whom would later make a formal commitment to CASP when asked to join its Advisory Boards. New individuals with expertise in the fields of study offered by CASP were also invited in some countries to participate in the interviews. This professionalized the interview process and extended CASP's network of supporters.

To clarify for CASP itself and for interview team members criteria which defined a CASP scholar, CASP administration drafted a Profile of the CASP Participant and an interview format to evaluate and rate six facets of the candidate (defined later in the text). CLASP policy guidance relevant to the evaluation process stipulated that at least 70 percent of those chosen be disadvantaged, 40 percent women, and no one be selected from politically or economically elite groups. All of these factors were taken into account in generating and evaluating the available pool of candidates.

To insure continuity in the set-up of systems for the candidate evaluation process, the CASP Executive Director participated in interviews in all six countries. Before each team began its task, she gave an orientation including questions to be asked, what to look for in the candidates and how to utilize the evaluation formats. Country Coordinators (except in Honduras) and a group of three to seven other national interviewers participated in each country. In Costa Rica, the newly hired Georgetown-based CASP Domestic Coordinator also participated; in El Salvador only the President of Empresariales Juveniles (Junior Achievement) served as an interviewer.

At this point (May-June 1985), Georgetown decided to formalize its relationship with the volunteer coordinators, naming them CASP Country Coordinators, delineating their duties in a contract form, and offering them an honorarium of \$50.00 per month for their collaboration. (By 1989, Country Coordinators were receiving a salary of US\$500.00 per month.) Cost containment concerns had much to do with the level of the initial remuneration; given the coordinator's overall financial situation, each, for different reasons, was able to accept the position and continue devoting her efforts to the task at hand. Securing office space for the program fell to each Country Coordinator. No budget was available for rent. Thus, in Guatemala and Costa Rica space was used in offices belonging to the Coordinator's husband, in Belize the Coordinator used space in USAID's General Development Office, where she also worked part-time, in Honduras the Coordinator ran the program out of the Rectory of the private university which she had founded and headed, and in El Salvador, the CASP Coordinator administered the program from her offices in Empresariales Juveniles (Junior Achievement), where she was Executive Director.

Cost containment was cited as the reason CASP Country Coordinators were not invited to participate on the final selection panels in Washington, D.C after initial cycle selection in Central America. The CASP Executive Director, who had served on all of the Central American evaluation teams, represented them. This set a precedent which has been a major obstacle to successful program management.

Announcements of those selected for awards (76, of which 44 were long term and 32 were short term) reached the Central American Coordinators just in time for them to process all necessary papers (visas, name checks, etc.) through the Training Offices of the USAID mission, conduct a pre-departure orientation, and see students off to the United States in late August 1985.

In less than six months from the CASP Executive Director's first visit to Central America in March, a volunteer group including a CASP Coordinator had been recruited,

and a wide and appropriate range of institutions and individuals in the education and development sectors, and a system had been developed to promote, recruit, preselect, and evaluate candidates. Strategies and the necessary forms to implement the strategy had been designed and sometimes even modified to establish the program.

On September 27, 1985 CASP was notified it had received another two million dollars to continue the program.

3.5 Initial Selection of Training Institutions and Fields of Study

The first three institutions in the CASP network were Kirkwood Community College in Cedar Rapids, Iowa, El Paso Community College in El Paso, Texas, and Waukesha County Technical College in Pewaukee, Wisconsin. A former USIA officer recommended both El Paso and Kirkwood Community College to Georgetown. According to El Paso staff, it was recommended for its experience in international programs, its location in an urban environment, and its capability to teach courses in Spanish. El Paso had also earned a positive reputation for running a short-term quality control program in Spanish for mid-level Nicaraguan trainees, sponsored by the Institute in International Education (IIE). Kirkwood was recommended for its strong agricultural programs and its location in a rural environment. Waukesha became involved after the former Director of International Programs at Kirkwood discussed the program with Waukesha staff and recommended the institution to Georgetown.

Initial selection of fields of study. The specific fields of study were identified only after the three schools had been chosen. According to the first Executive Director, she and the Project Investigator made two trips to the three community colleges which were to accept Cycle A students in February and early March, 1985. In late March, she was charged with travelling to Central America for two weeks to survey priority fields of study. Since the fields were chosen after the schools, the schools were not selected based on their ability to provide a certain program.

To identify priority fields of study, the Executive Director solicited the views of high ranking persons in the education sector in each country. These were often people she had known through previous professional work in those countries. During that two-week period, she was also involved in other responsibilities related to designing and implementing the Central America recruitment systems.

Based on the information gathered, a list of fields of study was drafted during the latter part of April 1985. From this list, the fields of agriculture, electronics, and machine tool operations and repair were selected for the first group of CASP students. For agriculture, the list indicated a wide variety of specializations. The general agriculture programs which were subsequently given may perhaps have been offered as a kind of compromise. This is also an example of the difficulty in arriving at relevant programs when the development needs of six different countries must be taken into account.

Concurring with accounts that the Executive Director had only a short period of time to conduct the needs survey while doing a number of other tasks during her visit to Central America, a staff member from one of the original schools had the impression that "the needs were identified in a hurry." The specific fields of study to be offered were finalized after CASP Georgetown discussed the fields they felt they were capable of offering with the institutions. Georgetown asked El Paso to offer a program in electronics, a program that the school traditionally provided. El Paso had also suggested quality control and industrial production as possible CASP programs. Waukesha was asked to offer training in machine tool operation and repair, in which it had a strong program, and Kirkwood offered training in agriculture.

After the fields of study were decided, the schools submitted proposals for their programs. One administrator noted that these were not competitive bids, since the schools had already been chosen; they were primarily outlines stating how the schools would implement the programs. Each school offered one-long term program and one short-term program in the fields they agreed to offer. El Paso also provided an Industrial Sewing program for a student from El Salvador. Students selected for these programs arrived in September 1985.

Initial selection of students in Washington. For the Cycle A group, representatives from each of the three institutions came to Washington for the final selection of students. According to a representative from one institution, each school selected their own students from each of the countries. In making their selections, representatives considered the students' economic backgrounds, whether they came from rural or urban areas, their academic records, and the essay that students had written about themselves. Community college staff relied somewhat on the Executive Director's recommendations since they knew nothing about the Central American secondary or university system. One community college administrator, who does not speak Spanish, said that he was able to interpret students' academic backgrounds with the help of a Georgetown representative.

Community college personnel were aware that some of the students had already had university experience. Mixing students with university level study and other CASP students resulted in heterogeneous groups and thus problems for the CASP students and teachers.

The heterogeneity of the students did not concern staff at one of the schools; they were interested in seeing how the more experienced students would do as compared to the others in the program. Regardless of their prior training and experience, it was felt that students at the school benefitted from the program because of the flexibility in the courses they could take. As it turned out, several were able to test out of a math course that was required for the program, enabling them to take other courses. Some were able to learn a third skill (welding) in addition to the two they had come for.

An administrator from one of the institutions also noted that the students in this first group had also been diverse in terms of economic background and prior experience. Three, in particular, appeared to be from a higher socio-economic class than the others.

He added that prior university experience or other aspects of a student's background did not always show up on their applications; sometimes information about students' backgrounds was not discovered until they arrived on campus. Overall, the selection process still needed significant fine-tuning.

Evolution of the Central American Administrative Systems

Central American Country Coordinators and the Executive Director continued to work closely on recruitment of two additional groups of long and short term students for what became known as Cycles B and C. There were no major revisions of administrative systems at this time; however, certain modifications were institutionalized and some criteria mandated by the NBCCA were addressed more effectively. The hectic pace of Cycle B (October 1985 - December 1985) and Cycle C (March 1986 - June 1986) recruitment of candidates left little time for deeper reflection on the process.

In the initial selection (Cycle A), CASP had not reached NBCCA targets for rural students or for women (40 percent of those selected). To address these two concerns CASP's top administration took two steps.

The first promotion had mainly been centered in the capitals of the Central American countries. For Cycle B and C the CASP Executive Director made extensive promotional trips to the interior of Panama, El Salvador, and to the second city of Honduras, San Pedro Sula. It was immediately apparent when candidate pools were reviewed that these trips had paid important dividends in promoting the program and attracting a significant number of rural, disadvantaged candidates.

The fields offered in Cycle A were considered traditionally male-oriented studies in Central America. To attract female students to the program, in Cycle B CASP added two new field priorities to its roster, computer science programming and hospitality management.

Based on recommendations from the first group selected, no students who had already begun university studies were to be considered, nor were candidates with relatives who were illegal aliens in the U.S. or whose mother or father resided in the U.S. legally to be selected. Neither of the recommendations was consistently implemented, however; up through Cycle D students with university studies continued to be selected. Evidence suggests as well that at least in one country all candidates with any relatives living in the U.S. were ineligible.

All Coordinators, whether visits were made to the provinces or not, did communicate with the principals of their country's network of public secondary technical and agricultural schools, urging them to promote the CASP program to their outstanding graduates. This was already recognized as a highly reliable source of excellent, motivated candidates.

The voluntary commitment to CASP of host country public and private sector organizations and entities remained strong and the Country Coordinators strengthened

the ties with those who were most effective in promoting the program and channeling good candidates to the application process. Dissatisfaction surfaced with the unsystematic manner in which some institutions handled recommendations of students or with institutions who recommended candidates whose financial need was dubious, e.g. some private sector institutions nominated participants who were not disadvantaged financially.

The focus was on finding "qualified but disadvantaged" candidates with leadership qualities and potential. After final selection at Georgetown University in Washington, D.C., 135 long term and 85 short-term Cycle B students were selected and began their U.S. CASP sponsored program in early 1986.

In Cycle C, a more realistic lead time of two months from announcement of awards to deadline for the candidates' applications was adhered to for the first time. Promotion continued to strive for a democratic approach that included both public service advertising and focused approaches through high school principals, public and private organizations. The concern in many quarters that mass media promotion, by not articulating selection criteria, created false expectations was voiced by some nationals supportive of CASP. USAID felt the public service announcements were an important ingredient in giving all potentially qualified applicants an opportunity at the awards. Moreover, CASP guidelines encouraged Coordinators to generate five interviewable applicants for every scholarship ultimately available.

Promotional trips to rural areas were given priority and the two-month lead time was considered an assurance that even though communication was slow from the capital to the interior it would be sufficient for all interested students to submit a complete application. Work still needed to be done to have a cumulative total of 40 percent women in the program. To further augment opportunities for women, two programs in community health were added to the CASP roster of study programs.

At this juncture, coordinators began to receive feedback from short-term Cycles A and B trainees who had returned. A significant number reported that their field programs were "too easy" and that groups were not homogeneous in terms of academic background and relevant experience. At El Paso Community College, the first cycle short term electronics course had to be redesigned, an exercise that was carried out with the help of two CASP students, one from Guatemala and one from Panama, who then served as tutors in the class. If in Cycle B Country Coordinators were busy just keeping afloat, by Cycle C they did begin to see issues related to selection that needed to be addressed.

The Country Coordinators and the USAID missions were concerned about receiving grade and progress reports on their students and requested that Georgetown CASP put the necessary monitoring systems in place. Several coordinators worried that CASP had diversified field options too quickly. They also felt that in order for them to do their job better, there should be more information in country at the time of promotion and evaluation on the exact content of the programs offered to insure that candidates were adequately informed and that evaluation teams could adequately

appraise the candidate's readiness to undertake those U.S. programs. One-page "fact-sheets" on U.S. community college programs were not drafted by CASP for Central American recruitment until Cycle F (1989) interviews were held.

By June 1985 candidates for Cycle C were chosen in Washington. One hundred and fifty-five students were selected (115 long term and 40 short term). Sixty-six were women and 89 were men.)

After the departure of the first Executive Director in June of 1985, the new Executive Director appointed by the Principal Investigator accompanied Father Bradley to Central America and participated in the pre-departure orientation programs for Cycle C students. The new Executive Director established a cordial personal and administrative relationship with the Coordinators and was responsive to some of their administrative concerns regarding finances and disbursement of funding from Georgetown.

In Cycle D, the evaluation and selection process, for the first time, was managed from Washington, D.C by the Domestic Coordinator, who was now called the Central American Liaison Officer. The selection did include some "new" candidates generated by the in-country coordinators, but the majority of students selected were qualified students who had not been chosen when they first applied for cycles A, B, C.

For Cycle E, Program Officers and selected Community College personnel were sent from Georgetown to be team leaders for the interview evaluation. This was a matter of some concern to the Country Coordinators since they had always shared the team leadership with the Executive Director of CASP and since the persons designated neither knew the country's educational system nor had visited the countries before.

At the time the CASP Evaluation Team visited Central America in early 1989, CASP was in the process of recruiting Cycle F students. The problems endemic to the management systems initially set up for Central American recruitment continued to limit the success of the program. Those limitations will be specifically analyzed in succeeding sections.

Through interviews with Country Coordinators, key members of CASP Advisory Boards and USAID missions, and ex-CASP students, the team was able to appraise the strengths and weaknesses of the program and CASP's management of its systems.

The key actors in implementation of CASP Central American recruitment systems are the Country Coordinators and the Advisory Board members. Their designation, an essential feature of initial and on-going recruitment systems, has been key to system successes, one of the most productive elements in the overall project.

3.6 Country Coordinators

The Country Coordinator is the official in-country representative of CASP. The Coordinators understand that their overriding function is to present and maintain at all times a positive image of the program as they oversee its implementation.

In the initial contract signed by Coordinators in June or July 1985, they are charged with implementing all phases of the recruitment process as stipulated by guidelines and specific strategies communicated from central headquarters at Georgetown University in Washington, D.C.

Coordinators professional responsibilities are promotion of the program to relevant in-country institutions and prominent individuals, management of the promotion, nomination, preselection, interview/evaluation process, and the predeparture orientation for selected candidates. They were charged with assuring that CASP participants secure passports and visas, have requisite medical exams, and receive a pre-departure allowance.

As the CASP program expanded, so did the Coordinators' responsibilities; a revised contract was issued to them in the form of a letter by CASP's Principal Investigator in December 1988. The contract reaffirms the initial responsibilities and adds support for returned scholars in their job search as well as the provision of logistical and other support required and/or requested by the Central American Director for Follow-On and other activities and that requested by the Follow-up Coordinator. While Coordinators in Belize and El Salvador have readily accepted these new responsibilities and had already been actively supporting, if not spearheading, a job search network, the other coordinators see their overall administrative responsibilities in a more traditional framework. They suggest that returned students should, in general, be expected to do their own job search and networking, and should be encouraged to make decisions about future work or education more autonomously.

CASP Coordinators and program headquarters are located in the capital city of each country. Each independent CASP office is simply furnished, in most cases with furniture owned by the CASP Coordinator; each CASP Coordinator stressed the importance of an independent identity for the program. Only one serious difficulty developed as a result of utilizing the office space of another organization; however, that formal relationship did cause image problems for CASP and generate negative speculation about the role of the cooperating institution in the selection process before CASP/El Salvador moved to separate quarters.

When the person who became Coordinator in El Salvador was recommended by USIS as an excellent administrator, "the ideal person to do the job," she had just accepted a position at the national Junior Achievement program (called Empresariales Juveniles) as its Executive Director. However, upon consulting with her boss he indicated a willingness and an interest in collaborating since he viewed the program as consonant with the overall interests of the Junior Achievement effort in El Salvador. This seemed an especially advantageous situation for Georgetown: office space,

secretarial help and supplies, as well as vehicles for program promotion would all be available to CASP at no cost. Although the evidence is unclear, Empresariales Juveniles (EJ) was perceived as attaining an undue advantage in the evaluation process for their candidates. Moreover, returned CASP students stated that economic need guidelines had been relaxed or ignored in the case of some students selected by CASP with the support of Empresariales Juveniles. Returned scholars were offended when high level EJ personnel referred to the CASP awards as "our scholarships." Whatever the truth of these allegations, allowing this sort of situation to exist and for the speculation to become a topic of discussion among students and advisory board members is negative for CASP's program image.

However, only in early 1988, when a new member of the EJ Board insisted that the group wanted equal billing with CASP on the promotion of scholarships and wrote to CASP/ Georgetown to that effect, did CASP authorize the Country Coordinator to move to an independent office.

The housing of the CASP/Honduras office at a private university is also questioned by some persons in that country. It is not considered by many persons "an appropriate location" for a scholarship program whose target population is disadvantaged students.

With all CASP offices but Honduras now in an independent location, they pay rent and have hired support staff. The Coordinator in all five cases has one secretary. In Costa Rica and Honduras, an Assistant to the Coordinator is also on the payroll. In Costa Rica, the Assistant, a retired former Director of the Technical Education Office of the Ministry of Education, provides relevant, high quality collaboration to the Coordinator and the program. In Honduras, an Assistant carries out many of the duties handled directly by the Coordinator in other countries.

Although the CASP scholarships are clearly identified as A.I.D.-funded, the formal relationship with much of A.I.D. is a distant one. Coordinators in implementing the program have all established a good and usually cordial working relationship with a training officer who is their most obvious counterpart in the missions. Training Officers commend CASP Coordinators for timely submission of candidate names and documents. Coordinators indicate Training Officers have been efficient and opportune in providing all the documents and authorizations necessary to launch students on their US CASP scholarship.

Most but not all CASP Coordinators are quite open in describing their interest in and attempts to involve higher level USAID personnel to support their efforts -- e.g., invitations to formal events. Evidence suggests that the response to these overtures is not an institutional response but an individual one. Some success has been noted in Belize and Costa Rica. The Guatemalan CASP Coordinator has the best relationship with the mission, specifically with the Deputy Director and the Education Officer, but her entree to them has been based more on the relationship she has developed with them through her work as an administrator of a CAPS project. Whatever the basis, her

rapport with them is excellent, they have high regard for her professionally, and she can call on them and be assured of their interest in CAPS and CASP.

In El Salvador and Honduras, where there is the weakest relationship between the mission and CASP, the Coordinators indicate they have received quite cordial support and have a positive relationship with the USIS office, but less so with USAID. Thus, although the program is seen as autonomous in all countries now, it has established to some degree a collegial relationship with some official U.S. government entity working in education and exchange.

3.7 Follow-On Initiative

In the Caribbean and Latin American Scholarship Program (CLASP), one of the guidelines states:

Follow-on: Follow-on activities will be implemented to assist returned trainees to become readjusted to their home countries and to find employment.

CASP was not set up in Central American countries in such a way that it could give much more than lip service to this activity. The CASP office in each country consisted usually of a coordinator and a secretary, and one or both of these might be only part-time. Sometimes the CASP office did not have time to publicize the participants' return and what they had done in the United States. Instances are reported where the coordinators called members of the CASP Advisory Board or other potential employees to recommend returned participants who were looking for a job, but most follow-on activities were very limited.

The fifth budget modification of CASP (dated February 1, 1988) proposed to start, "at A.I.D.'s request, a pilot program to develop and implement an experimental follow-on initiative with CASP graduates in Central America." The budget modification described the follow-on initiative as follows:

The follow-on initiative is the final phase of training for recipients of CASP peace scholarships. It will assure maximum benefits from training at U.S. community colleges. Its objective is to provide ongoing contact with North Americans and U.S. institutions and through such contact assure that CASP graduates have continuing support and other reinforcement to reach their leadership potential on the job and in that community.

To provide leadership for the follow-on initiative, the Georgetown University CASP organization was able to obtain from A.I.D./Washington through an Institutional Program Agreement (IPA) the A.I.D. officer who had monitored CASP for A.I.D. and was conversant with the project. CASP also hired a Georgetown University alumnus, a Belizean, who had been a student worker for CASP when he attended the university.

He was to assist in the follow-on program and to collect data on the returned participants.

The main follow-on activity in the Central American countries has been to get the alumni associations started. It is up to the members in each country to establish the goals and programs of the associations so that the organizations may be viable and worthwhile. During this first year the alumni associations have spent most of the time getting organized, writing by-laws, selecting officers and discussing possible activities.

In addition, CASP has used a number of ways to maintain relations with the returned participants and to aid their development. In 1988 CASP held a three-day conference in Guatemala to bring together the returned participants from all the Central American countries with the CASP officers and coordinators and the community college advisors and instructors. A similar conference is planned this year in Costa Rica. In most of the countries, CASP has held "Goal Setting Seminars" to help motivate the returned participants. CASP also publishes a bulletin, "Alumni Update," to keep alumni aware of what is going on with the alumni association and members in the several countries.

In regard to the specific objectives for the follow-on initiative, much remains to be accomplished. Many of the activities required are to be carried out by the alumni associations, and these have not yet gained strength. Little has been accomplished in strengthening skills in career development. As yet little has been done to develop partnerships with industry, although in El Salvador, the leaders of the alumni association were given the opportunity to tell about the capabilities of the returned participants to the association of personnel directors of the major corporations of the country.

Under the follow-on initiative, CASP has followed through on collecting the necessary information to enable the Washington office to develop a database to follow the progress of the returned participants.

On March 15, 1989, CASP published the results of the follow-up survey, "Alumni Survey No. 1." The CASP follow-up officer was able to contact 275 of the 305 targeted individuals representing all six cycles. He used a set interview form, and in 50 percent of the cases he was able to interview the individuals face-to-face. Thirty percent of the interviews were done by phone, and 20 percent wrote their answers on the interview form.

The survey provided interesting results and useful information. One of the major findings was: 84 percent of the short-term and 73 percent of the long-term alumni were employed; employment varied by field, e.g. 55 percent of the 27 long-term alumni who studied agriculture, 91 percent of the eleven long-term computer science alumni and 78 percent of the 27 long-term electronics alumni were employed. The employment percentage also varied from country to country: 87 percent of the Belizean alumni were employed compared to only 40 percent in Panama.

Seventy-six (28 percent) of the alumni were studying at a university. Of these, 59 said they were studying a field related to their CASP studies, but fifteen of these went for a CASP semester program as a part of their university work and returned to that university. Of the remaining 44, only 22 listed majors which might be related to the fields of study offered by CASP. Of the 76 alumni who are attending a university, 22 said that they received credit for the CASP studies. Since fifteen of these were sent by their university for a special semester abroad program, this would indicate that only seven others received university credit.

The alumni were asked what changes they would recommend in the CASP curriculum. Fifty-one suggested the training be more specialized; 21 asked it to be more practical; seven wanted it to be more relevant; seven wanted more English in the program; five recommended more basic courses; four asked that more of the courses be transferable to the university; and eleven made other suggestions. Over one-third of the alumni made suggestions for improvements in the curricula.

Advisory Boards

When the first Executive Director of CASP made her initial visit to Central America, she met with a cross-section of influential and respected people in the public and private sector of each country, persons from whom she requested vital information needed in setting up the program and persons who, at the same time she hoped, would become substantive supporters of the program. This network of initial contacts was augmented in succeeding years by other professionals interested in education and exchange who had usually been in turn suggested by those originally contacted by her. Country Coordinators also utilized their professional network to bring others into the voluntary support network.

Thus, what in 1989 is formally called an Advisory Board had informal beginnings. It was not until 1988 that some members of the larger support network were officially asked to form part of an Advisory Board. In effect, the decision at CASP/Georgetown to call for Country Coordinators to constitute a formal board did not substantively alter the way those persons were already functioning with the CASP Country Coordinator. It was more an official recognition of their advisory role vis a vis the implementation of the program in each Central American country.

In lengthy discussions with a wide range of advisory board members in all five countries, their firm commitment to CASP was apparent. They have been described by CASP-Georgetown as "one of the greatest strengths of the program." Clearly, the advisory board concept is an innovative CASP management strategy that has served the program well and has potential for making significant future contributions to the program.

The choice of formal Advisory Board members reflects the Country Coordinator's view of what mix of individuals and institutions will be most helpful in implementing the program in that country setting. Thus, the make-up of Advisory Boards varies significantly from country to country. Each Advisory Board maintains a professional and

collaborative relationship with the Country Coordinator; without exception all expressed enthusiasm and willingness to participate in whatever way their expertise might be of service. Many expressed a wish to be asked to do more, some a desire for a more formal structure, more meetings and more information on the program.

Composition of the Advisory Boards, as indicated above, is unique in each country. In Guatemala, four representatives from the private sector are the most important members: a former president of the American Chamber of Commerce, a high ranking official of the national Chamber of Commerce, the Executive Secretary of CONFECOOP, an umbrella organization for cooperatives, and a leader of a private sector foundation. Vocational and skills training is a high priority for all these four individuals and the groups they represent. The cooperative organization has been instrumental in promoting CASP scholarships in the rural areas.

El Salvador's Advisory Board is also dominated by the private sector. The members interviewed were the President of the American Chamber of Commerce, two business leaders who help promote CASP scholarships and who have also hired some of the program's graduates, and the leader of a recently formed foundation related to women in development. Advisory Board were engaged in the promotion, preselection and selection process by the Country Coordinator. This makes them knowledgeable in promoting the program in the country. The Coordinator is now actively engaging her Advisory Board members and their colleagues in the private sector who are potential employers of CASP students in predeparture orientation and job networking facets of the CASP program now being developed.

According to the Country Coordinator in Belize, original advisors and thus the formally constituted Advisory Board grew out of a list of suggested names given to CASP-Georgetown by the Belizean Embassy in Washington, D.C. It consisted of educators and public sector representatives. Since the job market for returned CASP students in Belize is in the private sector, the Coordinator has made a concerted effort to engage selected, high level private sector persons in the CASP Advisory Board. To date she has had little success. Letters, for example to the Chamber of Commerce with requests for an appointment have gone unanswered. However, the collaboration she receives from a wide range of prominent public and education sector representatives assures that the student recruitment procedure is well-supported.

The Honduran Advisory Board is also composed of leading figures from the private and university sectors of the population, including the Honduran Chamber of Commerce, the Junior Chamber of Commerce, the umbrella organization for private enterprise, and staff from local universities. No public sector officials are included. Private Sector Advisory Board members have been encouraged to promote the program but have had little substantive experience in the selection and evaluation process. During Cycle F, however, they were asked to take a more active role.

In Honduras, Board members have not been asked to participate in job networking for returned students but feel that their participation would be helpful, given that "training isn't usually the relevant variable." A person, to get a job, needs to be

connected. Since CASP students are disadvantaged and often from outside the capital, they don't have contacts. In fact, "they don't even know the rules of the game." Although this problem seems to be particularly acute in Honduras, it was clear that in all the other countries as well having contacts is a tremendous asset. Thus, the Advisory Board may be an even more valuable resource in job networking than it has been in recruitment activities. If Country Coordinators and the Follow-On Coordinator can successfully engage Board members in developing and sustaining a job network in conjunction with the Alumni Association, it could provide a purpose for the CASP Associations and a successful activity that would give the associations the cohesion they need to become viable medium-term organizations. This potential Advisory Board function would enormously enhance the program's use of this resource and provide a key and decisive component to program structure.

In Costa Rica, where the Coordinator and her Assistant have substantial experience in government service with the Ministry of Education and with the university, public sector and university persons are key members of the Advisory Board. However, the private sector is also represented by the Executive Director of the national Chamber of Commerce and of the Costa Rican Development Foundation (FUCODES). The Advisory Board in Costa Rica is the best balanced with private, public, and university sector representatives. It too utilizes the expertise of its Advisory Board very effectively in the promotion, recruitment, and selection processes.

Advisory Board members expressed a variety of concerns regarding the implementation of CASP in their countries. A significant number were concerned about the "false expectations" that were generated by the open-ended mass media promotion. They felt it was cruel to awaken unrealistic expectations, especially in rural, socially and economically disadvantaged students who they felt "didn't know the odds".

Those students who were selected and spent two years in the States were seen as a valuable resource. Advisory Board members recognized the need for "quality vocational-skills training opportunities" for Central American youth. However, they worried that those returning had unrealistic expectations about the job market and did not know how to go about maximizing their opportunities for seeking employment in their specialization. As mentioned above, many prominent people in the private sector expressed a willingness to dedicate time to setting up a system in collaboration with CASP staff. CASP, and especially the Follow-On Director, needs to develop a strategy for tapping this resource and substantively involving the Advisory Board.

In several countries, at least one board member expressed doubts about the relevance of certain CASP fields of study to the job market, or the focus of the U.S. training for the local job market. In Guatemala, the Advisory Board and the CASP Coordinator insisted to CASP/Georgetown that computer science programs were not needed, that technical offerings in-country were ample and accessible. After consultation with Advisory Board members, the Coordinator emphasized the importance of quality control for Guatemala, only to be informed that the country's quota in that area had been reduced from ten to six in 1989. Unresponsiveness of CASP central

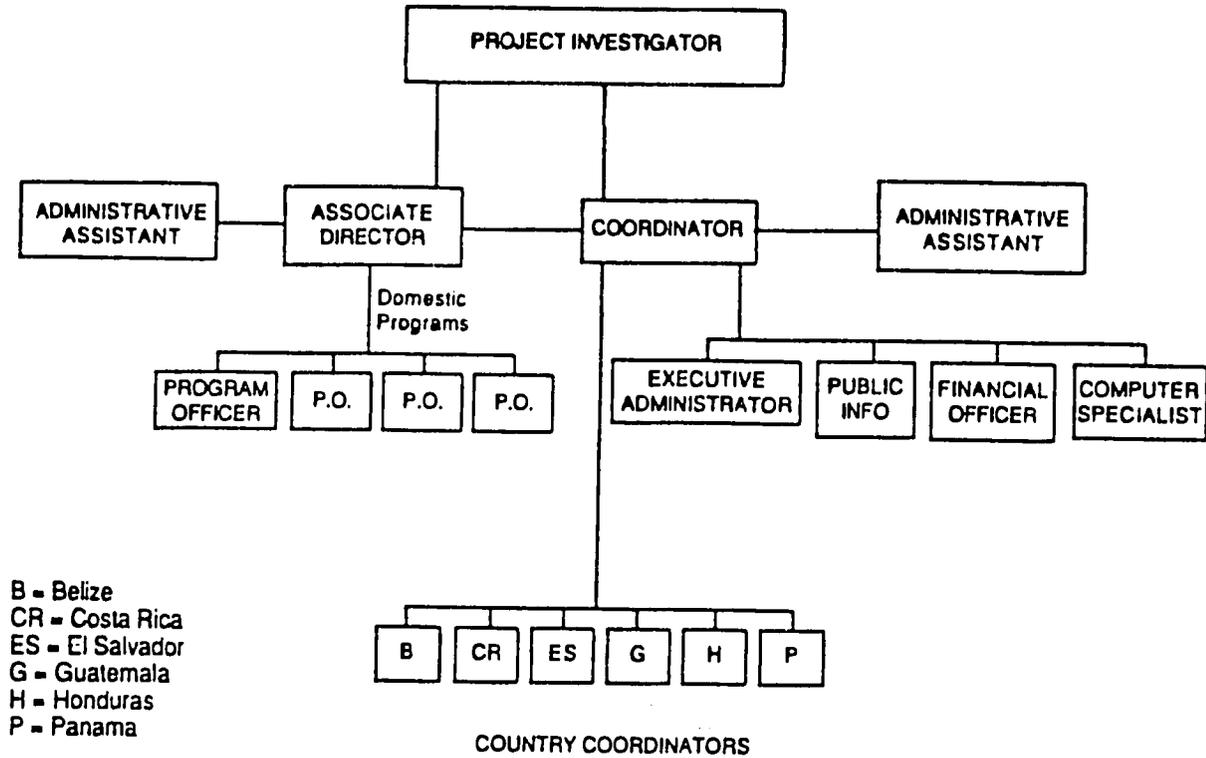
administration to Central American concerns and initiatives was clearly a disincentive for Advisory Board members and something CASP needs to handle with care.

Advisory Board members understood that the program was both focused toward skills training and cultural exchange. However, many were disconcerted to hear from students that the training programs were not well planned or implemented. Stories of heterogeneity of groupings, course work that was considered too easy, or any indications that CASP and Community College handling of training was not effective or well-administered surprised and troubled them. Their knowledge of these problems causes concern and could potentially undermine their support for the program.

Advisory Board members were impressed with the positive personal changes in many of the returned students, their self-assurance, their maturity. However, in their view the program's success must be judged on the student's successful reintegration into his/her society, finding a job that utilizes the new skills and knowledge or entering a university program.

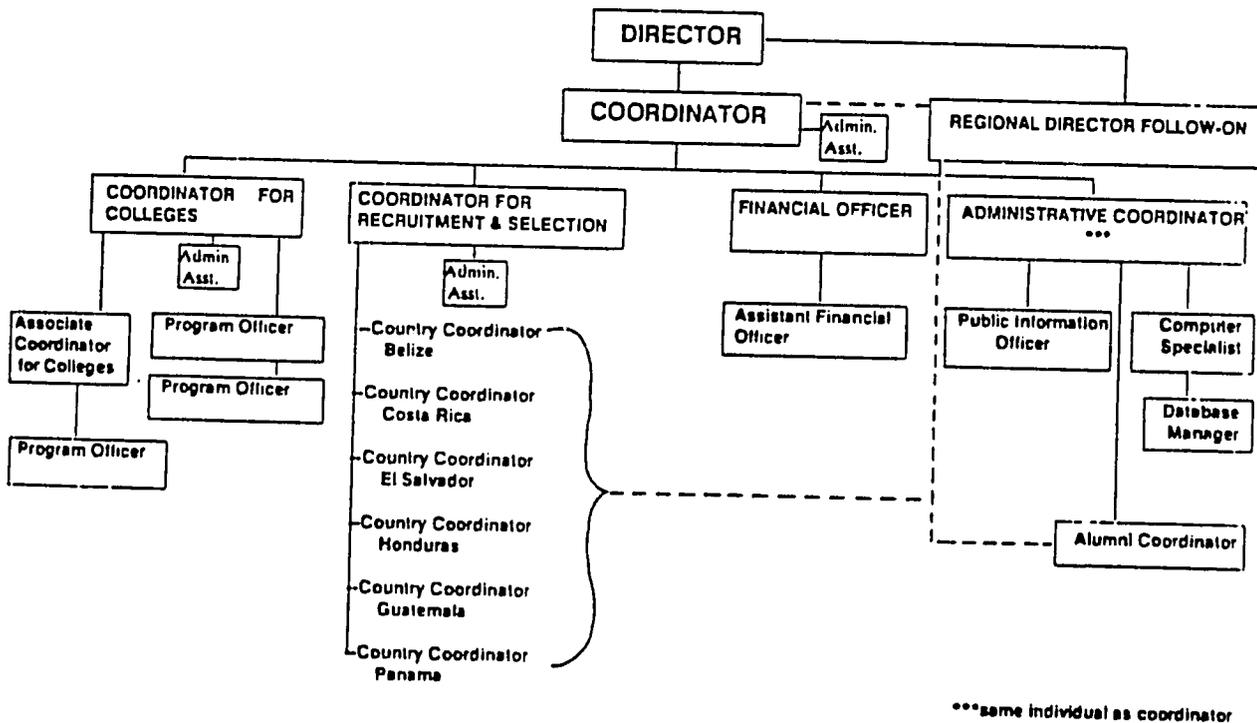
**CENTRAL AMERICAN SCHOLARSHIP PROGRAM (CASP)
ORGANIZATION CHART, September 1987**

Table No. 6



**CENTRAL AMERICAN SCHOLARSHIP PROGRAM (CASP)
ORGANIZATION CHART, October, 1988**

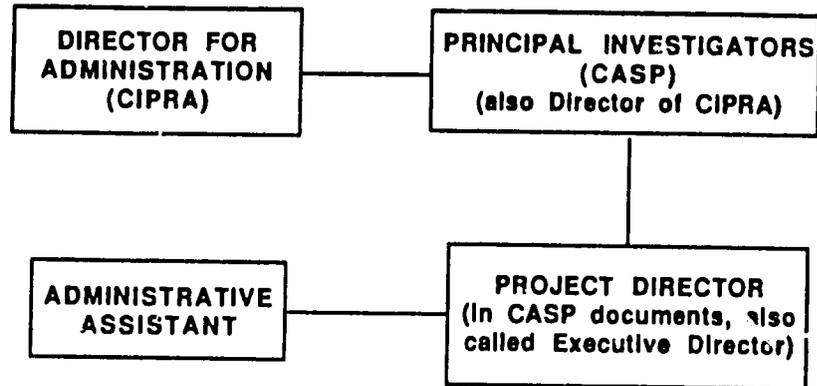
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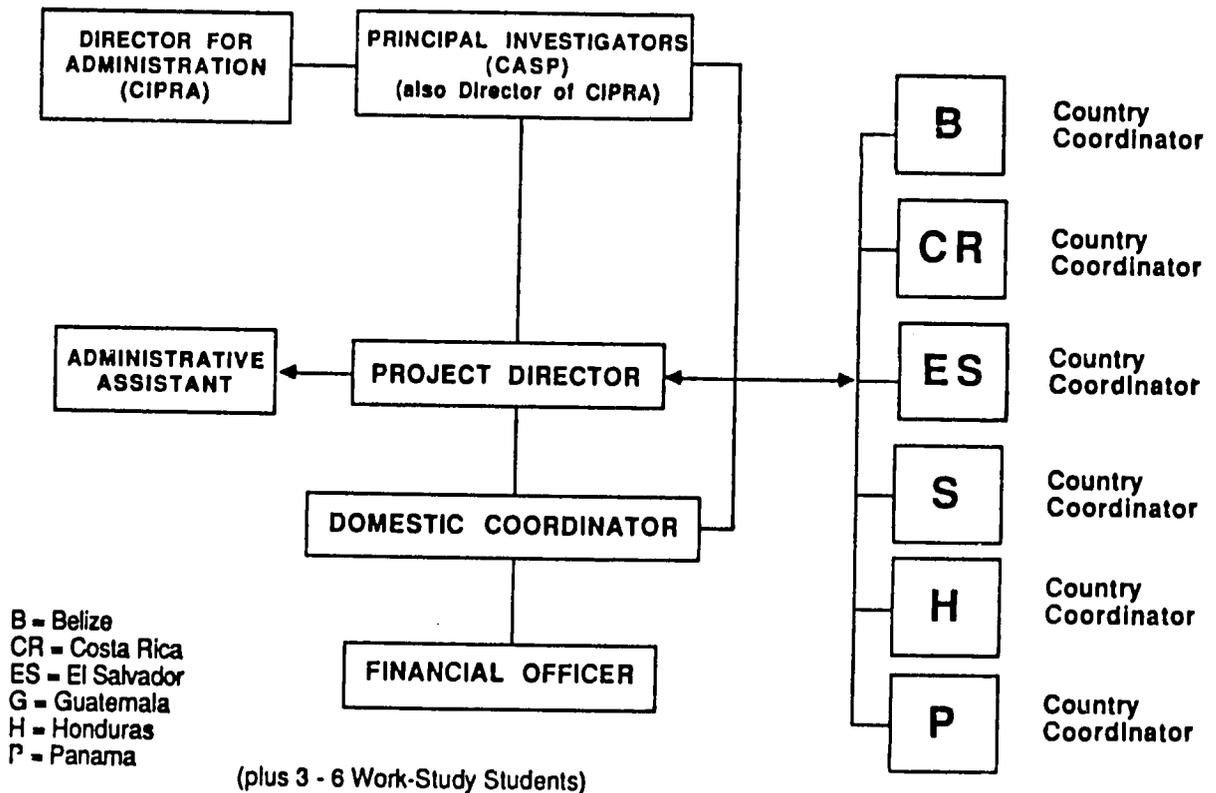
**CENTRAL AMERICAN SCHOLARSHIP PROGRAM (CASP)
ORGANIZATION CHART, January, 1985**

Table No. 4



**CENTRAL AMERICAN SCHOLARSHIP PROGRAM (CASP)
ORGANIZATION CHART, June, 1985**

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4. CASP at Community Colleges and Training Institutions

4.1 Summary

This Chapter reviews the community college training experience. The evaluation team visited 21 colleges who have offered programs under CASP. The team observed on-going programs and conducted interviews with staff faculty and current CASP students.

On the whole, CASP students appear to have performed quite well academically; and students appeared to be pleased with the opportunity that had been given to them. However, at least a third expressed a desire for more relevant course content in their technical-vocational area of study, and more technical programming overall, as opposed to general education courses.

The team noted the progress that many of the colleges have made in developing an infrastructure that can meet the demands of delivering a CASP program. Many colleges want more first hand knowledge about student training needs and the Central American environment so that they can further improve their programming.

A number of issues that deal with the format and content of community college training could benefit from greater clarity and guidance from CASP's central administration. For example, should Central American Spanish-speaking students be segregated academically during their U.S. stay? Does the existing program provide enough time for students to learn both English and a technical-vocational skill? Is the clustering of students with diversified skills and academic backgrounds in the best interest of all concerned? How should participating colleges most effectively program for Experience America activities?

Volume II of this study contains a complete description of the training programs at each of the 21 participating community colleges.

4.2 Overview of the Program

Community colleges and training institutions currently offer technical programs in which students can receive an Associate Degree (a two-year terminal diploma), or in the case of two of the colleges, a vocational technical diploma. Currently, only long-term programs are offered. For the short-term programs, certificates were granted in the various fields of instruction.

For \$1,000 per month per student, the participating institutions provide all instruction, books and supplies, food and lodging, Experience America activities, and incidentals. A CASP coordinator is responsible for managing the day-to-day operations of the program. The CASP Coordinators' primary contact with Georgetown is a program officer who is responsible for monitoring the programs and the students progress. The instructional program includes technical courses and academic courses required by the institution or the state and English as a Second Language (ESL) for

Spanish-speakers. At a few schools, Experience America is offered as a class. For the most part, participants are housed with host families during their first six months. After this six-month period, they typically have the option of remaining with the families or moving into apartments or dormitories, if these are available.

4.3 Local Administration of CASP

Twelve top-level administrators were interviewed at eleven of the colleges (two deans served as co-presidents at one school). Eleven of these commented that they strongly supported the program, while one had doubts about its benefits vis-a-vis its costs. In addition, administrators at two schools reported that their presidents were strongly behind CASP. At at least ten of the schools, administrators claimed that the schools probably benefitted more than the students - it provided international exposure for their students and the community at large; and, in some cases, the program allowed schools to "get their feet wet" in international programs. Staff at three schools noted that CASP students served as role models for their local students.

The management of CASP at the local level varies. At most institutions, CASP is managed out of an office that deals with special programs or contracts. At about five of the schools, a special office has been created for CASP, with the CASP coordinator reporting to a particular dean or to the top level administrator at the school.

Except for those institutions located in larger metropolitan areas (4), CASP schools have not had experience with large numbers of foreign students, and thus had no infrastructure in place for providing foreign student services (a few schools did, however, have some ESL capabilities for local students). These schools have had to develop services designed especially for CASP students, in addition to services which already existed for regular students.

While there is no set job description for those implementing CASP, CASP responsibilities include: coordinating Experience America and activities, providing personal and academic counseling, arranging for housing, completing paper work, ensuring that students receive medical attention when needed, administering some funds, and acting as a liaison between Georgetown and the students. Those responsible for managing CASP also are expected to establish a CASP advisory committee and implement a leadership program for students.

The person largely responsible for the day-to-day operations of CASP is the CASP Coordinator. Georgetown requires that this be a full-time position, but at least six schools have viewed these as part-time positions, either because of budget considerations, or because some of the coordinators' tasks are handled by other personnel. Even at schools in which this is a full-time position, other personnel often handle different aspects of the program, such as housing, insurance, Experience America activities, secretarial tasks, and transportation for CASP students. Other staff members who are not directly paid with CASP funds, such as higher level administrators and faculty members, devote much of their time in helping to implement the program. Time

is also donated from advisory board members, host parents, and other members of the community. Staff at three schools reported that volunteers had helped with housing, Experience America activities, translating or advising, and so on.

Everyone involved in managing CASP at the training institutions demonstrated strong commitment and devotion to ensure the success of the program, and many found their work rewarding; yet schools did not always have adequate staff to implement all of the components of the program. Staff at at least 15 schools reported working unpaid overtime hours to meet the demands of the program.

CASP responsibilities were delegated among three or more people at at least 13 schools. Proving the program had full support from top-level administrators, those with larger staffs seemed to implement the various aspects of CASP more successfully. At one school in which the program seemed to be well managed, a full-time CASP coordinator had the assistance of a housing coordinator, two staff members responsible for planning Experience America activities, and a secretary.

4.4 Relationship Between Training Institutions and Georgetown CASP (Communications and Monitoring)

Communications between training institutions and Georgetown CASP initially take place between the CASP director and top level college administrators during the early stages of setting up a program. After these initial contacts, most communications take place between CASP Coordinators at the schools and program officers at Georgetown. Each of four or five program officers is assigned to monitor a set of specific institutions. The program officers maintain contact with the institutions through telephone calls, written correspondence, and visits to each institution once a semester. The CASP Director and Coordinator also have communicated directly with the CASP coordinators or higher level administrators, generally when special situations or emergencies arise.

Communications have also been facilitated through periodic meetings in Washington or elsewhere. School administrators are invited to Georgetown to participate in the final selection of students, and through 1988, a yearly seminar was held in Washington for CASP students, which also provided an opportunity for community college representatives to exchange ideas. Community college and Georgetown personnel have met at three regional leadership workshops conducted for female CASP students, and a general leadership seminar was conducted in San Antonio in the fall of 1988. Georgetown and community colleges also collaborate on presenting regional orientations for new schools entering the CASP network. In at least one case Georgetown has solicited the assistance of community college personnel to provide technical and administrative assistance to new schools.

Two community college representatives said that higher levels of management were more closely involved with CASP during the earlier stages of the program. One administrator claimed that CASP Georgetown wanted too much control over decisions that were the colleges' prerogative. Another administrator found it difficult and

frustrating to attempt to comply with Georgetown's requests because, he felt, Georgetown was still learning and in the process of creating policy as it went along. Within a semester, he said, decisions would frequently change about the program, such as how much ESL to provide or how much emphasis to put on community activities.

It appears that this situation has improved since the early years of CASP, but staff at five of the schools currently in the program expressed some concern about the need for certain policies, consistency and fairness in implementing rules and regulations, and consequences for students and schools that do not comply with them. For example, a few students at some schools encountered serious physical or mental health problems, and representatives felt that they did not always have clear direction as to how to deal with these. In addition to screening students' medical records more carefully, it was felt that more specific policies were needed in this area.

A number of situations were cited to illustrate that policies were not always implemented fairly or consistently. CASP students are not permitted to drive; yet four community college personnel indicated that a few students had been allowed to do so. Not all schools have active advisory committees, yet one school was feeling pressure to set one up, and the six-month family homestay requirement is not implemented consistently across institutions. It is not clear whether there are consequences for students who "break the rules," nor what these consequences will be. In one case, a student was sent home for misbehaving -- yet in a similar situation, a student was allowed to stay.

Community college personnel at five of the schools said that they needed more lead time to fulfill requests. Staff at one college felt that they were not given enough time to respond to a recent request to submit program information to Georgetown. Two schools received CASP students with only a few weeks' notice.

CASP Georgetown monitors the programs and the academic progress of the students by visiting the schools, by requiring the schools to submit reports every semester, and by evaluations that students complete prior to returning home. When students complete their training, their diplomas and any letters of recommendation are sent to the CASP in-country representatives.

During their site visits, program officers conduct guided interviews with students, using formal questionnaires; talk with CASP and general administrative staff; observe classes; and meet with host parents. This is followed by an oral on-site debriefing and a written report describing strengths of the program and areas of concern. The primary audience for these reports is the training institution, but A.I.D./Washington also receives copies of these.

Staff at at least 14 of the schools commented that they had a good rapport with the program officers. Georgetown representatives were frequently described as "cooperative," "cordial," "supportive," and "always available." Some administrators added that Georgetown served as a resource and was helpful in sharing ideas and providing information. Staff at at least two schools felt, however, that while the program officers

were receptive to their concerns, these concerns did not always reach higher levels at Georgetown.

During the earlier stages of the program, different program officers visited the schools and spent about two days at each school. Staff from three of schools involved with CASP for at least two years said that the program officers formerly tended to be more "student advocates," evaluating the program primarily from the students' point of view. Community college administrators viewed the new site visit format as an improvement, allowing for more continuity and in-depth evaluations of the program, and a few felt that the program officers had developed a more balanced view over the years. Still, an ESL instructor new to the program maintained that not enough time was spent with community college personnel during these visits. She asserted that a program officer had overlooked interviewing with her on his last visit.

Each semester, the institutions submit Academic Enrollment Term Records to Georgetown showing students' academic progress. These records are submitted to A.I.D. Washington, the A.I.D. missions, and to the CASP country coordinators. Schools also submit student Activity Reports, which provide short narratives on various aspects of the program, such as training, housing, allowances, Experience America activities, and so on. These are internal reports for Georgetown CASP's use.

Other than the sending of enrollment records, diplomas, and letters of recommendation, no formal system has been established for CASP country coordinators to follow the progress of students while they are at the training institutions. Informal communication is maintained through occasional telephone calls between the associate coordinator for college programs and CASP country coordinators. In addition, two years ago, CASP country coordinators visited two of the participating institutions. This informal level of communication between training institutions and the CASP country coordinators is not adequate as evidenced in the lack of information CASP country coordinators have about the training institutions and their programs, and the lack of knowledge the community college representatives have about the needs and job market situation in Central America. Staff at only one of the schools mentioned having had some communication with the CASP country director, but this was during the early years of CASP.

4.5 Instructional Program

Since its inception, CASP has provided both long and short-term training in a number of fields for over 850 students. Since 1988, CASP Georgetown has decided to concentrate on delivering long-term training. Cycle E students are studying Electronics, Food Technology, Computer Science, Social Sciences, Clothing Merchandising, and Machine Tool Operation and Repair. Groups of Belizeans are also studying Tourism, Hotel and Restaurant Management, and Teacher Training.

Short-term programs were specifically designed for Central American students, such as the four month Environmental Health program offered by Essex Community

College or the Electronics and Quality Control programs provided by El Paso Community College. Instruction was typically provided in technical courses by a bilingual instructor, or with the aid of an interpreter. Some instruction in basic survival English and Experience America activities were also provided.

For the long-term programs, schools provide a combination of technical and academic courses, and, for Spanish-speakers, English as a Second Language. Students must take academic classes in addition to their technical ones in order to meet requirements for the associate degree set by the school or the state.

Most institutions have offered degree programs that have already existed at their institutions, while staff at three schools reported that they had developed special programs for CASP students. At all schools, the curriculum for CASP students is different than that of regular students because of the necessity to offer technical courses specific to students' needs, courses taught in Spanish or with an interpreter, ESL classes, and, occasionally, remedial courses in disciplines required for the field of study, such as in math or basic electronics.

Eleven of the twenty-one institutions which have been associated with CASP are in the process of developing an infrastructure that can meet the demands of delivering a CASP program; most of these are still developing ESL capabilities. Some have had to hire special instructors to offer courses that they do not normally provide. Two schools with agriculture programs were asked to develop a program in Food Technology. At least two schools that have been asked to offer computer repair do not have sufficient equipment to do so. One school needed to develop two associate degree programs designed especially for CASP students. Staff at about one-fourth of the schools commented that their instructors were paid overloads to teach CASP students.

A typical long-term program for Spanish speakers might begin with a semester of intensive ESL with one or two content-area courses or a physical education class, taught with the assistance of an interpreter. Bilingual instructors also have been used to teach technical courses, but staff reported that only two were being used with Cycle E students during the first semester. By the second or third semester, students no longer take ESL and are taught only in English. Belizean students are usually mainstreamed immediately with North American students, while attending special courses as a group or with the Spanish-speaking students.

Instructors at the colleges reported that they assumed that requests to offer certain fields were based on development needs of the countries. Those at about half the schools expressed a desire to find out more specifically what their students' needs were, so that they could tailor their programs more closely to these needs. Some instructors had attempted to find out more through visits to Central American countries, conversations with students, or through correspondence with former students.

Academic or general education requirements typically include courses in U.S. history or U.S. government and English composition. These courses tend to be more difficult for the students than the technical courses because the lecture method is used

almost exclusively and often much reading is required. At one school, for example, several students were discouraged with their progress in a biology class, a lecture taught in a large amphitheatre with North American students.

Two technical institutions in the program had to team up with accredited two-year community colleges in order to allow students to take the academic courses required for the degree. Staff at one of these community colleges indicated that unless they had the main contract for the program, their accreditation status might be compromised by giving credit for studies from another school. This unique situation has also created special challenges for the schools in reporting responsibilities, scheduling, and transportation.

CASP students do not appear to have been informed during their orientation that they would be required to take general education classes in addition to courses in their technical field. Some were disappointed that these requirements prevented them from taking a fuller load of technical courses. At one school, students had been given the option of taking more technical classes for a certificate rather than an associate degree.

The institutions frequently use interpreters early in the program, particularly during the first semester, when at least one technical course may be offered in addition to ESL instruction. The effectiveness of using interpreters in the classroom has been limited. The use of interpreters seemed to be most effective in courses that involved a lot of "hands-on" activities, such as fashion merchandising or machine tool operation and repair. Their use was less satisfactory in courses conducted in a traditional lecture format. Some instructors complained that using interpreters slowed down the class, or that they could not be sure if their material was being translated correctly. Even two of the interpreters themselves felt that it might be more practical to hire a bilingual instructor than to have them take time translating the material. Finally, a few content area instructors felt that the presence of a translator made it more difficult for them to establish a relationship with their students, and an ESL instructor was concerned that the students would not pay attention to the English spoken by the teacher as long as they could count on the translator to impart the material.

While Spanish-speaking CASP students are integrated with their North American counterparts in some classes by their second semester, staff at five schools said that the special nature of their course of study required students to progress as a group through many of their classes during their first year, in lock-step fashion. By the second year administrators reported that most students are normally attending classes with North American students.

Three staff members commented that segregating Central American Spanish-speaking students in one class was advantageous, because students worked cooperatively to help each other with English or with the area of instruction. They were impressed at the cooperation displayed among students of different countries. Staff members and host parents at at least three of the schools felt that segregating students in this manner makes it more difficult for CASP students to interact socially with North American

students. Obviously, the sooner that CASP students can get in classes with North Americans, the sooner the two groups can interact.

4.6 English as a Second Language Instruction

English language training is an extremely important component of CASP, as all staff and students reported that most participants have minimal English skills when they arrive, and are expected to eventually take courses in English with North American students. Intensive English as a Second language (ESL) instruction is typically provided the first semester in addition to one or two technical courses. About half of the institutions currently in the program offer 20 or more hours per week of ESL instruction during the first semester or summer session. The other schools offer fewer than 20 hours per week. The hours of ESL instruction are gradually reduced throughout the program, and students are generally mainstreamed into courses taught only in English by the second year. At over one-third of the institutions currently in the program, CASP students were placed in developmental English classes after the first semester of ESL.

Few schools had an established ESL program before hosting a group of CASP students, and these were designed primarily for local students (Spanish-speaking and Indochinese populations). Two of these programs were conducted off campus. Most have had to hire instructors on a part-or full-time basis to accommodate the students, and at least two of the schools were in search of a full-time ESL coordinator during the evaluation period. While ESL instructors reported that the CASP students normally emerge into at least two or three levels of English proficiency, at least 10 of the schools did not have enough staff to offer more than one level after the first semester.

On the other hand, ESL instructors and others at six of the schools said that there was not enough time for students to learn English and academic and technical course material. The 21-month time frame imposed by CASP for Cycle E added an additional burden for students to learn English. Finally, while several measures, both those designed for non-native speakers as well as those for native speakers, were used to place students in appropriate ESL levels or in English composition courses, no criteria had been established for determining whether a student was ready to be mainstreamed into content-area courses with other North Americans. As one instructor put it, it was not a matter of whether the student was ready; it was "that time of the year."

4.7 Experience America

Through its Experience America component, CASP is attempting to implement one of the criteria of the CLASP policy guidance, which states that "trainees shall be given opportunities to become involved in the daily lives of individual American families and activities of community and professional organizations." In its cooperative agreement, CASP Georgetown has included, as one of its objectives, to provide "participants with a meaningful understanding of and appreciation for U.S. political and economic institutions."

Other Experience America objectives are listed in some of the CASP promotional literature, which include: introducing students to the educational system; helping individuals achieve an understanding of each others' culture and society through college, family, and community activities; introducing students to the decision-making process in the United States; participating in the community through internships; and developing student leadership abilities. According to community college representatives, "leadership" has been recently viewed and sometimes implemented as a component separate from, but related to, Experience America.

Experience America is a required component of CASP, and schools agree to include this component in their programs when they sign their subcontract with Georgetown. Schools have been allowed much flexibility in implementing this requirement. Interpretations of this requirement differ in the areas discussed below.

All training institutions have organized special activities planned for CASP students. But staff at one-third of the schools currently in the program said that they viewed activities or events not necessarily planned as special "CASP" activities as helping to accomplish this requirement (i.e., students going on class-related field trips, participating in student government or clubs, or doing activities planned for regular students through residence hall or student life programs). Staff at two schools said that they viewed the students' technical program as part of Experience America while others saw this component as all that takes place beyond the classroom. Administrations at nine schools said they offered Experience America classes or workshops in which aspects of American culture are discussed. These classes also provide a forum for guest speakers from the local community.

Schools have differed in the emphasis placed on Experience America as well. In the early years of CASP, staff at two schools said that there were no clear guidelines as to what emphasis to place on Experience America, and this is still the case. The emphasis fluctuated, and at one point, an administrator said schools were told to provide an emphasis of 50 percent on Experience America, and 50 percent on the technical training. Currently, schools are left on their own to interpret the emphasis it should have vis-a-vis technical training.

All school staff at three of the schools emphasized the importance of the students' technical program over Experience America and indicated that Experience America was sometimes at odds with the students' technical program. Administrators at these schools expressed a desire to better meet the needs of these students by devoting more energy and funds to technical training rather than on Experience America activities.

Seven schools had begun to implement "Leadership Training" classes or seminars, as part of, or separate from, Experience America classes. "Leadership Training" covered such topics as: the qualities of a leader, goal setting, time management, stress management, sexuality, communication skills, and career planning.

Differences in interpretation of what to include in Experience America notwithstanding, many schools have creatively implemented this component. To allow students to get additional exposure to the American educational system and to help develop their leadership skills, schools have had students visit classes at elementary schools and high schools to give talks about their countries.

To learn about local and state governments, students have, among other activities, visited mayors and other political figures, the police department, prisons, trials, and attended school board meetings. Students at a few of the schools are required or encouraged to enroll in an American government class. Students were formally exposed to national government through a yearly seminar in Washington sponsored by CASP Georgetown.

Through CASP, students have been exposed to a broad range of cultural activities, from ballet performances to pop music concerts, camping trips, skiing, ice skating, hiking, spectator sports events, visits to museums and historical locations, and excursions to various cities and regions of the country.

Students also have been encouraged to participate in the community through speaking at civic clubs and getting involved in voluntary activities. Some have volunteered to read for the blind, spent time with elder hostellers, and visited hospitals and homes for the elderly. Students have organized various cultural events, often performing traditional dances from their countries.

Students have been involved in many events through their technical classes that were considered as Experience America activities. At one school, CASP students were enrolled in a geography class which offered a novel special weekend excursion to a place of geographic interest as part of the curriculum. In some classes students were encouraged to enter contests to display their skills; in a food technology class, students displayed their pigs at a state fair; in the clothing merchandising classes students became involved in fashion shows and other types of contests. These courses helped students to become involved in the community as a natural part of their curriculum; this level of community involvement as part of the curriculum was not observed in the electronics, computer science, or machine tool classes.

Source of funds for Experience America. Schools are given flexibility in how much of the budget is devoted to Experience America. Staff at about one-fourth of the current schools said that students were asked to contribute part of their personal allowance toward Experience America events and excursions. These contributions rarely exceed a few dollars, and are generally for food that would otherwise be covered if students had stayed at home. But in some cases students are required to pay other fees, such as admission fees, to cover the expenses of an event. In at least two schools, students are encouraged to conduct fund raising activities to help pay for excursions or other activities they are interested in.

At at least two schools, students complained about their obligation to take part in the activities that had been organized for them. For many, their studies took

precedence. At least, they felt, if they were required to participate, they should have more of a say as to what they were participating in.

The level of enthusiasm for and participation in Experience America might be enhanced if students were consulted more frequently in how they might benefit from this component. Allowing students more decision-making power in this area could serve the dual purposes of teaching students about leadership and independence, and about decision-making in the U.S., one of Georgetown's stated goals. Some schools are moving in this direction by giving students options from which to choose special activities and by getting students involved in committee work. At others, administrators plan all of the activities for the students.

As discussed above, the training institutions are required to offer an Experience America component as part of CASP. Georgetown has given only general guidelines on how to accomplish Experience America goals. With the absence of specific guidelines, the training institutions have been allowed a wide range of flexibility in interpreting Experience America and determining how best to implement this component. They have interpreted the program differently in: what components qualify as being part of "Experience America;" how to balance special CASP activities with non-CASP related events and activities; what emphasis to place on Experience America as compared to the technical training; in terms of funding and staff time devoted to it; and the level of English that is required to participate in activities that are deemed a part of this aspect of CASP.

Administrators at three schools expressed their frustration with this lack of specificity in how Experience America should be implemented and in the emphasis that should be placed on it. They were uncomfortable with the fact that Georgetown seemed to place a lot of emphasis on evaluating their program based on "how good" their Experience America component was, yet there were no specific guidelines nor criteria for evaluating this component. As with their regular courses, staff at one college wanted to see Georgetown CASP or USAID develop a set of competencies for Experience America which students were required to accomplish.

Indeed, Georgetown representatives have indicated that Experience America was a very important aspect of CASP. CASP institutions have been creative in implementing this part of the program, and there seems to be much to be proud of. However, as suggested by some staff members, more specific guidelines and criteria for Experience America need to be developed so that schools have a clear idea of what it is they are to do, and so that their Experience America programs can be fairly evaluated based on these criteria.

Finally, one of the differences in the interpretation of this aspect of the program has been whether technical training qualifies as part of "Experience America." In view of the fact that both returned and current trainees placed primary importance on their technical training, and that training is a primary goal of the program, this should be viewed as one of the most important aspects of their American experience

4.8 Housing Arrangements

Over the years, CASP students have lived with families, in dormitories, and in apartments. Home stays have always been a part of the students' experience; schools have arranged home stays ranging from an evening or weekend to several months. For the Cycle E students, CASP has required that schools house students with families for their first six months in the United States. It appears that this became a requirement because of the many potential benefits of such an experience, but also because of reports of problems occurring with groups of students living in dormitories.

This requirement has been implemented to varying degrees. One school has expected students to stay with host families for the full two years; another school generally arranges shorter home stays, and houses most of its students in apartments. At another school, despite efforts to implement the six-month requirement, students moved frequently between homes and the dorms during this time period. One school finds it more cost-effective to house students in the dormitories than to keep them with host families.

Some schools have had more success in finding host families than others. The schools that appeared to have the most success were those that had enough time and resources to recruit and maintain families. Ample lead time was essential; two schools that received students on late notice had trouble finding families before the students arrived.

Administrators and host family members were generally pleased with the process of matching students with families. Some administrators suggested that CASP provide more information about the students for the specific purpose of matching them with families. Others suggested that students stay in dormitories first, allowing students time to adapt to the new culture before moving in with families.

There is a broad range of interpretations as to whether home stays help to accomplish Experience America goals. Administrators at many schools felt that host families helped to achieve these goals by providing opportunities for students to establish a network of friends and acquaintances beyond the institution. Families generally involved students in all of their normal activities, whether it be going to church or visiting relatives over the holidays. Others felt that the host family living situation offered students too narrow a view of American life and that private homes did not provide the best environment for studying. Some administrators pointed out that it is good to have both home stays and independent housing arrangements, since this provides two types of experience of life in the United States.

4.9 Selection and Admission of Students/Student Performance

According to community college personnel, students met most general admissions requirements. Requirements to submit official transcripts were waived, as well as a TOEFL score required for regular foreign students at at least seven institutions.

Community college staff who had been with the program since its inception noted that the selection process had improved over the years, as evidenced in larger numbers of students who seemed to come from rural areas or economically disadvantaged backgrounds. Administrators and faculty members were also generally pleased with the academic caliber of their students.

Yet administrators at about half of the schools still expressed concern over the lack of homogeneity among the students in terms of academic backgrounds, work experience and needs. For example, a student in an agricultural program had three years of post-secondary experience prior to attending the institution. At three of the institutions, it had been necessary to offer remedial instruction to students who lacked sufficient skills in math or in other disciplines required for electronics, computer science, or machine tool. Staff at two of the schools observed that groups of students were of a wide range of ages. These administrators felt that there should be a cut-off age for the students.

Administrators at about one-fourth of the schools had encountered serious health problems with their current students (diabetes, epilepsy, other types of seizures, a rare brain disease) which had not shown up in their medical records. Staff suggested that students' medical backgrounds be more carefully screened.

Several community college personnel characterized these students as intelligent and highly motivated. And, despite differences in academic and language preparation, records of grade point averages and informal reports from staff members indicate that as a group, the academic performance of CASP students was adequate or better.

4.10 Interviews with CASP Students at Community Colleges

The evaluation team interviewed 70 students at CASP institutions currently offering programs. In addition, eight Belizean students were interviewed at Regis College in Denver, Colorado. These were students from St. John's College in Belize on tuition scholarships to study at Jesuit universities in the United States. The student interviews were conducted using formal protocols covering a number of topics related to their training experience. Each interview lasted from 45 minutes to one hour -- students' comments on their technical training and English language instruction are summarized below.

From three to five students were interviewed at each CASP institution. One desirable criterion for selecting interviewees was to have roughly the same number of males and females. In addition, at every school, at least one student from each country was interviewed. Since some fields of study are offered at more than one school, the

evaluator spoke with more students in certain fields of study than in others. The distribution of interviewees by field of study is shown in Table 8 below.

Table 8. Number of Scholars Interviewed at CASP Institutions by Field of Study.

<u>Field of Study</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Clothing Merchandising or Construction	2	6	8
Computer Science	10	10	20
Electronics	9	6	15
Food Technology	6	4	10
Hospitality Management	0	1	1
Machine Tool	8	1	9
Tourism	1	0	1
Teacher Training - Business Ed.	0	1	1
Teacher Training - Soc. Sciences (Special Program)	2	3	5
Total:	38	32	70

Some participants had taken courses at secondary technical schools before coming to the United States. Thirteen said they had completed from one month to a semester of university studies and five others (excluding those in the special program for Teacher Training in the Social Sciences) had from one and one-half to three years of university education.

Among the reasons for applying for CASP, students said they wanted to learn about American culture in addition to studying a particular technical field. At least 12 students added that they applied to study in the United States because they wanted to learn English, and five felt they would be able to teach English on their return to their countries.

For the most part, students were granted scholarships in the field of study of their first choice. It seems, however, that computer science is one of the more popular fields; four students who had initially chosen computer science reported having been persuaded to choose another field that was not quite as competitive. About one-half (34) of the students reported liking their studies, and many of these noted that they had competent and helpful instructors. Some (8) said that they sometimes had trouble understanding the teachers or the textbooks because they did not know enough English. Students occasionally reported staying up late studying; a few of these said they spent hours attempting to translate their textbooks in order to understand the material.

Almost one-third of the students (22) indicated that the technical program was not what they had expected. Many of these wanted more courses in their major and

fewer general education courses. These types of comments were heard most frequently among those taking computer science classes. At one school, students were given the option of taking more computer courses instead of getting the associate degree.

Others came with different ideas of what their program would be. A few in Machine Tool thought they would be learning about auto mechanics; one with prior experience in machine tool wanted instruction in more specialized areas within the field. Students in Clothing Merchandising also came with different expectations; those who had no sewing experience were content to learn about clothing construction; others wanted to learn more advanced sewing skills, or more instruction in buying and selling clothing. A few in the special program in Teacher Training for the Social Sciences from the Escuela Superior in Honduras said that they were repeating some courses they had already taken and that some of the required courses were not available at their training institution.

Students in Food Technology also varied in their expectations about this program. One said that they were learning to cultivate grapes, which were not grown in his country. Two students thought there would be more courses in food processing and in cultivating fruits and vegetables. Two of the women in the program did not realize they would learn to drive tractors or to construct small engines. One of these had applied for food technology because, she said, she enjoyed cooking and conserving food. Finally, one student wanted to learn more about irrigation.

Almost all of the students reported that they knew little or no English before coming to the United States. Over one-third of the students (27) said that, for the most part, they were content with their English courses and liked their English instructors. Several students said that living with host families helped them to improve their language skills. Over one-fourth (17) wanted more time to learn English. Many of these had expected to learn just English in the first six months, and some suggested that students take intensive English for at least the first six months before taking any other classes. Seven students also suggested that English be taught in their countries prior to coming to the United States.

Many (at least ten) felt that 21 months (or 18, for those from the Escuela Superior) was not enough time to earn the associate degree. There was some resentment over the fact that previous CASP scholars had 24 months to earn the degree. Two stated that they were part of some experiment, "like rabbits," according to one student.

Despite their criticisms of certain aspects of the program, at least half (35) of the students hoped to find jobs in their fields on their return home. Almost one-half (32) said that they wanted to pursue further studies at a university in addition to finding work in their fields; four of these wanted to attend a university in the United States. About ten of the students did not yet have any specific goals for their future beyond CASP.

Some (8) students volunteered their gratitude for being chosen for a CASP scholarship. Of these eight, a few also ended their interviews with final comments such as, "Thank you to the Government of the U.S., and Georgetown for bringing us here."

Overall, findings from student interviews indicate that the participants were generally content with their technical training and English instruction. Most students hoped to find jobs in their fields, and a few wanted to teach English on their return. However, students needed to be better informed about the fields they would be studying. Also, instruction within these fields could be improved to more closely fit the needs of the students and their countries. Alternatives to granting the Associate degree might be offered, such as allowing students to take more courses in their specific field. Finally, students' comments indicated that more hours of English instruction should be offered in future programs, and some English instruction might be offered before students come to the U.S.

Students from Belize at Regis College, all male, were on tuition scholarships. CASP assists these students by paying for their food and lodging. All were majoring in chemistry, math, biology, or combinations of these fields. Two who were majoring in math wanted to major in other fields, but were obliged to complete their degree in the subject for which they had won the scholarship. All liked their studies, and one cited the close relationships they had with their professors. Two felt that the courses were easier than those they had taken in Belize. Two or three felt there were too many core courses. Two also said that their advisors needed to help them plan so that their schedules included all required courses needed to graduate.

Almost all (6-7) aspired to graduate education. One wanted to become a biochemist; another wanted to teach Chemistry; a third had been accepted in a medical school in Jamaica.

The Belizeans had no contact with other CASP students and did not feel that they were much a part of CASP. However, some had been to a special seminar in Washington at which the CASP alumni association was discussed. Two students said that they expected to become more involved with other CASP students in the alumni association after returning home.

All shared rooms in the dorms. At least five of the eight said that they interacted with American students, while one said that "We don't have many American friends." Two stated that they were also members of clubs on campus. Some visited families during thanksgiving and on weekends. Two said that they did volunteer work; one worked for an adult literacy program, and the other did work for the campus ministry.

In sum, these students were generally satisfied with their studies. Although these students lived together in the dorms, they had sought opportunities to interact with American students and families and the community at large. While CASP funds paid for their room and board, the Belizeans did not generally view themselves as CASP participants. They had no interaction with other CASP students, but some expected to get involved in the CASP alumni association on their return.

5. Program Management

5.1 Summary

This Chapter presents an analysis of CASP's administrative and financial structure. It reviews existing systems for recruitment, promotion, and selection of students and examines CASP's cost containment strategy.

A number of observations are made about the need for CASP to strengthen its recruitment and selection system. Promotion of the program could be more targeted, both to the specific population groups which are to benefit from the CASP program and to individual criteria (e.g. academic performance) for selection. Interview procedures need to be reviewed to insure that enough time is given to each candidate, and that the right questions are asked. Finally the evaluation team saw the need to more fully integrate the viewpoints of Central American coordinators into the final selection process.

CASP is doing a good job of containing costs, but needs to re-examine the way it allocates funds in light of increasing demands to improve program quality. The team noted the resource contribution which participating community colleges are making to the program that does not show up on the bottom line. However, many of the colleges seem to feel that these contributions are worthwhile in terms of the benefits which institutions derive from becoming involved in international programs.

5.2 Recruitment and Promotion

CASP guidance to the Coordinators has always stressed making promotion as democratic and thus as wide-ranging as possible; initially, public service or paid newspaper advertisements as well as radio and television announcements when the cost was not prohibitive were a standard component of CASP announcements of scholarship opportunities.

Initial advertisements did not specify criteria, just the fields of study and an address for requesting applications. They generated "an avalanche of candidates." Despite the inclusion of some selection criteria in subsequent messages, more than one coordinator notes that "the mass media publicity for the program tends to generate candidates from among the urban poor, not the target group and furthermore unqualified in other respects."

Many advisory board members and others in the community consider the CASP mass media publicity misguided and unproductive. They believe it is in some sense negative publicity since it "creates false or unrealistic expectations" and complicates the Coordinator's pre-selection task unnecessarily.

Differences in the implementation of this mass media effort over time and between countries provide some insight into ways to manage a public announcement while also minimizing the creation of unrealistic hopes.

When the general announcement of the awards does not list the ten criteria for CASP candidates, the CASP office is deluged with requests for the preliminary application. When the criteria are spelled out, this must certainly deter some candidates who under the previous circumstances would have held some hope of qualifying. Furthermore, when certain supporting documents are requested in support of stated secondary school grade point average (a copy of a transcript) and income tax receipts required to corroborate family income level, then clearly a large number of obviously unqualified candidates will not invest the time in completing and documenting their preliminary application. Thus, demand can be managed. However, specific directives from CASP have never been such that the candidate pool is contained.

In several countries, individuals living outside the capital stated that they felt publicity was not beamed to rural areas and therefore access was limited for potential candidates outside the capital and other large cities. This was especially noted in Honduras with regard to the country's north coast, where it was perceived that there was little attempt to recruit candidates.

A universal strategy is to give preliminary applications to CASP-committed individuals holding leadership positions in high level public and private organizations who have been identified, usually since Cycle A, as "participant-identifiers." A significant number of these institutions and individuals are now members of the CASP advisory boards. Results from this group are mixed. By now, however, the Coordinators know what to expect of the candidate pool generated by most of these individuals and institutions. While most make a concerted effort to seek and screen qualified applicants, others go through the motions.

All CASP staff agree that one of the most productive sources of qualified candidates is the system of agricultural and technical public high schools, a network throughout countries such as Costa Rica, El Salvador, and Guatemala. In Belize and Honduras, the Coordinator has a clear strategy of promoting to capital city and other public high schools which provide good secondary education. In El Salvador and Costa Rica, this promotion has been carefully coordinated with the Ministry of Education and the principals of the schools themselves. Principals are asked to do an internal preselection and encourage the students with leadership potential, good academic grounding, and serious financial need to apply for the CASP award. This strategy channels the best of the disadvantaged students to the CASP program.

In recent years, Georgetown guidance on promotion has arrived in Central America together with 1,000 preliminary application forms. Country Coordinators report considerable differences in their return rates, anywhere from nearly all 1,000 (when criteria were not published) to just 400 returned (when criteria are clearly spelled out and supporting evidence for GPA and income is required). If in fact CASP promotion is generating almost 1,000 initial applications for a total of 50-60 scholarships in some countries, the system is highly inefficient. Such a glut of candidate applications can only be creating the false hopes that Advisory Board members warn against and worry about.

It must be kept in mind that evaluation teams in Central America for Cycle E were required to send three candidates for every scholarship, or 150-180 dossiers, from among which the 50-60 finally selected CASP students were selected in Washington, D.C. This regulation itself mitigates against generating a 3 or 4 for 1 pool for interviews in Central America, a usually good rule of thumb for scholarship programs.

Coordinators indicate that the names of certain fields of study have proved misleading and have generated candidates unqualified or uninterested in the program. A recent example was "clothing merchandising," a program which in fact included a rather large component of clothing design and construction. Many candidates thought that the program related to the sales and marketing of clothing.

Now that six promotions have been carried out, CASP is a name well-known to many potential students and a cyclical event that is awaited by the network of participant-identifiers, high school principals, as well as by potential candidates. A strategy and a network to implement the strategy are in place. The central question of managing the size of the candidate pool has not been effectively addressed; unfortunately, that has significant repercussions for the rest of the recruitment process.

5.3 Preselection

The sheer number of candidates who responded to Cycle A publicity prompted the Coordinator in El Salvador to design a one-page questionnaire to screen candidates before providing them with the eight-page application. This saves time for both candidates and coordinators and allows CASP to invest less in printing costs for the more expensive eight-page application format.

Initially, the Executive Director and the Coordinator collaborated in preselecting applicants for the interview. In initial cycles, when announcement of the awards was publicized just weeks prior to evaluation interviews, Coordinators had to move quickly to get final applications to candidates.

Since the two-month rule between initial promotional announcement and deadline for receipt of preliminary application was instituted, coordinators have been able to spend more time reviewing pre-candidates usually in conjunction with a team of CASP related persons.

Presently, as per Georgetown/CASP guidelines, preselection is carried out by a team. In Guatemala the team includes an Advisory Board member, an ex-CASP student, and a colleague from the National University who is well-versed in evaluating academic qualifications of high school students. In El Salvador, the Coordinator organizes the candidates by field for review by teams consisting of various advisory board members and ex-CASP students. In Costa Rica, the Coordinator and her assistant, who is an expert in technical secondary education in the country, review all candidates. In Belize, the coordinator enlists the assistance of a range of professionals in the education sector.

The only exception to this rule is the preselection process in Honduras. In spite of the CASP directives in this respect, the coordinator believed it was her sole responsibility, and thus she carried out the process alone, disregarding the CASP system guidelines. When CASP insisted that it be a team effort in 1989, the Coordinator oriented the team that carried out the preselection but did not participate in the team process. Since the Country Coordinator by definition has the major responsibility for the Central American recruitment process, the CASP guidelines requiring her to lead and oversee that process are undeniably sound. CASP should insist that this directive be adhered to by all its Country Coordinators.

It is a complex task to get a pool that both responds to CLASP guidelines (70 percent rural, socially and economically disadvantaged, 40 percent women (CASP now has a goal of 50 percent), to CASP Community College offerings (presently, clothing merchandising, food technology, electronics/computer repair, quality control, small business management, computer programming), and to candidate profile (income/economic criteria, GPA levels, evidence of leadership potential, etc.). Coordinators indicate that they sometimes have shortfalls of qualified candidates in some fields (clothing merchandising, food technology this year); they note there is always a surfeit of qualified (not to mention the surfeit of unqualified) candidates in computer science related programs.

In reviewing how CASP candidate profile criteria are evaluated, discrepancies arose which the Coordinators themselves may be unaware of. While maximum income levels and minimum acceptable grade point averages vary from country to country for obvious and valid reasons, some inconsistencies in applying preselection criteria should be corrected.

CASP guidance states that candidates with a mother or father living in the United States should be eliminated. In Honduras, however, if a student answers on the initial questionnaire that he has "relatives" living in the U.S. (without any specification of who they are), the candidate is automatically eliminated. This may well be the real reason there are so few CASP students from the north coast (the La Ceiba area); almost everyone there has some family member in the United States.

Although the program has always stated that students who have already begun university studies are not eligible to apply, this rule has been violated again and again in the actual process. A significant number of CASP students in initial cycles had begun and in some cases even completed a university level program in their countries. In Cycle E the rule was still being disregarded in some instances, but clearly less often. If exceptions are to be made to this rule, they should be clearly stated and programmatically sound. The examples from Cycle E of university level students entering CASP programs (e.g. Guatemalans in a special eleven-month agricultural technology program) were not success stories. It is only logical to apply this rule strictly if in fact CASP policy is to adhere to its original tenet of providing educational opportunities to those who would not otherwise be able to study after graduating from secondary school.

5.4 Evaluation/Interviews

When the first Executive Director designed the recruitment process, its centerpiece was the individual interview with each qualified candidate. She was opposed to the procedure used by A.I.D. in many of its training programs -- selection based on a review of paper credentials.

Coordinators readily accepted this decision and were collaborative in thinking through how the interview should be carried out. Most had experience interviewing scholarship candidates and had been on the other side of the process on a number of occasions. The Guatemala Country Coordinator had recently completed a Master's degree in Measurement, Testing, and Evaluation and thus took primary responsibility for designing an interview evaluation format listing criteria and a ranking system.

To find candidates who fit the CASP profile, six areas were rated: ability to express oneself, general knowledge, knowledge of field of study, motivation, emotional stability, and leadership. Because of the sheer volume of candidates and the fact that the Executive Director was present at interviews in all six countries during Cycles A - C, interviews were scheduled for every ten or fifteen minutes. This was initially, and continues to be, the major defect of the evaluation-interview process. It is simply not feasible to access these six facets in the time allotted. Her travel reports indicate that country interview panels interviewed as many as 36 candidates per day. In 1989 CASP interview panels continue to interview an average of 25 candidates a day in the two countries where interview panels were observed by the team carrying this evaluation.

Initially, considerable emphasis was placed on academic background. Did the participant have good academic qualifications? Specifically, were his/her mathematics skills sufficient for courses such as electronics, computer science? Since, however, very little was known and is known now about the U.S. community college offerings under CASP, the interview teams cannot make any very precise judgments.

Beginning with Cycle D, much less emphasis was placed on the academic component in the interviews. An attempt was made to have interview panels focus on personal characteristics of the candidates, such as leadership ability. Coordinators balked since they continued to feel that a cornerstone for judging and ranking candidates most qualified for a U.S. post-secondary training program was their academic performance to date. And they expressed the concern that "It is hard to get a handle on leadership." Given conflicting points of view in Georgetown CASP and in the field, it appears that a balance was struck satisfactory to neither side. Georgetown felt the Coordinators did not shift enough of their attention to personal issues; the Coordinators felt there was not enough weight given to academic issues. Given CASP guidelines, it is clear that both are relevant issues, the exploration of which takes considerably more time than the CASP interview allows.

Although leadership potential continues to be a primary criteria, Coordinators note that the new CASP Coordinator for Recruitment appreciates the importance of academic performance indicators in the interview-evaluation. Guidance sent to the field

since she came on board at CASP have placed emphasis on academic qualifications. Thus, the new guidance from Washington appears to achieve a balance between personal and academic criteria of candidates in the evaluation process and shows signs of laying the basis for a more collaborative approach between Coordinators and their Georgetown CASP supervisor.

The CASP evaluation team experienced visited five separate interview sessions in two participating countries during Cycle F interviews in March 1989. During the first session attended, 12 candidates were interviewed in less than two hours and a half. The interview team consisted of the "team leader" who was a U.S. community college professor, the Country Coordinator, two ex-CASP students (one male and one female), a representative of the Ministry of Education, and the new Assistant Coordinator for CASS.

This interview panel was a mechanical ten-minute "encounter" between the candidate and the team. It provided absolutely no basis for distinguishing between one candidate and any other, let alone for evaluating individual candidate's unique qualifications. Except for two candidates with good grades, excellent recommendation letters, and the presence of mind to just "take off" and keep talking and one young woman who was so nervous she was hyperventilating, the interview was more of an impediment than a forum for making a judgement about the candidates. The interview had been billed by CASP/Georgetown and other Country Coordinators as designed to bring out the best in the candidates. The process this first day most assuredly did not do that.

Three other team members observed three other interview panels in the same country on succeeding days. With different team members, especially the very professional participation of the USAID Training Officer and the head of one of the local junior colleges, the process was somewhat better, but was not a successful team effort. Both are skilled interviewers but since neither was seen as panel leader their contribution was restricted. The Coordinator always played a very marginal role. The two panel members mentioned asked thoughtful, open-ended questions; follow-up questions provided some flow. More care was given to academic qualifications. Some perfunctory questions and discussions followed each interview, but there seemed to be no one in charge. Based on the questions and follow-up discussion by these two capable interviewers, some distinctions could be made and candidates ranked.

However, in large part, actual interviews don't adhere to many of the official implementation guidelines. In one respect, this is not surprising. It is simply impossible, no matter how good an interview team or its individual members are, to conduct a substantive review of the candidate dossier, an interview of the candidate, and a discussion of the interview findings in less than 30 minutes; 45 minutes is more the norm. No individual or team can effectively interview more than a dozen people in a day. The kind of mental effort that goes into an effective interview process is tiring even for persons with considerable stamina. No one with substantive professional experience in candidate evaluation and cross-cultural interviewing would disagree with that statement.

The Executive Director originally represented the interview teams at CASP/Georgetown final selection. She worked with the community colleges for whom CASP reserves the right to "select their students" in putting together groups of students from all participating countries. In Cycles E and F, no one person has had oversight on all countries. Thus, in these latter cycles a CASP staff member based at Georgetown or a community college representative who headed a country team represents the interview teams at final selection. In no case, when hundreds of candidates have been interviewed under the time pressures described, can the person be expected to really know those candidates or guide community college representatives in selecting from the pool.

This lack of a real link between the Central American interview process and the U.S. based final selection is symptomatic of a basic problem in the CASP management structure. The Central American systems are not well-articulated with the U.S. systems, the flow of information is not fostered by the systems that have been instituted.

Georgetown-based CASP staff, which is in charge of all the U.S. operation, selection and placement of candidates in U.S. community colleges, selection of programs and community colleges, monitoring of students in U.S. community colleges, state that the country coordinators have no role to play in the U.S. training process.

Country Coordinators have never been invited to participate in the selection process in Washington, D.C. Selection is left to community colleges, which, except for a few representatives, have little basis except paper credentials upon which to base their decisions. In fact, community college representatives interview in just one country but choose a mix of students from all CASP countries. If the final decision is again based on a review of the dossier more than anything else, the interview is not utilized effectively.

Several coordinators indicate that they and their team form clear and definitive opinions on who the outstanding candidates are and why. Furthermore, they report that a significant number of those people over the years have not been finally selected. Responses to this situation differ. One coordinator tells those candidates to reapply in future years. Others have complained when the list of finalists was communicated to them; no one reports, however, that they have questioned the disarticulation of Central American evaluation and final selection in the United States to CASP administration in Washington.

This disarticulation of the two program components -- Central America and the Community Colleges -- gives rise to a lack of knowledge of each other which has effects on the program's operation. The manner in which CASP/Georgetown administers this and all recruitment and selection processes constrains communication between Central America Country Coordinators and U.S. community colleges. Community college representatives should be invited to participate in evaluation interviews in order to learn about Central American educational systems from the Coordinators, Advisory Board members, and ex-students. They should not be team leaders since in this phase of the program to cast them in that role derails the learning experience for them.

Community college administrators make selection decisions with less than optimum information, information that could be transmitted with great professionalism and skill by the Central American Coordinators. A first step to ending disarticulation would be the participation of Country Coordinators in final selection at Georgetown in Washington as resource persons for the community college personnel. During the Central American coordinators visit for final selection, arrangements could be made for them to visit a community college as well, thus, increasing linkages and the flow of information.

5.5 Monitoring

A further step in articulating the CASP program is for CASP to channel information from the community college to Country Coordinators. This does not mean simply Academic Progress Reports of enrolled students being sent to Coordinators, although this should be done on a regular basis: it means providing Coordinators with systematic information on community colleges themselves, detailed plans of study for fields offered, the Experience America component -- any and all information that will allow the Coordinator to inform others in Central America more knowledgeably about the overall CASP program, including prospective students, Advisory Board members, the general public, etc.

Presently, CASP/Washington indicates that they channel academic progress reports to the country coordinators on a semester basis. The Coordinators report that their receipt of these materials is sporadic and that they often have to request them long after they were due to arrive.

5.6 Predeparture Orientation

Since Cycle A Coordinators have actively participated in the Pre-Departure Orientation process; until Cycle E they usually took the lead in this final phase of the recruitment process.

After receipt of the list of finalists from Washington, country coordinators communicate with the training office of USAID. Together they arrange for visas, name checks, PIOTs, medical examinations that are requisites for the students leaving Central America for the U.S. under A.I.D. auspices.

In Cycles A through C, the Executive Director and the Coordinators conducted first a one and then often a two-day seminar for all departing CASP students. Guidelines for the Orientation were articulated in a memo from Georgetown to Coordinators for Cycle D. This essentially corroborated what had been done in Cycles B and C.

Country Coordinators have taken a great deal of initiative in this facet of the program and until Cycle E were usually in charge of the process. Returned CASP

students also played a role in the orientations, relating their CASP experience to those about to depart for the U.S.

The Salvadoran announcement of the CASP scholarships in 1988 illustrates Coordinator initiative and innovations that have taken place in-country. Candidates who have been finally selected are sent a cable requesting their presence at a meeting in San Salvador. The Selection Committee gathers with new and some returned CASP students. First the anthems of both countries are played. Then, someone (in 1987 a USIS staff person, in 1988 the CASP Director for Central America) gives a brief talk on the importance and history of the CASP scholarship program. Afterwards, the name of each candidate is read and the person congratulated. Beginning in Cycle E it is stressed that they are Ambassadors for Peace. Refreshments are served and each new student receives an Orientation Schedule.

Because El Salvador is a small country and distances are never great, Salvadoran student orientation in-country since Cycle D is conducted over a three-month period in twelve one day sessions, one per week. The morning of each of the twelve days is devoted to one or more of the traditional topics, lunch is served and the afternoons are devoted to visits to local businesses and industries in the six or so fields in which the students will study in the U.S. This strategy helps students have a realistic understanding of the job market, orients them to the applications for their training and in a general sense orients them to the U.S. training experience they are about to embark on. It also gives them contacts and an understanding of the job network they can utilize when they seek employment upon return to El Salvador.

This expanded orientation is well-conceived for the Salvadoran context. It is not a model for any of the other countries since even in a small country like Belize distances and transportation costs make twelve weekly trips prohibitive.

For Cycle E, the Follow-On Coordinator (in other places in this report called the Director for Central America) designed an interactive participatory orientation format. This incorporates the content of the traditional CASP predeparture orientation. The approach has been generally well received by Country Coordinators and students alike.

5.7 Special Programs

Special programs were often not managed as an integral part of CASP. The modes in which the majority of these programs were promoted and recruitment managed placed strains on the Central American CASP system.

Beginning in August 1986, CASP opened new options for U.S. study under CASP auspices to special groups within individual countries. The first such "special program" was in Belize.

The Principal Investigator was approached by the Director of St. John's College, a two year post-secondary institution in Belize, who reiterated a concern that had

surfaced in Belize as soon as the CASP program was announced. Belizean post-secondary institutions offer the equivalent of a community college associate's degree, but except for an incipient undergraduate major in business administration there are no four year undergraduate programs. Thus, what is most needed in Belize are two year scholarships for students who have successfully completed "the sixth form," the British equivalent of a two-year community college degree.

The Director of St. John's College had canvassed the Jesuit colleges in the United States and received a commitment to offer tuition scholarships to needy and academically capable Belizeans from St. John's College. The U.S. colleges, however, could not pay any additional expenses, nor could the students or their families themselves take on the rest of the financial burden. St. John's requested that the students be funded by CASP. A.I.D. was approached by CASP on this matter. A.I.D. was asked for permission to use CASP funds to finance student's maintenance. The student's family would pay his transportation, books, and clothes. The request was approved.

Students are not limited to a specific set of fields of study; they are allowed to select any field for U.S. study. An evaluation team of four St. John's faculty interviews and selects the students. The emphasis is on academic performance, financial need and the motivation and desire of the student to return to help his country. Those selected fill out the CASP application.

To date, 44 St. John's students have been sent to the United States to complete a B.S. degree under this special CASP arrangement. While in the U.S. they have minimal contact with other CASP students, but do receive their financing from CASP and are monitored by CASP staff. The students have proved to be excellent. This program appears to be well-managed and trouble-free. It meets an obvious country-specific need.

In 1987 additional Belizean "special programs" were offered utilizing normal CASP channels. Responding to fairly insistent requests to address special needs (by both the government and USAID in Belize), CASP offered 12 awards: in food preparation (7), offset printing (2), occupational therapy (2), and money and banking (1). These students were sent to short-term programs at TriCounty Area Voc-Tech in Bartlesville, Oklahoma. Students who attended these programs who were interviewed expressed satisfaction with the courses and had reintegrated into jobs in the specialization. By all accounts, study programs have fulfilled student and institutional expectations and needs, and direct application of U.S. programs content in-country upon return has been the rule.

In 1988 the CASP Coordinator requested scholarships for a group of Belizeans to study business administration (teacher training). This offering was promoted in Belize only. The group began studies in 1988 in the United States at Sante Fe Community College.

For many reasons, Belize is an anomaly in the CASP program. Its language, culture, educational system, and level of development are all different from the other Central American countries participating. The special programs which CASP has developed here are a reasoned and collaborative response to those differences. In developing special programs, CASP has enhanced its reputation in Belize. All special programs for Belizean students, whether managed within or outside CASP in-country systems, have been well-managed and successful. Perhaps the only criticism that can be leveled is the exclusiveness of the "completion of B.S. degree program." Other two-year post-secondary schools in Belize are also seeking scholarship opportunities for their graduates to complete the undergraduate degree.

A special program for hearing-impaired students to study desktop publishing has just begun at Mt. Aloysius College in Pennsylvania. This program was promoted by Country Coordinators in Costa Rica, Belize, and Guatemala at the request of CASP Georgetown. Information gathered on this program indicates that it does not respond to any needs expressed in Central America, but rather to an interest on the part of the community college to offer a program to the hearing-impaired.

In El Salvador a group of women were selected to study as a group at El Paso Community College in the fall 1987. They studied quality control, a field that has been offered by CASP throughout the region as well. Management of this program was handled by the CASP Coordinator and in no way deviated from normal procedures.

In late 1987, the Guatemalan USAID mission at the request of CASP helped a professor from Kirkwood Community College recruit fifteen students for an eleven-month short-term program in agricultural technology. The Country Coordinator was not involved in the promotion or recruitment process but was called upon to process all documents necessary for the students to travel to the U.S. in February 1988. Not only was the Country Coordinator circumvented until the later stages of this process; the program revived a field -- agricultural technology -- in which returned students were not finding jobs and one that had been eliminated in the overall program. Selection procedures resulted in an especially heterogeneous group. The rule of not accepting those already enrolled in university programs was violated.

A special program in Honduras were managed in ways that called into question policies and procedures. The first program, a short-term program in computer assisted drafting, was requested by the Honduran Coordinator for a group of students enrolled at the private university which she founded and heads. The coordinator indicates that CASP accepted the idea since it helped increase the number of women in the CASP program (eleven were women, four were men). Whatever the reason, the students sent were described by Waukesau faculty as more "sophisticated" than other CASP students. The perception in Honduras itself is that the students were not disadvantaged. They were enrolled in a private university. In other instances, CASP Georgetown has insisted that "disadvantaged" is a cornerstone of CASP.

In managing special programs CASP has been flexible and innovative in some instances; however, in others it has violated some of its own organizational structures

and its basic tenets. Some programs partially circumvent the country coordinator, some circumvent her completely. One program of special interest to the Coordinator herself violates CASP's policy to select disadvantaged students, another revives discarded field priorities and circumvents the rule that university students are not eligible for CASP awards. CASP should have strengthened its evaluation and organizational procedures and its selection systems before embarking on special programs. Certainly it should not have violated its own rules and circumvented the implementation structures it had instituted in the process of developing special programs.

5.8 CASP Instructional and Administrative Costs

In the 1984 Supplemental Appropriations Bill, the Committee on Appropriations of the United States Senate, after declaring its support for the National Bipartisan Commission on Central America's recommendation for 10,000 government-sponsored scholarships, expressed a concern about costs:

However, the Committee is most concerned ... over the cost estimates of such a program given to us by the Agency for International Development. A.I.D. has informed the Committee that such scholarships would cost as much as \$25,000 per year per student, while on the other hand, the Committee has received testimony which indicates that mechanisms exist which could facilitate this program at substantially reduced costs. (p. 104)

The testimony referred to was given by Georgetown University, and the International Student Exchange Program (ISEP), managed by Georgetown, would be used as a mechanism to reduce training costs -- to improve on the \$25,000 A.I.D. estimate. On the strength of this testimony, the Committee earmarked \$2 million to be used by ISEP. The Committee would be watching ISEP closely, says the report, which suggests that A.I.D. might on its own wish to channel training funds beyond the earmarked \$2,000,000 through ISEP.

The Project Paper for the Caribbean and Latin American Scholarship Program (CLASP) pointed out that CASP was to be "an experimental activity against which A.I.D.'s standard program can be compared in terms of cost, target audience, speed and success of implementation and developmental impact. A special evaluation will be conducted at the end of the first year to compare the two programs." (p. 16)

The special evaluation referred to was never conducted. Indeed, the current one is the first external evaluation held.

A.I.D.'s \$25,000 estimate for training apparently was for graduate work because estimates in the CLASP Project Paper were from \$10,000 to \$18,000 for undergraduate programs.

Since the costs of educating North American students at U.S. community colleges are generally much lower than at U.S. four-year colleges or universities, the use of community colleges forms the cornerstone of CASP's strategy for containing costs. Through written sub-contract agreements, CASP reimburses each participating

community college quarterly a sum equal to \$1,000 per month per student. CASP further contains costs by sending groups of students to a college, thereby permitting economies of scale; and by doing its own recruitment and selection in Central America rather than by subcontracting the function as some other contractors do.

CASP has also contained costs by keeping its administrative costs low. As pointed out in earlier sections, it started out at Georgetown University with a minimal administrative staff, and in Central American countries it started with volunteer country coordinators using donated office space. Even after the program expanded and received increased funding, CASP continued to keep its Georgetown staffing to an absolute minimum, and although it pays for a country coordinator and secretary in each of the Central American countries, one or both of these individuals may be only part-time employees with low salaries, even by Central American standards. The administrative costs are about 20 percent of the training costs so that overall costs per students is under \$15,000 per year. As a result, Georgetown CASP has done a good job in cost containment for A.I.D. However, it should be noted that participating community colleges have found it necessary to contribute some of their own resources to supporting CASP activities. Thus, total program costs in the final analysis may be somewhat higher than the stated figure.

In few, if any, cases, does the fixed amount of \$1,000 per student per month that Georgetown reimburses participating colleges cover program costs at the colleges. However, most of the schools said that the benefits of CASP outweighed its costs. The colleges mentioned benefits such as:

- Involvement in international affairs; and
- The international flavor that CASP students give to the school.

Some of the colleges said they would need from \$1,100 to \$1,500 per month per student from Georgetown in order to have high-quality programs. According to Georgetown, actual program costs exceed the fixed amount by between \$40 and \$100 per student per month. Information obtained directly from the colleges, however, suggests this range to be low. One college reported actual expenditures at \$1,329 per student per month for the last quarter of 1988. Two colleges budgeted expenditures at \$1,397 per month and \$1,264 per month, respectively.

Not all of the colleges keep reliable financial data on their program contributions, and the figures they provide do not reflect the extra time that faculty and staff devote to CASP. The college which has had the most CASP experience with groups of students estimates that for it to break even, it would need to have at all times at least two groups, or a minimum of 32 participants; hence, it has had to cut some important aspects of its instructional programs. Given that CASP schedules, no college can count on having two groups at all times, and most colleges have only one group at any one time.

Costs increase to the extent that special programs and courses are required for CASP students. Schools that already have an infrastructure, English language

instruction, an international student office and international experience are better equipped to handle CASP students and can usually do so at less cost per student than schools that do not have such an infrastructure. In some cases, colleges appear to be using CASP to establish a foreign student program infrastructure, a high-cost endeavor. It seems reasonable to suggest that the quality of CASP at the colleges depends in part on how much they contribute beyond the fixed allowance from Georgetown, and that contribution depends in turn on their perception of the benefits of participation.

Some training programs are inherently more costly than others. Vocational-technical training is particularly costly and likely to be a drain on a college if it has to purchase more supplies and equipment to accommodate CASP participant groups. CASP asked one college to slant its electronics program toward computer repair. That college is now looking for money to buy the expensive equipment necessary. Machine tools is another costly field. One school plans to discontinue its machine-tool program next year because it is too expensive. Even though the programs appear to be meeting a need in some of the Central American countries, unless colleges invest sufficiently in them, the quality of training will be deficient.

Since a large part of the so-called "instructional costs" actually go to pay for the board and room and incidentals, this has meant that colleges in high-rent areas are excluded from the program. Georgetown CASP does make some differential for the Belize St. John's students, who go to institutions where living costs are high, such as at Fordham in New York, but for the community colleges, the \$1,000 per student per month applies to all. Community colleges operate on very tight budgets, so it is very difficult for some colleges who simply cannot secure the extra funds it takes to offer a program under CASP. The result has been that at least two colleges have dropped the program, largely because their costs for the program were too high for their budget.

Participant training programs are usually not comparable because they contain different elements. One CAPS program that is comparable in part with CASP, because it sends the participants for training to community colleges, is the CAPS Honduras project under contract with the Academy for Educational Development (AED). This project differs from CASP in that it does not dictate the use of campus coordinators and other requirements of CASP. The CAPS Honduras project uses six community colleges and pays the actual costs of the colleges. The range for instructional costs is from \$963 to \$1132 per student per month, and overall costs (instructional plus administrative) range from \$1163 to \$1332 per student per month.

The drive to contain costs has its pitfalls. It easily loses sight of quality. One college with fifteen CASP students did not have enough money to hire a full-time coordinator as CASP now requires. As college administrators often pointed out, good staff cost money. If the money is not there, program quality suffers.

6. CASP Returned Participants: Their Views

6.1 Summary

This Chapter presents responses from interviews that were conducted with one hundred and six returned CASP participants in their countries. All were interviewed using a protocol that can be found in Appendix Two. Responses are analyzed according to seventeen categories of relevant program interest, ranging from "selection of participants" to "follow-on."

Over 80 percent of those interviewed said that the training was a maturing process which provided them with a better world view. Participants particularly appreciated the opportunity to learn English and to live with an American family.

The interviews also offered suggestions from the participants' perspective as to how the program can be improved. These include: developing a better fit between selected fields of study and participant training needs; improving the English language training component (e.g. adding on a pre-departure "survival English" course); and promoting greater acceptance of the U.S. community college Associate degree among academic institutions in Central America.

Appendices Seven and Eight provide profiles of those interviewed according to country, gender, college attended, field of study, and CASP program status (i.e. long term or short term).

6.2 Selection of Participants

The interviews showed very clearly that the selection process is of utmost importance and can be strengthened in certain areas. Two-thirds of those interviewed felt that more attention needed to be given to selection procedures so that whatever gaps exist between CASP participants and community college program offerings can be narrowed.

Some of the participants complained that the selection procedures should be more rigorous. When they were questioned further, it became apparent that what they were suggesting was that some of the participants were anything but disadvantaged. From the interviews, it appeared that most of the participants fit the economic criteria set up in their country and resented those in the program who came from families who were better off. For example, one participant pointed out that one of the persons in his group had a father who owned a sizeable textile factory.

Twelve percent of the long-term participants we interviewed had two years or more of post-secondary instruction before they left for the U.S. Two of the returned participants had had three years of post-secondary agricultural education in-country before being sent to take a two-year community college course in agriculture! In some cases when it was discovered that the students were beyond the community college level,

the participants were sent by CASP to four-year colleges or universities so that they could get B.A. or B.S. degrees. In other cases, the students were allowed to take courses that did not repeat those that they already had, but in some cases the participants reported that they repeated courses that they had passed in their home institutions.

6.3 Selection of Fields of Study

Participants made the point that there was a need for CASP to select fields of study which would prepare them for good job opportunities in Central America. In the selection process for the participants, whether bona fide interest in a specific field of study was not given as high a priority as other characteristics of the applicants. The returned participants reported that sometimes when one field appeared to be getting too crowded, individuals had been shifted to less popular fields without considering too seriously the applicant's interest in the new field.

As it currently operates, CASP can offer a limited number of fields of study, so what the returned participants were emphasizing was that the selection process should choose only those applicants who show a sincere interest in a career in one of those specific fields.

The problem of selecting the proper fields of study is made more difficult because what is essential is not just the choice of a broad field of study but also the specific focus that the program should have. With Central American countries so dependent on agriculture, a natural choice by CASP was for the colleges to offer agricultural technology, and a large number of participants were trained in that field. However, both this evaluation and the CASP alumni survey showed that a high percentage of the returned participants trained in Agricultural Technology were unemployed. The returned participants said that the jobs available for agricultural technicians were for specialists and their training made them generalists. CASP has recognized this and changed its agricultural programs from agricultural technology to food technology, but this still may be too general to meet the job opportunities.

Although participants appreciated the opportunity to be exposed to new technologies in the United States, they found that much of what they learned could not be applied in Central America. They urged that instructors from CASP community colleges spend enough time in Central America so that they could really understand job requirements there.

The employer of one long-term student who had studied machine tools noted that there were no computerized plastic injectors in his country. The student has been trained in a technology unavailable at home and as a consequence often got frustrated in his job. Scholars who had studied agriculture spoke of having been trained in the operation of computerized tractors and other machinery virtually unavailable in Central America. Several expressed interest in being trained in the cultivation, marketing, or management of important commercial crops in Central America -- coffee, cacao, bananas, oil palm, tropical fruits, and others.

6.4 The Group Concept

Almost all the participants reported that they liked the idea of being in a group because of the security it provided. If a member of a group got homesick and wanted to go home, the other group members were able to talk him/her out of it. Some of those interviewed said that members of their groups would never have been able to complete the program without this group support.

Uniformly, those interviewed were very favorable to the concept of having the groups consist of students from different countries. They were able to make close friendships with participants from other countries and to overcome prejudices. As one Salvadoran said, "In my country we look down on Hondurans and make jokes about them, but I found that they were not any different from us. My best friend from our group is a Honduran." Often, those interviewed said that getting to know people and the cultures of the other Central American countries was one of the best things about their CASP experience.

But having students from as many as six different countries did make for serious difficulties for the instructors. The educational systems of the Central American countries are different so having individuals from different countries has meant that great differences exist among the participants prerequisite skills, such as in mathematics. The training institutions which apparently have had greatest success according to the returned participants recognize the individual differences and provide remedial instruction or at times move some of the students into areas more suited to their backgrounds and abilities. Almost a third of the case study group felt that excessive heterogeneity had kept the level of their technical and academic training to the lowest common denominator.

6.5 Technical Programs

Over one-fourth of returned participants commented that the technical courses were too general and not challenging enough. This was said of some courses offered at technical institutes. In one case, the participants said that the U.S. students with them were about fifteen years old. If this were true, it would seem that the participants were actually in a secondary school level course. No participant said that the academic or more academic-type courses, such as those in Mathematics or Computer Science, were too easy.

For the technical courses, at least some of the participants seemed to believe that their capabilities were being underestimated. This may have been because the background of the participants was so varied. For example, in a group studying electronics, some of the participants had graduated from secondary technical institutes in electricity and one had worked as an electrician. Others had had no technical training in the field. In such a situation it would be common for an instructor to teach at the instructional level where most of the students could follow him so that the students who had the proper prerequisites for a college-level technical program might not be

challenged. This pointed up the importance of the need for the selection process to produce homogeneous groups with members who were reasonably ready to take college-level instruction.

6.6 English Instruction

All of the long-term participants were unanimous in stressing the benefit of learning English. Twelve percent said it was the greatest benefit of CASP for them. Some of those who had not been able to get a job in the technical field had at least gotten temporary jobs because of their knowledge of English.

Three-fourths of the long-term Spanish-speaking students said that great emphasis should be given to English instruction. Some gave in detail some of the problems they faced in learning English and gave specific recommendations as to how the program could be improved. Most told of the shock of arriving in a strange country with very little ability to communicate. Thirty-two percent wondered if it might be possible to have at least a "Survival English" program before they come to the U.S. Some told how in some cases they were in one group with one teacher for four or more hours of intensive English despite the fact that the participants varied both in their English background as well as their ability to learn a foreign language. They asked if it might not be possible in all cases, as it was in some of the better English programs, to have proficiency tests and to be grouped according to their abilities. They also recommended having more than one teacher to lessen the tedium of the intensive course.

Since the participants got together to compare notes, they asked why it was that the intensive English courses varied so much both in number of hours per day and number of months of intensive English. Fifteen percent said that their colleges were not well prepared to offer an English language training programs when they arrived. Those who had the shorter programs indicated that they felt deprived since learning English well was such a major concern of the participants. A few asked if it might be possible to have a standardized test at the end of the two years so that they might have an idea of how they compare with foreign students who are accepted in U.S. universities.

6.7 CASP College Coordinators

A key factor affecting the overall quality of the training experience which was the coordination of the program by the college or training institution. It was very important to have one person assigned to whom they could go for advice or assistance. In most of the institutions, the position did exist and the person was called the CASP coordinator. Some institutions had two or more individuals assigned part-time to exercise the function, and in these cases the participants said that they were insecure and were not sure where they needed to go for help.

The success of the program in the minds of the students seemed to rely heavily on the capabilities and the dedication of the person who served as campus coordinator. It is evidently a very key position in the program. With the participants coming from the different countries and very different backgrounds, their needs were varied so the

position of campus coordinator is a very challenging one. The students indicated that they felt more secure when the coordinator could speak Spanish and had some knowledge and understanding of Central American cultures. In small rural cities or towns it was not often possible to find someone with these abilities, but at least some of the coordinators were perceptive and sensitive enough to learn how best to relate to the students.

Although some of the needs of the students related to their living conditions, many of their concerns were connected to the instructional programs. In the latter regard, the coordinators who were most helpful were those who knew the college best and who had the ear and support of the top college administrators. In some cases, it was apparent from the interviews that some of the coordinators were new to the college and hired just for the program. In these cases usually a dean or top college administrator was available to assist the coordinator. If this did not happen, the students apparently received little help with their academic matters.

In at least some cases, the coordinators were not well-chosen, and some were changed during the participants' term in the U.S. Although this was disruptive to the students, they appreciated being assigned someone who could be more helpful.

6.8 Graduation Requirements

In some instances, participants indicated they felt, and resented, a dual standard in relation to degree requirements. If the degrees are to have lasting, solid value in Central America, the standards for receiving the degrees must be as high for Central Americans as for North Americans. At least in some cases, the participants indicated that the standards for them may have been lower. Since most of the first semester was taken up with intensive English, it was very difficult in some programs to fit in the courses that a vocational-technical program normally required in the 24-month period even using summer sessions and an overly heavy program in the last semester.

With one group, the program was fitted into just 16 months; yet the associate degree was awarded to all the members of the group. And according to some of the participants in the group, a wide range of abilities among the participants existed. Those interviewed also indicated that they felt as if they were short-changed, that there was a good deal more that they wanted and needed to learn. The result of the "successful" 16-month course prompted CASP to reduce other programs from 24 to 21 months, and some of the participants interviewed reported that this would be very stressful with the heavy course load that the college gave them during their last semester even in the 24 month programs.

6.9 Credits for Coursework in the U.S.

Of the long-term participants, 75 percent aspire to continue their education, and 20 percent are taking some courses. Getting U.S. credits recognized has been a cumbersome process for CASP students. In many cases it has not been possible. This is a major problem for those students wishing to continue their studies. It should be

pointed out that the AA degree is not recognized in Central America (except in Belize, where it is recognized as the sixth form).

Since the participants for the most part are outstanding individuals, many of them will go on to college, especially if they get jobs which will make it possible for them to do so. Much of the discussion in the interviews concerned whether local universities, particularly the public institutions, would give them credit for the courses that they took in the U.S. What is happening now is that the students are negotiating with universities on an individual basis with little success. In no case was it found that CASP leaders had interceded on behalf of the returned participants, although it is possible that this happened since only a sample of the returned participants were interviewed. Some of the alumni associations in the countries are contemplating trying to get credit for the returned participants.

6.10 Experience America

The CASP students in large part have greatly appreciated the opportunity to get to live in and to know another culture. Several of the students stated that for them this was the most important benefit they derived from the program. All of the returned participants appeared to be aware that Experience America was to be part of their U.S. program. Ninety percent of the comments were favorable, although twelve percent felt that Experience activities caused an overload in the last semester when they were trying to complete their degree requirement.

Seventy-five percent of those interviewed said they had gotten involved in community activities. One fellow was elected to the student body council and later became the head of the council. One girl became one of the college's cheerleaders. Another girl got so involved in volunteer work for the church which she attended that the church petitioned for her to stay on when she had finished her course in the CASP because she was doing such valuable work. If the training institution or community had a soccer team, the CASP fellows were usually a part of it, but both they and the girls often learned and participated in sports more popular in the U.S. Several of the fellows coached youth soccer teams.

What made the "Experience America" program even more appreciated was that most colleges interpreted this as a two-way street. It was a responsibility of the CASP students also to teach their fellow students and the community about the culture of their country. They came to see this as very important when they came to know how deficient many North Americans are in their knowledge about Central America. Some of the CASP groups developed musical or dance groups to perform in their colleges and communities. Many of the students gave talks about their countries to school groups, churches and service clubs. Some of the colleges offered forums where the CASP students could discuss the conditions in their countries.

Some of the participants recognized that their presence in a U.S. community was having an impact, particularly in the small communities where few foreign students or Spanish-speaking people had been before CASP participants arrived. Many, however,

were surprised and dismayed about how ignorant North Americans were about Central America.

The courses that the colleges offered about the U.S. received a mixed reception, which was partially determined by how well the courses were taught. Many students complained about such courses because they took away time that they might have been spending on another course in their technical field. Some of the students, however, reported that they liked these courses and appreciated it when the instructors allowed free-ranging discussions on controversial issues. Some reported resentment when they believed they were trying to be indoctrinated.

During the summertime, CASP held week-long workshops in Washington which in part were to add to the colleges' Experience America programs. At these workshops, the students were given lectures on U.S. history and government and taken to historical and governmental sites around the U.S. capital. These workshops have been discontinued, and the present participants are complaining because previous participants considered this a highlight of their program.

6.11 Host Families

Placing CASP students with North American families has grown in importance and is becoming a centerpiece of the Experience America program. Four-fifths of those interviewed had had host family experiences. In the early cycles, living with a U.S. family for an extended time (six months or longer) was not required, but some colleges always placed their participants with families, in some cases because this was the only housing available. Now, participating colleges are asked to arrange for the students to live with host families for at least the first six months of their program.

Most of the participants interviewed who had lived with host families had had good experiences, and most established what appears to be permanent bonds with their host families. In several cases, even when the participant considered all the other parts of the program very positively, they indicated that for them living with the U.S. family was the best part of the program.

Almost all of those interviewed said it was good to have had a host family arrangement for the first six months since it helped them to learn English. Some of the students who had lived with families had found it necessary to change families and pointed out the importance of selecting with care the host families and of trying to make a compatible match between the host family and the student.

Family life in the U.S. is different from that in Central America so it was not always easy for the North American families to know how to treat the Central Americans, and it was not always easy either for the Central Americans to adjust. Some of the participants said that their U.S. "parents" treated them too much like children. Others, however, were surprised at how much more open and lenient their U.S. "parents" were than their own parents. One Costa Rican participant, for example,

commented that children in the U.S. are less dependent on their parents and U.S. parents respect their children's wishes more than Latin American parents do.

Although recognizing the value of living with host families, several participants pointed out that it was also useful to live some of the time in an apartment because this gave them an additional slant on life in the U.S. Having to take responsibilities for all one's necessities helped them understand some more about living in the U.S. Some of the participants, even though they had loved being with their host families and believed that they had probably established permanent relations with them, said that they moved into apartments just to see what such independent living would be like. Sometimes, though, the participants moved into apartments because they thought that when living in an apartment, the college gave them a better financial deal.

6.12 Roommates

Students who lived in dormitories or apartments most frequently lived with other CASP students, but some were assigned North American roommates. In some cases, this worked very well and lasting friendships resulted. In others, problems occurred. Two women students (from different cycles at the same college), for example, were assigned roommates whose behavior they found shocking. They both felt very uncomfortable with such behavior and with their own lack of privacy. Such problems indicate a need for orientation of all parties and careful screening of prospective roommates.

6.13 The Role of the Churches

Since a majority of the training institutions are in small communities, some of which are in what is known in the U.S. as the "Bible-belt," churches play a very significant role in these communities. Even so, it was surprising to the interviewers how important the churches were in helping the participants to "Experience America." It may be that some of the colleges encouraged the churches to help welcome the participants to the community or that this was just a part of the churches' outreach program, but at any rate the churches in several of the communities really were helpful in making the participants welcome. Several of the participants said that the churches were their chief contact with the community and main source of friends. The students, often, did not limit their contacts to just one church and crossed religious lines since the churches gave them such special recognition.

6.14 Negative Elements

It probably would not have been possible to do so, but, at any rate, the CASP participants were not shielded from experiencing some of the negative aspects about the U.S. They witnessed and commented on racism and at times were subjected to discrimination. Because of their limited English, they felt more secure when they traveled in groups and spoke their native language. Sometimes on buses or in public places, North Americans shouted at them to speak English.

They also reported that they were aware that many North Americans did not agree with U.S. policies. At college forums where they were introduced as Peace Scholars since CASP is a part of the Central American Peace Scholarship (CAPS) program, they were invariably asked, "Why are there no peace scholars in the group from Nicaragua?"

6.15 Getting To Know Fellow Students

Some CASP participants stated that it had been easier for them to meet older people or children rather than students of their own age. This seemed to be particularly true if the college did not make a special case of introducing the participants to the rest of the student body.

Some training institutions tended to keep the participants in a segregated group through most of the program, making it difficult for the participants to get to know their fellow students. Some participants reported that keeping the group in a separate class at first, made them dependent on each other so when the college put them into mixed classes, it was hard for them to integrate with the North Americans.

One of the more effective ways the participants had for making friends was through sports. Both men and women mentioned this, though men more often. A large percentage of those interviewed reported having made friends through sports, most often soccer.

The CASP participants in large part did make friendships with U.S. college colleagues; however, it is evident that the program could do more to overcome some of the barriers and to facilitate friendships by introducing them better to their fellow students and by making a greater effort to integrate them earlier into classes with North American students, but this would mean that the participants would have had to have better English when they arrived in the United States.

6.16 General Impressions of the United States

In general, the qualities that the Central Americans mentioned most often as positive about the North Americans they met were their diligence and hard work, their respect for others and for the law, their friendliness and helpfulness, their liberal attitudes (including gender equality), positive thinking and perseverance, their efficiency and degree of organization, and punctuality. Some students commented that they themselves had developed some of these qualities to a greater degree as a result of their stay in the U.S., particularly greater motivation to work hard and greater responsibility and punctuality.

The American qualities least liked by the CASP students -- or at least most often mentioned as negative (by about half the case-study group, for example) -- were their ignorance about Central America and their tendency toward racism or negative stereotyping of Hispanics and/or blacks. Students were very turned off by questions about their countries that they saw as insulting, such as whether they lived in trees; they

were also amazed that almost no one knew where any of the countries in Central America are located, or even that they are independent countries.

Racism or discrimination was mentioned by almost as many students as remarked on American provincialism. Students commented on American race-consciousness. A Honduran, for example, remarked that she found it very strange that people mentioned their exact racial or ethnic make-up saying, for instance, they were one-quarter Indian or half German; she felt that race receives much less attention in Honduras and that there is more racial equality there. Some students commented on racism toward others, rather than toward themselves: the same Honduran woman noted that black Belizean students in her group were discriminated against in the community, though she was not herself (she is white). Others observed that black American students kept to themselves and didn't mix with whites. One of the students, nonetheless, also noted that he personally was treated equally and admired the general sense of equality he observed in the States. A disturbing number of students, however, commented on racism or discrimination they had perceived as directed at themselves. CASP students reported that people didn't want to sit next to them on buses, or that white people were waited on first in restaurants, or that children or teenagers made derogatory remarks about them. A black Belizean felt very angry that a white checker in a supermarket refused to take money from her or hand change directly to her -- she told the checker not to worry, the black wouldn't rub off on her. A Honduran recounted that, when a group of CASP students entered a bank to cash their checks, a women teller became alarmed and called the police. Racism was also evident among some American fellow students: this same Honduran, for example, said that American students would sometimes turn off the machines the darker-skinned CASP students were working with.

These negative perceptions can never be totally avoided, of course -- they represent the down side of United States society and culture and are there for all to see. It would be advisable, however, to better prepare CASP students to deal with these negative aspects, as well as make an effort to provide more information and orientation about Central America and the CASP students to the rest of the college population and the community at large, to the degree feasible.

6.17 Returning Home

Most of the returned participants interviewed indicated that they had been able to readjust satisfactorily to their own environment, though almost all had take some time to do so and experienced some disorientation in the process. A few individuals revealed difficulties, however, some apparently serious.

While almost everyone said how glad they were to see their family and friends at home, some feelings of dislocation and loneliness were also mentioned by the returnees. In addition to the shock for many of readjusting to a much lower level of creature comfort, a number felt the blow of suddenly being removed from a comfortable group of friends and from the support system they had had in the U.S.

Some had to quickly shoulder the responsibility for working and contributing to the support of their family. It was difficult for some to go back to their place in the family structure after they had gotten accustomed to living independently in the U.S. It was particularly difficult for the returned participants who had to go back into a culture which varied greatly from the culture they had become accustomed to in the U.S., such as going back into an Indian village in Guatemala or a Garifuna (Carib Indian/African mixture) village in Belize.

Some of the returned participants felt anxiety at having to find a job as soon as possible. Because the economies are not dynamic, job hunting often was very difficult, and some of the returnees were not able to find jobs in their fields of study. Others, who had returned some months ago, were still unemployed.

Three-fourths of those interviewed mentioned experiencing positive changes in their own outlook and way of being, and these were often noted by family and friends as well. The changes most often mentioned were enhanced status in the eyes of others and greater respect by their family and friends as a result of having gone to the U.S. on scholarships. Some returned participants saw themselves as more mature and independent as a result of their U.S. experience, and with greater self-confidence. Some said that they were better able to express themselves and to relate better to others, and a few mentioned that they became more punctual and placed greater value on time. Several also noted that their experience in the U.S. had taught them a lot about their own culture and their own identities.

There is increasing evidence that returned CASP students are having an impact in improving conditions in their communities. Returned Guatemalan participants, for example, have helped form self-help groups and have approached USAID for support of their efforts to undertake agricultural development projects. In Panama, returned participants have formed an association of returned CASP students, which, in turn, has been instrumental in organizing a rural handicrafts cooperative. Though these and similar efforts cannot be interpreted as affecting national policies, they do indicate a potential development multiplier effect of the CASP program.

Finally, it should be noted that very few students have reported engaging in community development or volunteer activities after their return home. Expectations of this type of activity are perhaps unrealistic. Volunteerism is not a characteristic of most Central American societies, and CASP students are from a socioeconomic stratum too concerned with keeping themselves afloat to have much time or energy to devote to community causes.

6.18 Follow-on

The support that the returnees said was most needed was help in gaining employment. Some CASP coordinators, they know, publicize it when the participants are coming home, giving some details on their capabilities resulting from their training, and returnees urged that this be done for all returning groups in all the countries.

Over one-third of those interviewed expressed a need for help in readjustment, perhaps a program with regular meetings for about two months after the participants get back to help them through the readjustment process and ameliorate the feeling of sudden abandonment that some have felt. This might be an appropriate task for the CASP alumni associations.

The participation in the alumni associations by those interviewed was greatly varied. Some were officers and very active in the association; some hardly knew that such an association existed.

Because of the geographic distances, some noted it was virtually impossible for them to attend alumni meetings in the capital city. As a result, some revealed their desire to create regional branches of the group.

Some returnees expressed a "wait and see" attitude, saving their enthusiasm and support for an alumni association until they see what the activities of the group will be. Others already had the concept of the association as a service club, as one returnee stated, "like the Lions or Rotary Club."

Almost all of those interviewed had attended the meeting of CASP graduates in Guatemala the previous year, which was free. Although it sparked the enthusiasm for an alumni association in some, others had not seemed to have caught the spirit. Those who were the leaders in the associations and who were most enthusiastic tended to be more mature alumni from the short-term participant programs.

Even the returned participants who lacked enthusiasm for an alumni association expressed an interest in having the returned participants play a greater role in CASP activities. They like the idea of having returned participants help in the recruiting, selection and orientation of new participants. One broached the concept of having them help in selecting appropriate fields of study for the program and giving some pointers on what the focus of each program might be.

7. CASP, A.I.D./Washington and the USAID Missions

7.1 Summary

This Chapter contains the evaluation team's analysis of the administrative relationships between the CASP program and A.I.D. Georgetown University administers CASP through a Cooperative Agreement with A.I.D. A Cooperative Agreement provides the implementing agency with more administrative flexibility than does a normal contract with A.I.D. This flexibility has been, at times, an asset and at times, a constraint in the development of CASP.

Chapter Seven reviews the tensions that exist as a result of a perception by some in A.I.D. (particularly at the field level) that CASP is a competitor to A.I.D.'s regular participant training programs; it identifies certain areas where CASP has been lax in reporting to A.I.D. and others A.I.D. has been negligent in monitoring CASP; and argues that there be much more interaction between CASP and A.I.D.

CASP has been an innovator in the participant training field and has much to offer other A.I.D. programs. Similarly, A.I.D. experience with CAPS and other kindred programs could be of great benefit to CASP. The two institutions need to work more closely together in the future.

7.2 Differences between CASP and Other A.I.D. Projects

Since CASP was established as an earmark by Congress with funds specifically allotted for the program, the planning procedures for the program are different from those followed in regular A.I.D. projects. Normally A.I.D. projects go through a planning process under which each detail of the project is very carefully scrutinized twice, at the Project Identification (PID) stage and the Project Paper (PP) stage. Each project must be approved at various levels in the USAID missions or in A.I.D./Washington or in both the missions and Washington. Planning is done very carefully and thoroughly and receives considerable emphasis.

In the case of CASP, after Congress made the earmark, Georgetown University brought to A.I.D. a Proposal for a Cooperative Agreement to implement the project. The plan was basic, with few of the special features such as the administrative and financial analyses that an A.I.D. Project Paper is required to contain.

A.I.D. accepted the plan proposed by Georgetown University, and the Cooperative Agreement included without modifications the provisions of Georgetown's proposal despite the fact that Georgetown's plan had not gone through the complete planning process like a regular A.I.D. project.

In the case of a regular A.I.D. project, once it has been approved, A.I.D. sends out a Request for Proposal seeking contractors to perform the activities required by the project. The various institutions interested in the work requested submit their proposals

detailing how they would go about implementing the activities and what their capabilities are to perform the services. There is a competition among the institutions to provide the most acceptable proposal. A.I.D. studies the proposals and selects the contractor which A.I.D. believes has submitted the best proposal.

In the case of a program such as CASP, the institution to be funded for doing the program was already selected by Congress. A.I.D. had the option of going back to Congress if A.I.D. believed that the institution was not qualified, if other institutions were much better qualified, or if the institution did not submit a satisfactory proposal. This would be done only rarely, however, because it would be challenging the "will of Congress."

7.3 A.I.D. Monitoring Responsibilities

Although a project such as CASP is not a regular A.I.D. project, A.I.D. has the responsibility for monitoring CASP. A.I.D.'s responsibility is not lessened because CASP resulted from a congressional earmark and not from the regular A.I.D. planning process. The expenditures under CASP as with all A.I.D. projects are subject to regular government audits, and A.I.D. can provide advice to CASP, e.g. relevant to categories of expenditure that are allowable. This is the situation in which A.I.D. assistance is most acceptable.

The Cooperative Agreement for CASP has established general guidelines for the training projects but provides considerable flexibility. CASP, at times, has taken on special training projects which might be at some variance from the original project intentions. In the first of these cases, the provision of upper-division college professional programs for Belize participants, CASP asked A.I.D.'s approval. In some cases, A.I.D. has not been informed.

In the case of CASP, A.I.D. recognized that although the project had important potential, it was testing new ground and would need help. Good relations were established between the leaders of CASP and those in charge of training in the Latin American bureau of A.I.D. In the early weeks of the program, the A.I.D. Chief of the Latin American and Caribbean Office of Education, Science and Technology, who had considerable experience in Central America, met regularly with the CASP officer, who was to establish the program in Central America. He discussed with her the selection of fields of study and the other details regarding the establishment of the program.

CASP included A.I.D. and USAID mission officers in many of its social and ceremonial functions, and these officers have had an opportunity to see how CASP is doing. A.I.D. leaders have gone with CASP leaders to the colleges and institutions doing the training and have participated in CASP conferences and ceremonies. The A.I.D. agreement officer for CASP has met from time to time with CASP leaders to review the program. A congressional aide sometimes is present at these meetings.

7.4 CASP Reporting Requirements

The CASP Cooperative Agreement provides that Georgetown University submit a quarterly report on its activities and a semiannual project evaluation report in addition to the financial vouchers required for a disbursement of funds. CASP made the reports on an irregular basis for seven quarters, but after that, reports stopped. When queried on this, the CASP administrator explained that the CASP staff had gotten so busy that it did not have time for the reports. This study did not find correspondence in the A.I.D. files, although, of course, such correspondence might have taken place, to indicate that A.I.D. had asked CASP why the reports had stopped or to indicate that A.I.D. missed the reports.

In a memorandum from the Latin American and Caribbean office of Development Resources to the Assistant Administrator of A.I.D. for Latin America and the Caribbean, it was pointed out that in the proposal by Georgetown for the third budget modification (bringing the total funds to \$14 million), Georgetown had made for the first time a full report on the total grant and supplements to their cooperative agreement. The memorandum went on to state, "More detailed reporting is needed on a quarterly basis and the LAC/DR project manager will do so in detail in the future." Such detailed reporting has not occurred.

However, there has been frequent informal dialogue between A.I.D. officials and Georgetown University CASP program administrators. A.I.D. personnel have taken part in seminars with Georgetown CASP personnel, community college technical programs, Experience America, and follow-on programs. These have occurred on a regular basis at Georgetown University, the State Department itself, and at the annual conference. On several occasions, policy program decisions have resulted from this dialogue. For example, A.I.D. has initiated efforts to gain academic credit for CASP participants from Central American educational institutions, and it has encouraged Georgetown to adopt a policy that living with a family be declared a critical part of the CASP program and to provide briefings for community college personnel on all CASP participants before their arrival.

7.5 A.I.D. Agreement Officer

In the Education, Science and Technology Office, an officer has always been assigned as the Agreement Officer for CASP, but because of the shortage and change-over of personnel in that office, the monitoring of CASP has at times been sporadic, and it lacked continuity. During the life of CASP, two different individuals have been the Chief of the office and four different individuals have been Agreement Officers. The office has been so understaffed at times that it was impossible for A.I.D. to give the amount of attention to CASP that A.I.D. might have desired. At the present time, the Agreement Officer is a retired A.I.D. officer who was brought back three days a week to monitor CASP and two other earmarked programs. This does not make it possible for A.I.D. to give the same attention to CASP as is given to other A.I.D. projects.

Since A.I.D. has such a long and productive experience in the participant training field, it was important for CASP to have tapped that experience more extensively. In part, this did not happen because in receiving the earmark from Congress, Georgetown University inferred that through the International Student Exchange Program it could do training cheaper but also better than A.I.D. had been doing it; but as mentioned above, A.I.D. also was too busy and understaffed to give much assistance anyhow. Instead of being ahead of CASP advising it and providing positive suggestions for improvements, A.I.D. has been more in the position of reacting to activities which CASP has proposed or is doing.

7.6 CASP and the USAID Missions

USAID missions are not very receptive to projects which originate and are developed by A.I.D./Washington. The general feeling in missions is that being closer to the scene, the missions can plan more effectively for conditions and needs in a host country. Their concept is that most projects should originate in the missions. A project created by a Congressional earmark is usually treated by USAID missions with even more suspicion. When Georgetown University received the Congressional earmark, Georgetown expressed, or at least inferred, to Congress that the University could do the training cheaper and better than the missions' normal training procedures could. This, at least in part, set up CASP as a competitor to the mission training programs. When the missions helped CASP, it was as if they were helping a competitor. If the missions provided significant input to CASP, it could be possible that CASP might blame the missions for defects or weaknesses in CASP.

The Cooperative Agreement provides, however, that CASP shall coordinate with the USAID missions and complement their programs, and Georgetown University needed the assistance of the missions, for example, to determine the fields of study for each country. The relationship between CASP and the USAID missions has depended primarily on how close personal relations are between the country CASP coordinator and the personnel in the USAID training offices. No evidence was found in this study to indicate that CASP Washington administrators wanted their field representatives to have closer relations with the missions nor that the mission directors were urging their training offices to develop better relations with CASP.

7.7 Collaboration of USAID Mission Training Offices

The USAID mission training offices perform some limited services for CASP. The paperwork for each CASP participant, the PIO/P, is prepared by Georgetown CASP, which submits it to A.I.D./Washington for approval by the Chief of the Latin American and Caribbean office of Education, Science, and Technology. He in turn sends the PIO/P's, with his approval, to the missions who do a security and medical check and help CASP to secure student visas from the U.S. Consulate.

Some CASP country coordinators ask the mission training offices to help in the selection interviews, and some missions do send a training office person to help in at

least some of the interviews. However, some missions do not participate in this selection process even though they are invited.

In most cases, the missions have worked with CASP country coordinators to ensure that their programs are not overlapping. The missions and CASP compare the fields of study offered in the training program to see that the programs do complement each other. Of course, some overlapping is bound to occur given the fact that both CASP and CAPS are responding to the same objectives. In one case, two students who had been selected for a Central American Peace Scholarship by a mission, chose instead to receive a CASP scholarship because in the latter they could know in advance the institution which they were to attend.

Embassy and USAID leaders are invited to participate in all the main CASP ceremonies such as those that occur just before the participants are to leave for the United States or immediately after they return. Some of the CASP country coordinators complained that the A.I.D. missions are not as cooperative in these matters as CASP would like.

For major CASP conferences in Central America, USAID mission leaders are invited, and almost without exception they do attend and have been able to assess valuable feedback from community college staff and the returned CASP students themselves.

7.8 CASP and the Central American Peace Scholarship (CAPS) Program

Although CASP is one project under the much larger Central American Peace Scholarship Program (CAPS), the missions normally do not report the CASP participants when they give the numbers of participants in the CAPS program or when they describe their training program and future training plans. When A.I.D. collects information on the CAPS program, it collects the information on CASP separately.

By hiring an A.I.D. officer to be the CASP Director in Central America on an Institutional Program Agreement to head up the follow-up initiative, CASP has improved its relations with the missions, although not necessarily with the mission training offices in which long-time local employees are influential.

The mission training programs have been influenced at least to some extent by CASP. Because of the nature of the Cooperative Agreement, CASP has considerable flexibility, and at times it has been the pioneer in trying out new concepts. Both A.I.D./Washington and USAID mission leaders give CASP credit for trying out and improving on concepts in the Experience America and follow-up programs. One mission has hired a local employee to do follow-up activities, and he is working closely with the CASP follow-up and follow-on leaders. The missions are benefitting from the experience of CASP. In this regard, this study did not find that the process is working in the other direction. New concepts that have proved effective in mission CAPS projects have not been adopted by CASP.

Some of the mission training offices believe that CASP leaders have made statements about their programs which result because CASP Washington leaders do not know what is going on in their programs. One mission training office has heard that CASP leaders are saying that it will be a long time before the missions have a follow-up program. This mission points out that it has had a follow-up program before CASP started its follow-up initiative, and the training officer believes that its program will be at least as effective as that of CASP.

In their follow-up programs, the mission training offices do not include returned CASP participants in the mission activities. This primarily is because CASP has funding for its own follow-up activities. Some mission training offices also wish to maintain a distance between CASP and its returned participants and the mission CAPS programs and its participants.

The mission training offices are jealous of the amount of funds that CASP has been able to set aside for the follow-up initiative. CASP has three-fourths of a million dollars for its program, while the missions have much lesser amounts for follow-up with many times the number of returned participants. This may change if CASP can highlight the importance of follow-up. Until recently A.I.D. has not given priority to the need to help the participants to continue their growth after the out-of-country training project has been concluded.

A competition exists between CASP and the mission CAPS programs, and for the most part the competition appears to have stimulated the missions to be more creative and cost conscious. Of course, it is not possible to state if this change has resulted from the presence of CASP or from the missions' desires to meet the objectives of the National Bipartisan Commission on Central America's (NBCCA) recommendation and the instructions from Congress.

7.9 Relation of CASP to Other CAPS Programs

When CASP started out, it had essentially two types of training: two-year lower division post-secondary technical-vocational training and short-term, four-to-six months, technical-vocational training to upgrade the skills of individuals already in those occupations. Some special programs have been added to these, such as the two-year upper division program to allow students who have completed their lower division education in Belize to receive their bachelor's degree. The two regular CASP programs were primarily in community colleges or with technical institutes sometimes in collaboration with the colleges.

This study made a survey of the other Central American Peace Scholarship projects to ascertain how they compared to the CASP programs.

The largest CAPS project in Costa Rica which is somewhat comparable to CASP is the 4-H (in Spanish 4-S) Project, which this year will send 140 secondary school

students to the U.S. In this program, after receiving an intensive English course and orientation, the Costa Rican youth will live with families which have U.S. 4-H Club members. They will attend U.S. high schools with their U.S. 4-H club partners. The program is a year's program. The cost per individual is \$780 per month.

The USAID/El Salvador CAPS Project that is most similar to CASP is that which will send 195 students to community colleges in the U.S. The students are to be graduates nominated either by Escuela Nacional de Agricultura (three-year course) or by the Instituto Tecnológico (two-year course). The program will be for one-year leading to a certificate. The study is to be specialized with the following number of participants in these fields: Aquaculture - 25, Fruits and Vegetables - 60, Flowers and Ornamentals - 35, Small-Scale Agriculture (basically for women) - 65.

In addition, 50 disadvantaged high school graduates are to be sent to U.S. community colleges for a 24-month A.A. degree program in career areas with a high employment demand in El Salvador such as construction management, agricultural business and industrial production.

All of the participants will have a four to five months intensive English course in-country. The course will include more participants than the number of scholarships so that the final selection of the participants will be made on the basis of the results of the English course so as to minimize the failures that might occur because the students have difficulty learning English.

USAID/Honduras has two CAPS projects which compare, at least in part, to CASP. In the first, high school graduates who are recommended by their high schools and who are disadvantaged are sent for a short vocational training program to the Northeast Metro Technical Institute at Wildbear Lake, Minnesota, which has some 50 technical programs from which they may choose. The Institute's normal courses are for nine months but it has adapted them to five month programs for this project. The students live with host families. The project is managed by O.I.T./P.I.E.T., and the cost estimate is \$1,414 per person per month. Prior to leaving, the participants will receive a one-month orientation and survival English program.

The second Honduran CAPS program is a long-term program in which 350 scholarships are to be awarded for academic and technical study in the U.S. About 25 percent will be for one or two year certificate or A.A. degree programs, 50 percent for bachelor's degree programs and 25 percent for master's degree programs. Prior to receiving the scholarship, the participants will receive an intensive English course to bring them up to the 400-450 TOEFL level. "Topping-off" language training of up to three months is provided in the U.S. The project is administered by the Academy for Educational Development.

The CAPS projects of USAID/Belize which is most similar to CASP is that which offers scholarships to students who have completed the two-year lower division program in Belizean institutions. Belize has reasonably adequate lower-division programs but has almost no upper-division facilities. The USAID project is like the special CASP St.

John's College program, only in the CASP program, scholarships are offered only to St. John's College graduates who are to attend Jesuit colleges and universities which provide tuition-free scholarships. CASP just provides food and lodging. The USAID project is for all four junior college level programs in Belize, and the participants go to a variety of institutions in the U.S. The CAPS training costs are much higher because they include the tuition costs that the special St. John's College program does not have to pay.

USAID/Guatemala offers a CAPS project which has a similar philosophic base to that of CASP. This is a junior year abroad program. Students who are disadvantaged and who are on special scholarships studying in Guatemalan universities, public and private, are offered a scholarship to study at a U.S. university for one-year if they are doing exceptionally well in their studies. To implement this program, USAID/Guatemala had to make special arrangements with both the Guatemalan and U.S. universities and in doing so has been able to establish some linkages between Guatemalan and U.S. institutions of higher learning.

7.10 Advantages and Disadvantages to the CASP Earmarked, Cooperative Agreement Arrangement

The main advantage and at the same time the main disadvantage of CASP's using an earmark and cooperative agreement arrangement is that CASP did not go through the extensive planning process that normal A.I.D. projects do. This made it possible to put a project together within days and to get it fully operative within a few months whereas normally the whole process takes as much as six months to a year to plan and another six months to a year to select a contractor and get the project underway. The process is just too slow to accommodate needs that require great immediacy. On the other hand, by not going through the more tedious planning and preparation process, mistakes were made by CASP which might have been avoided, such as sending participants to a U.S. community college when they had already had two to four years of post-secondary work in their own countries. If the project had gone through the normal A.I.D. planning process, project guidelines would have been established before the project began, and the studies necessary to identify the training needs would have been done, at least on a preliminary basis. The criteria for the selection of students would have been established. Feasibility studies, such as for the use of community colleges, the grouping of students, and the selection of institutions in small cities or towns, would have been made.

On the other hand, the project possibly would have been made more rigid and less flexible and possibly less innovative. Because the program has a Cooperative Agreement that is quite general, CASP has more flexibility than is allowed under most A.I.D. contractual arrangements for training programs. Activities have been added or dropped by a simple decision of CASP top management. This has allowed for considerably more experimentation than is allowed under most A.I.D. projects and thus more creativity. Since CASP is not closely linked to CAPS, ways need to be found to incorporate the results of the experimentation into all A.I.D. training programs.

As a project which originated from a Congressional earmark, CASP has received limited assistance from A.I.D. compared to projects originating within the Agency. The reasons for this limited assistance can be assigned both to the implementing agency and to A.I.D. Georgetown did not always appear to want much assistance from A.I.D. and at times distanced itself from A.I.D. A.I.D. and USAID missions paid greater attention to the needs of the projects which they had developed and gave them more guidance.

It was A.I.D. that had the training experience. Because the organization that was to administer CASP at Georgetown University had limited experience, it really needed more assistance from A.I.D. than it got. In going over the modifications for the Cooperative Agreement, Georgetown University was remiss in not modifying the project description and objectives to make them more in line with what was happening and with what the project was really trying to achieve. A.I.D./Washington was aware, at least to an extent, that the project description and objectives were no longer realistic, yet signed off on the modifications to the Cooperative Agreement without suggesting needed changes.

It is commendable that A.I.D. is trying to staff up in order to be better able to assist CASP and that A.I.D. has recently had several staff seminars and planning sessions with Georgetown University in an effort to provide for a more effective implementation of the earmark by Georgetown University, the USAID missions, and LAC/DR/EHR.

8. Program Analysis

8.1 Summary

This Chapter examines the degree to which CASP has been able to meet overall CLASP program objectives (8.2) and its own specific program objectives as set out in its A.I.D. Cooperative Agreement (8.3).

CASP seems to be doing a good job on both fronts, e.g. reaching the demographic characteristics of its intended target audience and providing training opportunities that help participants find jobs upon returning home. However, as previous chapters have described, there is room for improvements, which CASP needs to address if it is to fulfill its mission.

8.2 To What Extent has CASP Achieved the Caribbean and Latin American Scholarship Program Objectives?

The Central American Student Program is a part of the Central American Peace Scholarship (CAPS) program, which in turn is a piece of the Caribbean and Latin American Scholarship (CLASP) program. Therefore, CASP has the responsibility of striving to meet the CLASP policy guidance. The criteria for the guidance are given in this section together with a discussion of the extent to which CASP is meeting the criteria, the strategies that CASP is using to do so and the effectiveness of those strategies.

1. Seventy percent disadvantaged. Over the life of the project, no less than 70 percent of trainees shall be socially and economically disadvantaged.

All indications are, however, that at least 70 percent of the CASP participants are disadvantaged, economically at least, to the extent that they could never attend a U.S. college without a very substantial part of their expenses subsidized. However, some participants who have passed through the selection screening process are not disadvantaged.

2. Forty percent women. At least 40 percent of the trainees shall be women.

CASP has been serious about having women as at least 40 percent of its trainees, and it has attained this objective. It has done this by trying to select fields of study which would be particularly appropriate for women such as Clothing Merchandising.

3. Thirty percent long-term. Thirty percent of the trainees must be long-term (i.e., nine or more months of training).

In the early cycles of CASP the ratio of long-term to short-term trainees was about two-to-one, below but close to the 70 to 30 ratio. CASP has now

discontinued the short-term training programs; from now on it intends to have 100 percent long-term trainees.

4. No training for fewer than four weeks. No training may be implemented for a period of less than four weeks.

CASP has had no training program of less than several months.

5. Training Cost Analysis (TCA) in reporting. All countries will use the TCA procedures for documenting costs.

CASP is using the TCA procedures for documenting costs and is having about as much difficulty in doing so as are A.I.D. training contractors.

6. Experience America. Trainees shall be given opportunities to become involved in the daily lives of individual American families and activities of community and professional organization.

In the early cycles some participants lived for the entire time in dormitories or apartments and were sometimes quite separated from North Americans, but CASP now has the policy that all the long-term students will start the first six months of their program with a host family.

All of the colleges in CASP from the beginning have had programs to try to meet the Experience America objective; the colleges, for the most part, have innovative and well-planned programs. These programs are discussed in detail in previous sections of this report.

7. Cost Containment. Procedures will be implemented to reduce and contain costs.

CASP has implemented such procedures to such a great extent that it may be keeping costs down at the expense of needed improvements in program quality in some areas.

8. Follow-on. Follow-on activities will be implemented to assist returned trainees to become readjusted to their home countries and to find employment.

In the early cycles, the CASP offices in Central America had only part-time staff so that the offices were very limited in their ability to carry out significant follow on activities, but in the fourth modification to the Cooperative Agreement, the budget includes special funding (\$750,000), and the fifth modification to the agreement has a detailed plan for a follow-on initiative. These activities under the plan have been underway for only one year so that the main element of the strategy, the formation of alumni associations, is still in its incipient stage. CASP has been a leader, however, in trying to respond to the criterion.

8.3 To What Extent Has CASP Achieved Its Specific Objectives?

This section lists the objectives of CASP as set out in the Cooperative Agreement together with a discussion of the effectiveness of CASP strategies designed to meet those specific objectives.

1. To test the capability of ISEP in carrying out the National Bipartisan Commission on Central America's (NBCCA) recommendations in education and training activities in the most efficient, effective, and cost-effective manner utilized to date in the provision of similar services such that all actions will be complementary to the A.I.D. programs developed to address the Commission's concern.

As mentioned in a previous section of the study in regard to the implementation of CASP, the ISEP organization has not been an active part of Georgetown University's efforts in this project and was deleted from the FY 1989 amendment to the Cooperative Agreement. Another organization has been organized under Georgetown University to manage it, and it would seem necessary for modifications in the Cooperative Agreement to restate this objective to indicate the change.

The present study gives information regarding the CASP strategies and their effectiveness. It has pointed out the accomplishment of the program, but also deficits that need to be corrected. Hopefully, a result of this study will be that the program will be improved.

2. To provide training relevant to the development needs of Honduras, Guatemala, El Salvador, Costa Rica, Belize, and Panama through an equitable distribution of available resources among the participant countries.

Based on the results of Georgetown's survey, CASP's most significant accomplishment to date is the fact that 84 percent of short-term and 73 percent of long-term returned participants currently are employed. Still there is evidence to show that the technical training has not been as relevant to the employment needs in Central America, and that CASP should continue to seek ways to make training more relevant. Interviews with participants revealed their feeling that their course of study in the U.S. often did little to improve their technical know-how; many believe that their increased knowledge of English to be the major factor that enabled them to get jobs after returning home.

Resources have been distributed rather equally in the consideration that each of the countries has had about the same number of participants. Some would argue that a more equitable distribution of resources would be on the basis of the size of population of each country. With the present system, the tiniest country, Belize, with 175,000 inhabitants has actually had more participants than the largest country, Guatemala, with over 8 million population.

3. To implement this A.I.D./W funded project for the purpose of demonstrating soundness of design and objectives.

Despite its initial success, modifications could still be made in the program in order to make it more sound, upgrading the selection of participants, developing ways to identify fields of study that are most appropriate to the Central American job market, and selecting community college that have the experience and expertise to offer top quality programs. Also, the objectives need to be modified in order that the stated objectives in the Cooperative Agreement are really the present objectives of the program.

4. To offer disadvantaged Central American youngsters and those already employed, the opportunity to study in the United States to improve the range and quality of currently available educational alternatives.

The evidence shows that CASP has been able to select as its participants a large majority who are disadvantaged. However, the study points out that the programs need to be more relevant and of higher quality, and in some cases CASP programs duplicate training programs available at least in some of the countries.

5. To build an important educational link between the U.S. and Central America -- including providing participants with a meaningful understanding of and appreciation for U.S. political and economic institutions.

If the first part of this objective infers, as it appears to, that the program will develop a link between U.S. and Central American educational institutions, it has not done this as yet. To date, CASP has had very limited contacts with the institutions of higher education in Central America.

In regard to providing participants with a meaningful understanding and appreciation of U.S. institutions, CASP has through its Experience America program broadened this objective, in keeping with the CLASP guidelines, and the colleges involved are offering successful programs to allow the participants to get a rich experience of life in the U.S.

6. To reduce the costs traditionally incurred by A.I.D. for similar participant training and technical assistance programs such that participants acquire appropriate skills training in accordance with labor market demand.

CASP has significantly reduced training costs. Its use of low-cost community colleges is an ideal vehicle to reach CASP's intended target audience of disadvantaged, rural high school graduates. However, because the training is not similar to traditional A.I.D. Bachelor or Graduate Degree training programs, it has not been possible in this study to make a satisfactory comparison.

In regard to helping participants acquire appropriate skills training in accordance with labor market demands, some of the skills training provided needs to be more relevant to conditions in Central America. Some participants have not been able to

obtain employment, and a number of those employed are not in the occupations for which they were trained.

CASP has been working to make the fields of study better related to the job market, and it needs to make a much better selection of both the programs and the colleges that provide the programs. Existing cost containment strategies may need to be re-examined in light of continuing demands to improve program quality.

7. To prepare all participants for higher levels of future academic achievement and/or skills training at home or abroad as well as employment enhancement at home.

This objective needs to be reconsidered. In regard to preparing the participants for higher levels of future academic achievement, the CASP training programs all have a vocational-technical emphasis found in terminal courses in U.S. community colleges, which in large part do not give credit transferable to a U.S. university. It is doubtful that credits for most of the technical courses would be granted by Central American universities. In order for the participants to receive transfer credit for those academic courses which are acceptable by U.S. universities, CASP will need to intercede with the higher education and university authorities in the Central American countries. As yet, it has not made such contacts. A few of the returned participants who are attending universities in Central America are receiving a few transfer credits from private universities based on their own petitions, but most of the returned participants studying in Central American universities have had to start from the beginning in their university.

As far as "higher levels ... of skills training at home" Central America has almost no such higher level skills training available.

8. Enhance the role of Central American universities in the economic and social development process through technical assistance linkages which expand and strengthen their institutional capabilities.

This objective may have been appropriate when CASP was to be an integral part of the International Student Exchange Program (ISEP). When ISEP virtually dropped completely out of the program, this objective was no longer germane and needs to be eliminated.

9. To expand and upgrade the employment skills base of participating countries, thereby enhancing prospects for broader middle-class attainment.

This study has shown that CASP has expanded and upgraded the employment skill base and has enhanced the possibilities for some of the participants to attain middle-class status. The number of participants trained is tiny in comparison with the population of the countries so that it is not realistic to anticipate a major change that, perhaps, this objective infers.

9. Lessons Learned and Recommendations

9.1 Summary

This chapter highlights recommendations designed to address lessons learned from the CASP evaluation. It addresses such issues as the need to improve promotion, recruitment, and selection procedures; better match CASP technical training programs with job needs of participants; provide more in-country ESL training so that participants can better utilize their time in the U.S. to improve technical knowledge and skill; provide clearer guidelines with respect to the role of the Experience America and homestay components of the program; promote closer cooperation between Georgetown and A.I.D. regarding cross-fertilization of experience; and review CASP's cost containment strategy in light of changes needed to improve program quality. The Chapter also contains a set of indicators that A.I.D. and Georgetown can use in the future to assess the long-term effects of CASP.

The following recommendations are based on an analysis and overview of the information gained by the five-person evaluation team:

- Review of the pertinent documents in the Georgetown University's CASP, A.I.D./Washington, and USAID mission files.
- Interviews with the key Georgetown CASP officers.
- Interviews with staff of A.I.D.'s Bureau of Latin America and the Caribbean, Division for Education, Science, and Technology.
- Interviews with the Central American CASP regional officers and CASP country coordinators and members of CASP country advisory boards and selection committees.
- Interviews with USAID mission directors and training officers.
- Interviews with 106 returned CASP participants.
- Case studies on 25 of these participants, five from each country.
- Visits to 21 of the CASP training institutions, which included interviews with administrators, faculty members, participants, advisory committee members, and host families.

9.2 Promotion, Recruitment, and Selection Procedures Need to be Strengthened

Lesson Learned: Existing CASP promotion, recruitment, and selection procedures constrain program quality and efficiency. Existing promotional and recruitment mechanisms tend to encourage a disproportionately large number of unqualified or overly qualified candidates. In-country selection procedures mitigate against each candidate being properly interviewed. Final selections do not adequately take into account the perspectives of the Country Coordinators and local members of the selection committee.

Recommendations

Georgetown should first modify its promotion and recruitment process in Central America, so that its systems respond to national concerns (e.g. relevance of training to the Central American job market) and community college needs (e.g. assessment of Central America credentials, language proficiency). Specifically CASP should:

- o Generate a pool of candidates who have a realistic chance of qualifying for the awards. To achieve this, CASP should list its 10 candidate criteria on all promotional materials. CASP should also require that documents supporting family income and grade point average accompany the pre-application.
- o Preselect the best candidates -- not more than three for each award available. CASP should conduct a rigorous review of economic need, GPA, leadership experience to date, the essay, the three recommendation letters.
- o Plan 30-minute interviews with each candidate, 12-15 interviews maximum should be conducted per day. Georgetown-CASP materials developed for conducting interviews (categories for evaluation and relevant questions) should be systematically utilized. Interview teams should continue to include a community college representative, an advisory Board member, an ex-CASP student, and the country coordinator, who should be team leader. Discussion of each candidate should follow interview. Substantive comments should be recorded by the team members. Ranking should return to a 1-5 system. Only the most outstanding candidates in all respects (economic need, academic achievement, motivation, leadership) should be ranked #1. Not more than 15 candidate dossiers should be sent for final selection panels in Washington. Within that group, the country evaluation team should clearly indicate who are the best, better, and acceptable candidates.
- o CASP should integrate the interview-evaluation process carried out in Central America with final selection at Georgetown. CASP should invite all country coordinators and community college representatives who interviewed to collaborate in selection and grouping of students for community college study program. Through detailed analysis of credentials and grading systems, CASP should form homogeneous groupings for training programs.
- o Stimulate further the flow of information crucial to professional program management from community colleges to Central America. Plan 2-3 day orientation visits to the colleges for Central America Coordinators. Brief them on the full range of CASP program elements: content of study programs, facilities, English language training, Experience America activities.
- o Forward up-to-date student academic and progress reports to Central American Country Coordinators and provide additional information that will enhance knowledge of the overall CASP community college programs in Central America.

9.3 Technical Training Programs Offered by CASP Should Better Address the Job Needs of Participants

Lesson Learned: The quality of the technical training provided by CASP will be a critical factor in determining whether or not the program matures. To date, CASP technical training programs have not been as effective as they might be for a variety of reasons including: lack of Community College capacity to develop relevant training in certain fields, e.g. agriculture; a failure to better anticipate the local job market; heterogeneous grouping of students of differing abilities in one academic cluster; and lack of adequate English language training.

Recommendations:

- o With regard to fields of study, management should: Consider the viability of fields in local job markets; consider the local demand for skills within a field, skills of a kind U.S. training could provide, and; rely on country coordinators, USAID missions, and other local expertise in advising on subject matter priorities for technical training.
- o With regard to training content, management should: consider the level of technical training that is appropriate to Central American countries (if that level cannot be made available through U.S. training, the field should not be offered); consider the degree of specialization needed in the training to provide CASP participants with skills marketable in Central America; consider the limited time (two years) available to CASP students for United States training when determining training content. This time must be used to the best advantage of the students.
- o With regard to community college program offerings, management should: select colleges and monitor their training programs on the basis of their ability to deliver training programs relevant to the job needs of Central American students; if new programs are mandated, they should be located at colleges with the expertise, the willingness, and the resources to implement the programs; provide assistance to the colleges by experts on Central American cultures, economic conditions and educational systems so that programs can be made more relevant.
- o With regard to placement of students once they return, management should: assist returning students to find jobs and arrange for course work to be recognized, certainly for purposes of continuing education. The possibility of agreements with Central American educational institutions should be explored carefully.

9.4 Consideration Should be Given to the Provision of More In-Country ESL Training so that Participants Can Better Utilize Their Time in the U.S. to Improve Technical Knowledge and Skill

Lesson Learned: A major constraint on CASP's ability to provide better technical training is that the participants vary so greatly both in their proficiency in English when they arrive in the U.S. as well as in their ability to learn a foreign language. So much time has to be devoted to teaching the participants English that some colleges find that they have to reduce the vocational-technical program or in some cases, overload the participants in later semesters. To solve these problems, CASP should:

Recommendations:

- o Offer ESL instruction in-country, reducing the amount of ESL that the community colleges need to offer;
- o Use the in-country ESL classes as a further screening device to weed out those who will have great difficulty learning English and will have limited benefit from instruction in the United States as well as those applicants who are not really highly motivated;
- o Because it is so essential that the participants learn English quickly and well if they are to benefit from the other instructional programs and really can "experience" America, emphasis needs to be given to ensure that all the English programs are as effective and efficient as possible. CASP needs to help the training with guidelines and other assistance for the English as a Second Language programs of Community Colleges;
- o ESL courses need to be standardized to the extent of establishing minimum requirements for hours per day and number of weeks of intensive English and, criteria need to be established as to when participants can be put into the mainstream in regular vocational-technical and academic courses.
- o To make the ESL classes most effective and easier to teach, participants should be grouped according to their level of English proficiency. More than one instructor should be employed in the multi-hour classes to avoid the tedium for both students and instructors; at the termination of the long-term instructional programs, participants should be tested using a standardized test to measure their overall proficiency in English.

9.5 The Objectives of the Experience America Component of the Program will be Most Fully Realized if Participants Succeed in Improving Their Job Related Skills

Lesson Learned: Currently, Experience America is implemented in a wide variety of formats and levels of intensity at community colleges. Activities range from homestays to formal courses on U.S. government. Although most of the participants thoroughly appreciate the opportunity that they have had to learn about life in the U.S.,

this is not the only motivation for applying to CASP. They are interested in a training program that makes it possible for them to get a good job and move up the economic and social ladder. Participating community colleges are uncertain about how to program for Experience America activities, and the relation of this component to the overall program.

Recommendations:

- o Project management should guide the colleges in how to work in Experience American activities without reducing the instructional program since the priority of the participants is to gain as much as possible from the coursework. Special courses in U.S. government and history, for example, may not be appropriate. Training-related Experience America activities such as internships and on-the-job training need to be explored. Homestays should continue to be an anchor of the Experience America component.

9.6 Better Management Practices Could Improve the "Homestay" Component, One of the Most Important Aspects of the Program

Lesson Learned: Assignment of students to host families is a key component of Experience America. Not only does it expose the students to American culture and values, but it is one of the most effective ways for them to learn English quickly, and also provides a support system and serves as a bridge to help them adjust to a strange new situation. In general, the host family program has been quite successful, but there are some aspects of it that should be reviewed and improved.

Recommendations:

- o Assignment to host families at the beginning of their stay seems to work best and be preferred by students. It provides a bridge to their entry into a new culture and helps them learn English. It also is more acceptable before they have gotten used to living in a dorm or apartment.
- o Assignments should be for a specific term of six months and should be reviewed at that time, extendable only by mutual consent of the student and family. An intermediate review at three months to detect and resolve any problems is advisable; this might be done informally through consultation by the coordinator with students, with further investigation only if there appears to be a problem.
- o Criteria for host families should be reviewed and standardized with a view toward selecting reasonably mainstream families for the purpose of exemplifying American culture and values and helping with English.
- o Structural disincentives within the program which discourage students from opting to live with families should be reviewed, including differentials in stipends which affect the students' economic situation and transportation constraints.

SUGGESTED INDICATORS

Input Indicators

- A. Applicants
 - Age
 - Income Level
 - Gender
 - Education
 - Grade Level
 - Academic Performance
 - Rural/Urban
 - Work Experience
 - Employment Level
 - Current Job
 - Income
 - Country
 - ESL Ability Level
 - Extent of participation in:
 - Civic Organizations
 - Clubs
 - Community Affairs
 - Leadership Experience
 - Training Needs

- B. Participants
 - Characteristics
 - Number Selected
 - By Country
 - By Year
 - Percent Selected by Applicant categories listed above
 - Perceptions
 - Views of the United States
 - Training Expectations
 - Employment Expectations

- o Better orientation should be provided for host families on Central American culture to help avoid problems related to provincialism, racism, and negative stereotyping toward Latins and to encourage families to help students develop and enjoy greater independence.
- o Similar recommendations apply to assignment of American roommates to CASP students, particularly with regard to appropriate matching bearing in mind the much more conservative upbringing of most Central Americans, especially women; and better orientation to both parties as to the other's culture, attitudes and values.
- o American provincialism and racism are the most negative qualities observed by CASP students and, while they clearly recognize many positive qualities in Americans, these negative perceptions are clearly counterproductive to the program's basic purposes. There is no way to avoid them, but CASP students should be better prepared to deal with them so they don't come as a shock and, to the degree feasible, more information on the students and on Central America should be provided to American students at the participating colleges and to the community at large. Some colleges have done an excellent job in this respect, but others have not.

9.7 A.I.D. and Georgetown Should Strive to Increase Collaborative Efforts in Support of CASP

Lesson Learned: The "earmarking" of CASP, and its special status as a cooperative agreement, have tended to mitigate against effective collaboration between Georgetown and A.I.D. At the country level CASP has tended, often with tacit mission support, to operate as independently as possible from USAID. Both the missions and CASP management have often perceived CASP as outside the domain of regular USAID programs. This perception has worked to the detriment of both CASP and USAID, depriving each of the experience and technical knowledge of the other. Many of the current constraints facing CASP, and identified in this report, perhaps could have been addressed more satisfactorily by now had stronger bonds been forged between A.I.D. and CASP.

Recommendations: Instead of emphasizing any differences which may exist between CASP and other A.I.D. programs, A.I.D. and USAID missions should recognize that CASP needs the same monitoring and assistance as other A.I.D. projects. A.I.D. should ensure that what is learned in other CAPS projects has influence on CASP, and in turn A.I.D. and USAID missions should apply lessons learned in CASP to CAPS projects.

9.8 CASP and A.I.D. Should Thoroughly Review CASP's Cost Containment Strategy in Light of the Structural Changes Needed to Improve Program Quality

Lesson Learned: By utilizing community colleges, and relying extensively on volunteers, low-paid, or junior level professionals, CASP has succeeded in getting an

ambitious program off the ground in a relatively cost effective manner. If CASP is to survive, improve its effectiveness and become a truly quality technical-vocational training program for disadvantaged Central American students, it should strive to implement badly needed changes in program administration and content. Many of these changes have been suggested in this report. The critical issue is whether or not CASP can institute such changes without modifying its cost structure.

Recommendations: CASP and USAID should conduct a thorough review of administrative and programmatic costs related to CASP. This review should focus on an analysis of those costs that will be associated with upgrading program quality. Analysts should look for a new cost strategy that preserves program integrity, enhances management capabilities and program content, and rationalizes cost. While this might seem like a difficult task to accomplish, it need not be. Implementation of many of the suggestions for structural improvement, e.g. more efficient selection procedures, greater targeting of program content, should result in greater operational efficiency and offset cost increases likely to be associated with other aspects of management improvement.

9.9 Suggested Database Indicators for Assessing the Impact of CASP Over Time

As part of its evaluation of CASP, the team was asked to develop a set of indicators that could be used to assess the impact of CASP.

The suggested indicators, presented in a chart on the following pages, cover input indicators, program indicators, and output indicators. A comparison of input and output data enables one to identify changes that have occurred in participants. The program indicators shed light on the reasons why these changes have occurred.

Input Indicators

These indicators are important for collecting baseline data to assess the success of CASP training efforts. It is suggested that data be collected on all applicants in order to be able to determine how closely the participants selected compare with the pool of applicants and, therefore, whether recruitment efforts are on target. Aside from the demographic data, the variables listed under Section A (Applicants) are the same as those listed for output indicators. The intent is to be able to determine what impact CASP has had on a participant's employment and income level, leadership skills, English, civic participation, and impressions of the United States.

In addition, it is recommended that baseline data be collected for each country on labor market needs (sectors, industries, and skills). With CASP's emphasis on vocational/technical training, it is important to ask whether the training that a country's participants receive relates to the country's needs.

Program Indicators

This set of indicators is to be used to collect data on the program as it is delivered and as it evolves over time. These variables describe the nature of the

training efforts and can help program planners monitor ongoing implementation to ensure that the various components are aligned with each other and with program objectives. They can also be used to help to understand what aspects of the program have been more or less important in producing program impact.

Output Indicators

As mentioned earlier, this set of indicators not only provides quantitative data on the number and types of participants who complete training, but also assesses the impact that CASP training has had on a participant's employment and income level, leadership skills, English, civic participation, and impressions of the United States. These indicators, together with the input and program indicators, will help A.I.D. and Georgetown University understand how CASP has made a difference and why.

Program Indicators

- A. Participant Recruitment/Selection Process
 - Selection Criteria
 - Interview Protocol

- B. Training Institutions
 - Number of Institutions
 - Types of Courses Provided
 - Level of Instruction (by type of course)
 - Percent of Instructional Time on:
 - Technical/Vocational Training
 - Experience America
 - ESL
 - Leadership Training

- C. Labor Market Needs of Each Country
 - Priority Sectors
 - Priority Industries
 - Priority Skills

- D. Cost
 - Total Cost Per Participant
 - Cost Per Participant Month
 - Program Costs
 - In-Country Orientation and Training (by country)
 - Community College Costs
 - Follow-up Costs
 - Administrative Costs
 - Georgetown Central Administration Costs
 - In-Country Costs
 - Community College Administrative Costs
 - Direct
 - Indirect

Output Indicators

- Numbers Who Complete Training by:
 - Age
 - Rural/Urban
 - Country
 - Income Level
 - Gender
 - Type of Training
 - Location of Training
 - Skill Level
 - Academic Achievement Level

- Employment and Income Level
 - One Year Later
 - Three Years Later
 - Five Years Later

- English Language Level

- Extent of Participation in:
 - Clubs
 - Civic Organizations
 - Community Affairs

- Leadership Skills

- Perception:
 - Views of the United States
 - Skills Learned
 - American Values Learned
 - Value of Training

APPENDIX 1

SCOPE OF WORK FOR PROJECT EVALUATION

GEORGETOWN UNIVERSITY CENTRAL AMERICA SCHOLARSHIP PROGRAM (CASP)*

I. THE PROJECT

In 1984, the National Bipartisan Commission on Central America (NBCCA) presented its recommendations for U.S. activities in Central America, including developments in the education sector. Congress approved the Central America Initiative (CAI) in August 1985 as a five-year, \$8.4 billion A.I.D. program that responds to the major recommendations of the NBCCA. The CAI is based on a comprehensive strategy for achieving economic, social, and political stability and recovery in the region. The CAI includes a major scholarship program -- the Central America Peace Scholarship (CAPS) program. CAPS forms the major portion of the Caribbean and Latin American Scholarship Program (CLASP) which, between 1985 and 1993, will provide training in the United States to over 12,500 individuals.

During the 1950s and 1960s, A.I.D. invested heavily in participant training, but during the 1970s its level of investment -- and concomitantly the number of trainees -- declined drastically. From 1972 to 1982, U.S.-sponsored training declined 52 percent, whereas Soviet-sponsored training increased 200 percent (700 percent in Central America alone between 1977 and 1982). In 1983, the initiation of two projects -- the Caribbean Basin Scholarship Fund (500 trainees) and the LAC Regional Training Initiative I (670 trainees) -- reversed the decade-long downward trend in U.S. scholarship programs. CLASP has reestablished the importance of U.S. scholarship programs in the Latin American and Caribbean (LAC) region.

Components of CLASP

CLASP consists of four regional projects:

- the Central America Peace Scholarships (CAPS), providing training for 8,500 individuals from Belize, Costa Rica, El Salvador, Guatemala, Honduras, and Panama, from 1985-1993. The Central America Scholarship Program (CASP), the subject of this evaluation, is managed by Georgetown University, and operates under the aegis of CAPS;

* Answers to the questions posed are to be found in the section number of the Report listed in the margin to the right of the respective question.

- the LAC Regional Training Initiative II (LAC II), providing training for 770 individuals from South America and the Caribbean during the first phase (1985-87), and limited training between 1987-89 for individuals from the advanced developing countries (ADCs) of the region (Brazil, Mexico, Paraguay, and Uruguay);
- the Presidential Training Initiative for the Island Caribbean (PTIIC), providing training for 1,750 individuals from the Dominican Republic, Haiti, Jamaica, and the nations of the Eastern Caribbean (from 1986-89); and
- the Andean Peace Scholarship Program (APSP), providing training for 1,740 individuals from Bolivia, Colombia, Ecuador, and Peru (from 1987-90).

Goals of CLASP

The basic goals of CLASP are: (1) to strengthen the manpower resources of the region through training in skills essential for social, economic, and political development, and (2) to strengthen the mutual ties of friendship and understanding between the countries of the LAC region and the United States. Above all, CLASP seeks to forge permanent relationships between citizens of the Latin American and Caribbean region and citizens of the United States.

Selection Criteria for Peace Scholars

Key to the success of CLASP is the trainee selection process. CLASP targets individuals and groups who have traditionally lacked access to training in the United States. Trainees (Peace Scholars) are selected based on their economic need, leadership potential, and membership in a special-concern group. Special-concern groups, as defined by A.I.D., include women, youth, the rural poor, the minority populations of the region, and future leaders. Seventy percent of the trainees must come from disadvantaged groups, and forty percent must be women.

Peace Scholarship Programs

Fundamental to the scholarships funded by CLASP is the "Experience America" component. Not only does CLASP provide academic and technical training, it also provides trainees with the opportunity to get to know U.S. citizens and institutions

both professionally and personally through internships, homestays, and contacts with civic and community groups. Students live and work with U.S. citizens, thereby forming lasting relationships and achieving an understanding of the American way of life.

Long-term training consists of training primarily at the undergraduate level; such programs last from nine months (two academic semesters) to four years. Short-term training consists of group programs that last from one to nine months, with preference given to programs of three months or longer. Attainment of a degree is not the major objective of CLASP training; rather the objective is a program that combines academic and practical training and involves the trainee in U.S. institutions, values, and ways of working. CLASP encourages the development of innovative programs that meet the needs of special groups.

CLASP provides comprehensive training services beginning with recruitment, screening, and selection through evaluation and follow-up activities after the trainees have returned to their countries. Contractors are responsible for providing orientation, remedial training, placement, guidance, and monitoring services for the trainees.

Finally, CLASP includes special follow-up procedures to help the trainees maintain ongoing professional and personal relationships with the United States after they return to their own countries and to help develop a group identity for CLASP trainees.

Management of CLASP

Containing the costs of training while providing training of high quality is an important element of CLASP. Management procedures have been developed to reduce the costs of the program and improve the quality of record-keeping. Cost containment is achieved through the use of a computerized training cost analysis system and special guidelines to the missions. Reporting and record-keeping are facilitated through the use of the Participant Training and Management System (PTMS) and evaluation is facilitated through a computerized information system (CIS). Comprehensive procedures are in place to generate data for formative and summative evaluations.

The Central America Scholarship Program (CASP)

The Central America Scholarship Program (CASP), under the aegis of the Central American Peace Scholarship Program (CAPS), was initiated in 1985 when Congress earmarked two million

dollars for the International Student Exchange Program (ISEP) at Georgetown University. The purpose of the earmark was to take advantage of Georgetown University's facilities and experience to train participants from Central American countries and to test ISEP's utility as a model of cost containment and cost reduction measures that might be adopted by the other bilateral CAPS programs. In addition, the earmark was to assess ISEP's ability to meet the program targets and to implement the program in a timely and effective manner.

ISEP was suited to manage services for Peace Scholars because of its experience with a network of community and technical colleges and universities in the United States and its resources for implementing Government-sponsored education and training programs for citizens of other countries. Georgetown University has had wide experience in developing English-as-a-second language (ESL) programs for foreign students as well as in studying the problems foreign students experience in adjusting to the United States.

Following its initial earmark in 1984, Congress earmarked \$4 million dollars to Georgetown University in 1986, an additional \$6 million dollars in 1987, and an additional \$10 million dollars in 1988. After four years of these Congressional reservations, it is now appropriate that a comprehensive evaluation take place.

Evaluation of CASP

This evaluation will not only contribute to the growing body of literature on participant training programs, but it will, through a systematic and comprehensive analysis of the design, management, and implementation of the CASP program, present successful strategies and practices that can improve participant training programs in general, and the Peace Scholarship programs in particular. By focusing on the innovations developed in the CASP program, the evaluation should also identify state-of-the-art practices in participant training. The program's focus on the training of special groups (e.g., the socially and economically disadvantaged, minorities, the rural poor, women) should help to improve the strategies used to train such individuals and offer preliminary conclusions about the benefits of such training. The evaluation will also offer data on Georgetown University's training programs that can be compared with data on the other bilateral programs managed by A.I.D. Missions and contractors.

II. GENERAL OBJECTIVES OF THE EVALUATION

This evaluation has five general objectives:

- I. to describe the historical development of CASP, its relationship to the development of the CLASP policy guidance, and the degree to which CASP follows the overall CLASP policy guidance;
- II. to assess the extent to which the CASP program meets the specific objectives set forth in the A.I.D. - Georgetown Cooperative Agreement and to assess the effectiveness of the strategies that were designed to meet those specific objectives;
- III. to examine the design, management, and implementation of the CASP program and to identify the strengths, weaknesses, and lessons learned from the activities;
- IV. to assess the preliminary effects of the CASP program on the target populations; and
- V. to examine the cost effectiveness of the CASP program.

III. QUESTIONS TO BE ANSWERED BY THE EVALUATION

To meet each of the general objectives of the evaluation (which will be referred to throughout this Scope of Work as the Evaluation Objectives, to distinguish them from the specific objectives of the CASP program), the evaluator will answer the questions that are posed in this section. During the first week of the evaluation, the evaluator will develop a methodology for responding to these questions, taking into account the methodological guidance presented in Section VIII below.

EVALUATION OBJECTIVE I.

To describe the historical development of CASP, its relationship to the development of the CLASP policy guidance, and the degree to which the CASP program follows the overall CLASP policy guidance.

Historical development of CASP

During the first week of the evaluation, the evaluator will identify the appropriate historical documents and individuals to be interviewed.

Development of policy guidance

The CLASP policy guidance was first presented in the CLASP project paper [Ref. 3.] on March 30, 1987, almost two years after the Georgetown CASP program began. Both the criteria used by CASP and those used by CLASP evolved simultaneously. It is important, therefore, that the evaluator examine the evolution of the policy guidance. Although originally not binding on CASP, the CLASP guidance is now binding on all participant training activities included under CLASP.

Included in the description of the history of CASP and the development of the CLASP policy guidance, the evaluator will answer the following questions:

- How did the CASP program originate? Chapter 3.1
- How did the CLASP policy guidance evolve? Appendix 7

Selection Criteria

The CLASP project paper [Ref. 3.] stipulates that all trainee candidates are to be selected according to the following criteria:

- their demonstrated leadership potential;
- their vulnerability to Soviet Bloc and Cuban influences;
- their demonstrated potential to contribute to priority development efforts in their countries; and
- their membership in a special-concern group (e.g., women, youth, rural poor, minority populations of the region, and future leaders).

Subsequent policy guidance [Ref. 4.] expands further on this guidance and establishes an explicit set of criteria for trainee selection and program implementation (see below). To describe the activities of CASP in the evolution of the CLASP policy guidance, the evaluator will answer the following questions for each of the criteria:

- Does the CASP program meet each of the criteria listed below?
- What are the strategies used by CASP to implement these criteria?
- How effective are the strategies in implementing the criteria?

Criteria under CLASP policy guidance

Chapter 7.5

1. Seventy percent disadvantaged. Over the life of the project, no less than 70 percent of trainees shall be socially and economically disadvantaged.
2. Forty percent women. At least 40 percent of the trainees shall be women.
3. No politically or economically elite. For the remaining 30 percent who may be selected for their strong leadership potential and other special characteristics, caution must be exercised to avoid appearance of favoritism toward special groups.
4. Thirty percent long-term. Thirty percent of the trainees must be long-term (i.e., nine or more months of training).
5. No training for fewer than four weeks. No training may be implemented for a period of less than four weeks.
6. Training Cost Analysis (TCA) in reporting. All countries will use the TCA procedures for documenting costs.
7. Experience America. Trainees shall be given opportunities to become involved in the daily lives of individual American families and activities of community and professional organizations.
8. Cost containment. Procedures will be implemented to reduce and contain costs.

9. Follow-on. Follow-on activities will be implemented to assist returned trainees to become readjusted to their home countries and to find employment.

EVALUATION OBJECTIVE II.

To assess the extent to which the CASP program meets the specific objectives set forth in the A.I.D. - Georgetown Cooperative Agreement and to assess the effectiveness of the strategies that were designed to meet those specific objectives.

The specific objectives of the CASP program were first presented in Georgetown University's "Proposal for a Cooperative Agreement entered into between the United States Agency for International Development and Georgetown University for the Central America Students Project, (1985) [Ref. 1.]. The terms of the contract were presented in the Cooperative Agreement, (March 27, 1985) [Ref. 2.].

During the first week of the evaluation, the evaluator will meet with Georgetown University and A.I.D. LAC/DR/EST to discuss the interpretation given by Georgetown to each of the specific objectives in the original Cooperative Agreement and the subsequent amendments and the way that Georgetown has operationalized these objectives (i.e., the relationship of the objectives to the CASP program strategies and activities). The evaluator will then present to the Chief, LAC/DR/EST, a methodology for assessing the extent to which Georgetown University has met these objectives and for assessing the effectiveness of the strategies Georgetown has developed to achieve the objectives.

Both in the Proposal and in the Cooperative Agreement, the specific objectives of the CASP program were stated as follows:

Specific Objectives of CASP

Chapter 3

1. To test the capability of ISEP in carrying out the National Bipartisan Commission on Central America's (NBCCA) recommendations in education and training activities in the most efficient, effective, and cost-effective manner utilized to date in the provision of similar services such that all actions will be complementary to the A.I.D. programs developed to address the Commission's concern.

2. To provide training relevant to the development needs of Honduras, Guatemala, El Salvador, Costa Rica, Belize, and Panama through an equitable distribution of available resources among the participant countries.
3. To implement this A.I.D./W funded project for the purpose of demonstrating soundness of design and objectives.
4. To offer disadvantaged Central American youngsters and those already employed, the opportunity to study in the United States to improve the range and quality of currently available educational alternatives.
5. To build an important educational link between the U.S. and Central America -- including providing participants with a meaningful understanding of and appreciation for U.S. political and economic institutions.
6. To reduce the costs traditionally incurred by A.I.D. for similar participant training and technical assistance programs such that participants acquire appropriate skills training in accordance with labor market demand.
7. To prepare all participants for higher levels of future academic achievement and/or skills training at home or abroad as well as employment enhancement at home.
8. Enhance the role of Central American universities in the economic and social development process through technical assistance linkages which expand and strengthen their institutional capabilities.
9. To expand and upgrade the employment skills base of participating countries, thereby enhancing prospects for broader middle-class attainment.

EVALUATION OBJECTIVE III.

To examine the design, management, and implementation of the CASP program, and to identify the strengths, weaknesses, and lessons learned from the activities

In each of the following areas, the evaluator will assess the strengths, weaknesses, and the lessons learned. The evaluator will interview CASP staff, A.I.D./W and Mission

personnel, community college and training institution staff, CASP field personnel, and returned participants. Current participants will be interviewed to ascertain their perceptions on each of the issues and their suggestions of ways that the program can be improved.

Recruitment and selection procedures

- What procedures are used to recruit potential trainees to meet the CLASP selection criteria? Chapter 5.2
- How effective are these procedures? 5.2 and 9.3
- How are the selection panels recruited and selected? Chapter 5.2
- What is the demographic makeup of the panels? (e.g., men/women, rural/urban, etc.) Chapter 5.2
- What are the characteristics of the candidates who are not selected? (e.g., region, current employment, educational background, employment history).
- What procedures are followed to interview prospective trainees? Chapter 5.2
- What questions are asked the prospective trainees during their interviews and how are the responses evaluated? Chapter 5.2
- What role have local A.I.D. Missions played in trainee selection? Chapter 7.3,7.6
- Are the Missions satisfied with their level of involvement? Chapter 7.3,7.6
- Is the CASP staff satisfied with the level of Mission involvement? Chapter 7.3,7.6
- To what extent are the Missions able to handle the work required of them to support the CASP program activities? Chapter 7.3,7.6

Selection of training institutions

- What criteria are followed to select U.S. training institutions that meet the needs of the CASP participants? Chapter 3.5, 4.2,4.4
- How were these criteria developed?
- What effort has been made to obtain the highest quality training institutions? (i.e., quality of faculty, quality and level of instruction, specialized curriculum, facilities) Chapter 3.5 and 4
- What efforts are made to determine the suitability of the training institutions and the communities to deal effectively with foreign students? Chapter 3.5 and 4

Assignment of trainees to colleges/training institutions

- What analytical process is used to identify the development needs of the countries from which trainees are selected? How are the country employment trends predicted? Chapter 3.5

- What analytical process and what criteria are used to identify students' interests and capabilities and to help define their career goals? Chapter 3.7
- What procedures are used to match students with suitable training institutions? How effective are these procedures? Chapter 3.5, 5.4
- To what extent is there a match between the trainees' interests and career goals, the countries' development needs, and suitable training programs in U.S. institutions? Chapter 5.2, 5.3
- To what extent are the courses and the curriculum relevant to the job markets in the trainees' home countries? Chapter 6.5
- What is the demonstrated effectiveness of grouping students at training institutions homogeneously by skill area? Chapter 6.4
- How are trainees assigned to specific institutions? Chapter 5.4

In-country coordinators

- What is the role of the country coordinator? Chapter 3.6,5.1
- How is the country coordinator selected? Chapter 3
- How effectively does the country coordinator fulfill the role? Chapters 3 and 5
- What is the nature of the country coordinator's interaction with the local A.I.D. mission? Are local A.I.D. personnel satisfied with this interaction? Chapter 8.6
- Are the country coordinators satisfied with their interaction with the local A.I.D. Mission personnel? Chapter 8.6

U.S. monitoring

- How are trainees monitored while they are studying in the U.S.? Chapter 5.5
- How effective is the U.S. monitoring in anticipating and resolving problems that arise? Chapter 5.5
- For what purpose were data elements selected? (i.e., what monitoring tasks are data designed to assist?) Chapter 5.5
- Is there a mechanism for monitoring student learning? Chapter 4.9
- How effective are the data collection procedures for developing a standardized data base? Chapter 3.4
- To what extent have data on trainees been used for improving the skills training across programs? Chapter 7.3

Provisions for implementation of Experience America

- How has Experience America been defined by the Georgetown CASP program? Chapter 4.7 6.10
- How has Experience America been implemented? Chapter 4.7,6.10
- How effective has the implementation been? Chapter 9.7

- What innovative activities and practices have been developed that can be disseminated to other programs? Chapter 9.9
- What strategies have been developed and implemented to involve trainees in community life? Chapter 4.7,4.8
- How effective are these strategies?
- To what extent have community college/training institution personnel (e.g., faculty, guidance counselors) and community groups and individuals been involved in implementing the activities of Experience America? Chapter 4.7
Chapter 4.7

Follow-on

- How was the follow-on program designed? Chapter 3.7
- How has the follow-on program been implemented? Chapter 3.7,6.10
- How effective has the implementation been? Chapter 6.10, 6.18
- What innovative activities and practices have been developed that can be disseminated to other programs? Chapter 6.18
- To what extent have students been successful in receiving credit for the training they received in the U.S. in local training institutions? Chapter 6.9
- Once students return to their home countries, to what extent have they been successful in resuming their studies at the appropriate level with the intention of completing their licenciatura in local universities? Chapter 6.9
- To what extent have returned trainees required and been given additional training as reinforcement for their training in the U.S.? Chapter 6.9
- What procedures have been followed to assist returnees to find employment? Chapter 3.7
- How successful have these efforts been?
- How many of the returned trainees are currently employed? Chapter 6.18
- At what level in the organizational hierarchy (e.g., middle management) is the returned trainee currently working? At what level was the trainee working prior to U.S. training? Chapter 3.7
Chapter 6.18, 5.2
- How many of the trainees are employed in the area in which they received training? Chapter 3.5,3.7
- How many returned trainees are enrolled in school? Chapter 3.5,3.7
- How many are still unemployed? Chapter 3.5,3.7
- What prospects do they have for finding employment that uses the skills they obtained during their U.S. training? Chapter 3.5,3.7

English-as-a-second language (ESL) training

- How is ESL training carried out? Chapter 4.6,6.6
- To what extent is the English language training determined to be suitable for the needs of the students? Chapter 4.6,6.6
- How does the English language achievement among trainees vary from institution to institution? Chapter 4.6,6.6

- What differences exist in the type and duration of training provided to the trainees? Chapter 4.6,6.6
- What innovative practices have been developed that can be disseminated to other programs? Chapter 4.6,6.6

Central administration of CASP

- How is CASP structured to manage the program (e.g., staff composition, reporting relationships)? Chapter 3.4,4.4
- How does CASP determine policies as they relate to the administration of the program? Chapter 3.4,4.4
- What procedures are followed in monitoring the CASP administration, what is its accountability, and how effective is the oversight? Chapter 3.4,4.4
- What effect does the direct Congressional earmark play in the design, administration, implementation, and monitoring of the CASP program? Chapter 3.4
- What are the roles of the members of the CASP staff? Chapter 3.4,4.4
- What are the qualifications of the staff? Chapter 3.4,4.4
- What is the adequacy of the staff for handling the specific jobs to be carried out? Chapter 3.4,4.4
- In what detail and to what degree of clarity are the roles and responsibilities delineated? Chapter 3.4,4.4
- What is the relationship of the central staff to the community colleges and training institutions? Chapter 3.4,4.4
- What is the adequacy of the accounting and administrative systems? Chapter 3.4,4.4
- What is the adequacy of the communications with A.I.D./W, the community colleges, training institutions, country coordinators, field missions? Chapter 3.4,7.3
- What procedures are followed for monitoring and providing feedback to the field? Chapter 3.4,7.3

EVALUATION OBJECTIVE IV.

To assess the effects of the CASP program on the target populations

Although it is too early to evaluate fully the impact of the CASP program on the target populations, it is possible to assess the effects of the program to date and to develop a set of indicators to predict the effects of the program over time on the population of trainees. As of October 1, 1988, a total of approximately 400 trainees have returned to their home countries. The distribution of returned trainees in each country is approximately:

Belize	65
Costa Rica	65
El Salvador	30
Guatemala	70
Honduras	80
Panama	85

The evaluator will be able to interview a representative sample of these returnees in their home countries to learn about the immediate effects of their training and to develop a methodology for assessing the effects over time.

To meet this Evaluation Objective, the evaluator will

- identify appropriate indicators to assess the effects of CASP on the target populations,
- develop a methodology for determining the long-term effects of the program, and
- offer preliminary conclusions concerning the long-term effects of the program.

Because seven out of the nine specific objectives of the CASP program (see discussion on specific objectives of CASP under Evaluation Objective II, and also see Refs. 1. and 2.) address the effects of the program on the target populations, the evaluator will, in addition to looking at other aspects, review the questions posed below as they relate to the effects of CASP on the target population. As a result of the meetings the evaluator is to hold with Georgetown University to discuss Evaluation Objective II (including Georgetown's interpretation of the specific objectives and the relationship of the objectives to the program's strategies and activities), the questions below may be modified.

- To what extent is the training relevant to the development needs of the participating countries? (see specific objective 2. and questions posed in Evaluation Objective III, "Assignment of trainees to colleges/training institutions.") Chapter 6.3, 8.3, 7.2
- Is there an equitable distribution of available resources among the participating countries? (see specific objective 2.) Chapter 7.6, 8.3
- Has CASP improved the range and quality of currently available educational alternatives for disadvantaged youth and those already employed? (see specific objective 4.) Chapter 6.2, 7.3

- What is the range of educational alternatives provided to these youth? Chapter 4.1
 - To what extent has CASP identified and trained students who were previously denied admittance into home country institutions? Chapter 4.1
 - To what extent has the CASP program provided trainees with a meaningful understanding and appreciation of U.S. political and economic institutions? (see specific objective 5.) Chapter 6.10, 6.16, 4.6
- To answer this question, the evaluator will compare responses of trainees, family members, and associates of returned trainees with a control group of individuals not acquainted with returned trainees to assess their attitudes about the U.S.
- Do the trainees acquire appropriate skills training in accordance with labor market demand? (based on appropriate analyses of country conditions) (see specific objective 6.) Chapter 3.7, 4.10, 6.3 7.2
 - Does the CASP program prepare trainees for future educational opportunity, skills training, or employment enhancement? (see specific objective 7.) In relationship to their peers who have not received U.S. training, and analyzed by each group (e.g., women, disadvantaged youth, rural youth, etc.), Chapter 7.3
 - To what extent are returnees employed and promoted? Chapter 3.7, 6.17
 - To what extent are returnees provided additional training? 7.3, 8.3
 - To what extent are returnees' incomes increased as a result of their U.S. training? Chapter 7.3, 9.3
 - Are returnees satisfied with the preparation provided to them by their training programs? Chapter 7.2
 - To what extent has the CASP program enhanced the role of Central American universities in the economic and social development process (see specific objective 8.) Chapter 7.6
 - Is the CASP program improving the employment skills base of the participating countries? (see specific objective 9.) Chapter 6.17, 7.6
 - Does the training increase the mobility of socially and economically disadvantaged individuals throughout the social and economic system? (see specific objective 9) Chapter 3.7, 7.6

- How are the returned trainees currently distributed throughout the economic system (e.g., business, industry, commerce, agriculture, government) and at what level are they in the hierarchy?
- How many returnees have moved into entrepreneurial positions?
- How many trainees have developed relationships or have concrete plans to develop relationships with the private sector in the U.S. as a result of their CASP training?

To answer the questions related to the enhancement of trainees' employment opportunities, the evaluator will conduct interviews and administer questionnaires to trainees who have returned to their home country for a period of at least three months, and with their former employers, current employers, family members, school personnel, members of civic associations, and church officials.

Case Studies

Using participant observer research methods (see VIII. Methodology), the evaluator will identify a minimum of five returned trainees in each country, representing the range of trainees (according to age, sex, area of study, rural/urban origin, socio-economic group, etc.), to develop case studies. In addition to describing the experiences and the perceptions of the returnees, the evaluators will answer the following questions through interviews with current and previous employers and other associates of the returnees:

- To what extent have there been changes in work performance, skills, motivation, attitudes toward work, and initiative on the part of returned trainees (based on perceptions of those interviewed)? Chapter 6.17, 7.3
- How do the returnees rate each aspect of the program? (see criteria under Evaluation Objective I). Chapter 6, 7.3

EVALUATION OBJECTIVE V.

To examine the cost effectiveness of the CASP program.

- Has CASP reduced the costs traditionally incurred by A.I.D. for participant training? (see specific objective 6.) Chapter 7.7,8.3
- What strategies has CASP used to reduce and contain costs? Chapter 7.7
- How do the costs of CASP compare with those of similar training implemented by A.I.D. Missions and contractors? Chapter 7.7
- (i.e., similar training institutions and target groups, etc.) Chapter 7.8
- How do the administrative costs per CASP trainee compare to the administrative costs of other CLASP contractors? Chapter 7.7
- What have been the administrative costs in relationship to the costs of training? Chapter 7.7
- What proportion of the costs have been supported by public or private entities within the countries?
- What proportion of the costs have been assumed by the Missions? (i.e., the costs of the support provided by the Missions for the processing of CASP students and for recruitment and selection activities) Chapter 7.7, 8.6

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Appendix 2

PROTOCOLS FOR ALL INTERVIEWS

CASP
FRAMEWORK FOR COMMUNITY COLLEGE SITE VISITS

The EDC team person travelling to each campus should contact the appropriate person at the community college with enough lead time to have him/her arrange the schedule. We will need to rely on the CASP coordinator to attach names to the categories. Find out if the CASP coordinator has suggestions of other people involved with CASP whom we should also see (for example, people who were formerly involved with the program). In addition to arranging the schedule, it would be useful for the coordinator to provide a listing of grade point averages and English proficiency scores, if available. From the information that I have been able to dig up, this information does not exist. (There are grade report forms that each school is supposed to fill out for each student, but these forms were not in the files that I looked at.)

Each traveller will be responsible for making his/her own travel arrangements through Destinations Unlimited at (617) 787-5750 and working with Mary Lou on financial arrangements. Each team member will also be responsible for writing to the CASP coordinator after each trip to acknowledge the assistance provided in the evaluation visit and providing a site visit report (format follows) to Chuck Green.

The agenda below provides a general outline regarding the categories of peoples we need to talk to and the approximate distribution of time during a two-day site visit. Variations are allowed (the length and content of a visit to a school that currently has no students or to St. John's schools should be modified according to the particular situation), but since four different people will be undertaking these visits, the information gathered and presented needs to be fairly standard to be of use. The schedule may need to be rearranged depending on the arrival and departure times of the evaluator.

Day 1

Meet with:

- o CASP coordinator and staff: (1-2 hours)
This may need to be broken-up into two sessions, due to the amount of information to be covered. Remaining questions can be addressed in the debriefing session on the second day.
- o CASP Advisory Board: (1 hour)
(If this is the same group as "others in the community" listed below, combine the interview times. Also, meetings with host families and CASP Advisory Board Members are combined at some sites. In this case, interview protocols for host families and Advisory Board Members can be combined.)
- o (Former staff, if still on campus) (time will vary)
- o General administration: (1/2 hour)
- o ESL Coordinator and teachers: (1 hour)
- o Academic course teachers: (1 hour)
- o Host families: (1 hour)

Observe:

- o Academic classes (1 hour)

(Goals of class observation are to see how students and teachers interact; assess whether classes are appropriate level for students; evaluate whether teachers and methodology are appropriate for CASP students; and to ascertain whether classes are contributing to the overall goals for CASP. This is a tall order for a few hours and very subjective, but should help to piece together information received in interviews.)

Day 2

Meet with:

- o The entire group of CASP students (1 hour)--students who wish to speak to the evaluator, who are not scheduled for an individual appointment, can be invited to make an appointment. No interview protocols will be set for this group.
- o 5 (or so) individual meetings (45 min. to one hour each) plus time for "drop-ins." (The evaluator should give the CASP contact the names of a good selection of students from the school roster provided and ask him/her to set up the interviews.) Interview protocols will be set for individual talks.

Observe:

- ESL Classes: (1 hour)
- Academic classes: (1 hour)

Debriefing:

- Meet with CASP coordinator: (1 hour)

Purpose: To ask remaining questions, if any, to thank CASP coordinator, and report on how visit went. (Coordinator may want to know what we think of program, but we should refrain from giving judgments.)

SITE VISIT REPORT FORMAT

Kathleen Sellow will prepare site visit reports of the first four institutions she visited. This information will be used to contribute to the final report. She will use the following format and suggested headings as a guide when preparing site visit reports:

TRIP REPORT

Visit to:

(name of institution & address)

Date of visit:

People visited:

(names of key people visited; ie, CASP Coordinators, administrators, etc.)

People/person making visit:

Purpose of visit:

To:

.
. .
.

Report prepared by:

Overview of Activities/Background Information/Introduction

One or two paragraphs giving background information about institution - Describe who we saw, what we did.

Findings

Organize headings by person or categories of people we saw (i.e., talks with CASP coordinator and other administrators; talks with participants, etc.), or by activity (i.e., classroom observations). Use protocol as a general guideline to discuss major categories of information under these headings.

Summary of Findings

One or two paragraphs highlighting major findings/observations gleaned from visit.

SITE VISIT INTERVIEW PROTOCOLS

Attached are the protocols for the different types of interviews. Some of the questions for which we need the answers cannot be asked directly, but answers gleaned from the environmental and class observation. Also, for schools that offer/offered short-term training, keep in mind how these questions relate to their particular situations. For St. John's students, use protocols as appropriate (For these students it is important to find out what they understand CASP to be and whether they feel they are part of the program).

P/CC

PROTOCOL - CASP COORDINATOR AND STAFF

General Background Information

- i. How does institution primarily serve community?
 - o First two years of University education?
 - o Vocational education?
 - o Other? (serves community at-large)

Administrative Relationships

1. Describe overall job responsibilities:
 - o CASP responsibilities
 - o other responsibilities
 - o How much time do you devote to CASP responsibilities (full/part-time)?
 - o What help do you get from other staff members? (assistants? volunteers?)
 - o How long have you been in the position?
2. Where does CASP fit into the general c.c. structure-- describe relationship of c.c. to GU.
 - o With whom does coord. communicate at GU?
 - o What is the nature of the relationship?
 - o What are the reporting requirements to GU?
 - o What are GU's responsibilities to the c.c.?
 - o Has coord. visited GU? for what purpose?
 - o Has GU visited c.c.? how often?
 - o What happens on a GU monitoring visit?
3. Does c.c. communicate with other CASP colleges? What relationship does it have?
4. What, if any, relationship does c.c. have with other c.c.s in the local area? What relationship does CASP have with other c.c.s?

History of CASP

1. Describe history of CASP program at c.c.
 - o How did c.c. learn of program?
 - o How did c.c. become a CASP college?
 - Were they contacted by GU?
 - Did they contact GU? Did they write a proposal?
 - Were they evaluated as a possible CASP college by GU?
 - Were academic programs evaluated?
 - Were ESL programs evaluated?
 - Was community acceptance of program evaluated?

(Get a sense of whether the CASP coordinator is aware of/involved in the larger political picture of CASP.)

Foreign Student Services

1. What foreign student services and personnel were available before CASP came to the c.c.?
 - o How many foreign students did you have before CASP?
 - o What services have been developed specifically for CASP?
 - o Has c.c. been able to use these new services to attract other foreign students?

(Get a sense of how much of the program is institutionalized and how much has been developed especially for CASP)

Financial arrangements

1. What is the cost of 21/24-month program/student? (How much does GU pay institution?) (If short-term--cost of short-term program? If you have done similar short-term programs, are costs comparable to those other programs?)
 - o (ask to see program budget.)
2. Does this include all administrative and program costs?
3. Does c.c. make a financial contribution to program?
4. Does GU cover any additional costs?
5. Does the CASP group get a break in costs? (as opposed to other students)
6. How are funds administered? (Personnel hired on CASP budget, other expenses)
 - o Are funds received on time?
 - o What are financial reporting requirements?
7. What amount do students receive as a living allowance? What other allowances do they receive?

Selection and Admission of Students

1. How are students selected?
 - o Who selects the students?
 - o Does c.c. have a role? (What role is that?)
 - o Who analyzes prior academic background of students?
 - o How well has this selection process worked?
2. Describe admissions process and requirements for CASP students.
3. Describe admissions process and requirements for other students/other foreign students.
4. Is there an English proficiency requirement for CASP students/for other foreign students?
5. How much advance time does the c.c. have from the time it receives news of the approved program and it receives the slate of students? (What does the calendar look like, from the time their program has been approved to the time they receive students?)

Program Design

1. Does c.c. have input about which fields of study it will offer? Does GU have input?
2. How was short-term vs. long-term decided?
3. What is the relationship of program to development needs in C.A.?
4. What goals are programs designed to meet? (are future employment or educational goals in mind?)
5. Describe program components:
 - o orientation
 - o ESL
 - o academic program
 - o Experience America
6. What input, (if any, does GU have in the design of the academic curriculum?)
7. Which components have worked well?
8. What modifications have been made in the program since the beginning?
 - o Whose decision was it to make these modifications and what spurred the modifications?
9. Which components need work?
10. Has c.c. had both long and short-term CASP students?
 - o How do program components differ in these programs?
 - o Are students different in long and short-term programs?
11. What degree do CASP students receive?
What are the c.c.s general graduation requirements?
 - o Are requirements different for CASP students?

Student Performance

1. How are students performing:
 - o ESL? How is progress measured?
 - o academic
2. Comparison between performance of:
 - o CASP and domestic students
 - o CASP and other foreign students
3. Do students have:
 - o academic advisors?
 - o foreign student advisors?
4. To whom do students go when they have problems to resolve?

(Also ask to see any academic records)

Experience America

1. What is Experience America?
2. What are its components at c.c.?
3. Does GU give guidelines for activities?
4. How did c.c. decide what Experience America would include?
5. Does level of English influence participation in Experience America?

6. Have students attended conferences in Washington?
 - o What was the purpose of the conference?
 - o How useful was it? Did it meet its goals?
7. How are students benefitting from this experience? How not?

Housing Arrangement

1. Where do CASP students live?
 - o Has this always been the case? (What, if any, changes have been made in these arrangements?)
 - o What, if any, changes do you plan to make in the future?
 - o Are dorm facilities used?
2. Who makes housing arrangements?
3. Are living arrangements acceptable to students? To c.c.? To host families?
4. Are living arrangements meeting Experience America goals?

Community Interaction

1. What interaction do students have with other students?
2. What interaction do students have with community?
3. What interaction do students have on campus (clubs, student government, etc.)?

Additional Questions for Dropped Programs

1. When was program dropped?
2. How/why was it decided to drop program? (who decided?)
3. (If short-term) What is your understanding of why your short-term program, or short-term programs in general, were dropped?

P/GA

PROTOCOL - GENERAL ADMINISTRATION

1. How does CASP fit into the general administrative structure?
2. Who is involved in the program other than CASP staff?
3. What does c.c. gain from CASP relationship? (Why did you get involved in CASP?)
4. What costs does the program have to the c.c.?
5. What are the significant accomplishments of the program?

P/CA

PROTOCOL: CASP ADVISORY BOARD/COMMUNITY LEADERS

(Combine this protocol w/host family protocol as necessary)

CASP ADVISORY BOARD

1. How was the board selected?
2. What is the role of the board?
3. What is the relationship of the board to:
 - o the coordinator?
 - o the students?
 - o GU?
4. What significant actions has the board been asked to take?
5. How, to whom, and at whose instigation are decisions or recommendations made?

COMMUNITY LEADERS

1. What are your jobs/roles in the community?
2. How are you involved in the CASP program?
3. How did you find out about CASP?
4. What is your understanding of CASP's goals?
5. What activities are you and CASP students involved in?
 - o How are these activities working out? (What works out well; what doesn't).
6. In what ways have people benefitted from the students' involvement in these activities?
 - o Students
 - o Members of the community
7. Have you had any particular problems or difficulties with including students in this experience? (i.e., students' English, cross-cultural issues, etc.) How did you handle them?
8. What recommendations might you have for improving this aspect of the program?

Note: If appropriate, supplement these with specific questions that might relate to particular roles/responsibilities/ activities of community

leaders.

P/ESL

PROTOCOL - ESL COORDINATOR AND ESL TEACHERS

1. Describe ESL program and goals
 - o hours per week
 - o number and qualifications of teachers
 - o breakdown, size, and composition of classes
 - o placement of students (separate levels or multi-level classes?)
2. What is entry level of students?
 - o How is entry level measured?
3. How does the model of concurrent ESL and academic courses work? (Are interpreters used, does ESL coordinator consult with academic instructors, etc.)
 - o benefits of this model?
 - o costs of this model?
4. How is student progress measured?
5. How do CASP students perform/progress compared to other foreign students?
6. What is the exit level of students?
7. When do students stop studying English in formal classes?
How is this decided?

P/AC

PROTOCOL - ACADEMIC COURSE TEACHERS

1. Describe the academic program
 - o is it at the right level for students?
 - o was it initially at the right level for students?
 - o hours/week of coursework.
2. What is the relationship of training to C.A. development needs?
3. Are CASP students integrated/segregated with/from other students?
4. Do CASP teachers have special qualifications? How are they chosen?
5. Is English level sufficient to take classes?
 - o Are interpreters used? How well does this model work?
6. How do CASP students perform
 - o compared to other foreign students?
 - o compared to domestic students?
 - o How is performance measured?
7. Do CASP students meet normal degree requirements?
8. How long does it normally take to do a degree?/certificate?
 - o How long do CASP students have to complete a degree?/certificate?
 - o Do/will most CASP students get a degree?/certificate?
 - o What degree will they earn?
 - o Do you think students could transfer this degree to an American Institution without difficulties?
9. Overall, how is this academic arrangement working out? (What works, what doesn't work so well).

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Protocol: Current Participants at Community Colleges

General Background Information

1. Family Background:
 - o Where are you from? (Where were you born/raised; where were you living when you heard about CASP?)
 - o Tell me a little about your family (number of members; what parents and other family members do).
 - o How many years of study did you have before coming to the U.S.?
 - o What was the highest title/degree you received?
 - o Have you had any secondary studies?
If yes, at what school?

Recruitment and Selection

1. What were you doing before you learned about the program?
2. How did you learn about the program?
3. What made you decide to apply? What did you do first?
4. What did you think the program would be like? What were you told?
5. Do you know how/why you were chosen for the program?
6. At what point did you know what you would study? How was your field of study decided?
7. At what point did you know where you would study? How was this decided?

Pre-Departure Preparation/Orientation

1. What preparation/orientation did you receive before coming to the U.S.?
 - o what helped/what was not helpful?
 - o recommendations for improving the orientation/preparation.

Preparation/Orientation in U.S.

- What preparation/orientation did you receive in the U.S.?
- o what helped/what was not helpful?
 - o recommendations for improving the orientation/preparation.

Training in the U.S.

1. How do you feel about the academic training?
 - o Are you studying what you originally wanted to?
 - o Do you like your studies?
 - o What are the strengths/weaknesses?
 - o Any problems/difficulties with training?
2. What do you think you will do when you return to C.A.?
 - o How do you think your training will help you to reach your career/educational goals?
3. What recommendations might you have for improving training?

ESL Training

1. How much English did you know before you were recruited for the CASP Scholarship?
2. What (if any) ESL training did you receive in your country?
3. How much English did you study when you arrived (hours per week)? Are you studying English now? How much? (may not need to ask this question if obtained from ESL coordinator.)
 - o What do you feel about the ESL instruction? (strengths/weaknesses)
4. (If mainstreamed): How was it decided that you could stop taking ESL classes?
(If not mainstreamed): How will you know when you can stop taking ESL classes?
5. At what points has your English been tested? Do you remember what tests you took?
6. What other help have you gotten with your English? (tutors, translators, etc.)
7. Do you have any comments on particular aspects of the program? (teachers, materials, methods, classroom environment, etc.)
8. What aspects of the ESL program have/have not been helpful?
9. What recommendations might you have for improving the ESL training?
10. Overall, how do you feel about your English ability?
 - o Have you had any difficulties/problems with English during your stay in the U.S. (in classes or other situations)?
 - o How did you handle them?

Foreign Student Services

1. Where do you go/whom do you talk with if you have problems to resolve (i.e. CASP staff, others)?
 - o How helpful or available are they?

Host Family Experience

1. Where are you living now? How long have you had this housing arrangement?
 - o If changes were made in your housing arrangement, why?
2. What do you do with your family?
3. How is it working out? (what's working, what isn't?)
4. Do you plan to continue living with a host family? Why/why not?
5. What recommendations might you have for improving this part of the program?

Community Experience/Experience America

1. What struck you most about the community you live in? How is it different from home?
2. Were you encouraged to participate in community activities? Who encouraged you? To do what?
 - o What do you like most about your community, and involvement in community activities?
 - o What hasn't worked out so well?
3. Have you made American friends? What do you do with them?
4. What recommendations might you have for improving this part of CASP?

Financial Arrangements

1. Who pays for your scholarship?
2. Why are you being offered this scholarship?
3. What does your scholarship cover?
4. Is your living/clothing allowance enough?

Final Question

1. Is there anything else you would like to add?

Note: If appropriate, supplement these questions with specific questions that might relate to particular institutions/fields of study/programs.

P/HF

PROTOCOL: HOST FAMILIES

How You Become Host Family: Responsibilities & Activities

(Combine this with Advisory Board/Community leaders protocol, as necessary)

How you became a host family, responsibilities and activities

1. Have families go around the room and
 - o introduce themselves
 - o say what student they have
 - o how they came to become a host family (how and when they found out about it, why they decided to do it).
2. Had anyone ever hosted a foreign student before or had other significant experiences in dealing with foreign students?
3. How was you family selected?
 - o how matched with student
 - o input they had in type of student they wanted
4. What were you told to expect? Who told you? What input/guidance where you given about your responsibilities, ground rules for students, etc?
 - o What are your responsibilities? (financial, social, other)
 - o What ground rules do you set for the students?
5. What kinds of things do you do with
 - o the students?
 - o other CASP students?

Views of CASP Program and Host Family Experience

1. How do you feel about CASP program in general? (strengths/weaknesses)
2. How do you feel about being a host family?
 - o What has gone well/not so well
 - o In what ways have you benefited from experience
 - o Has it met your expectations
 - o How has student benefitted from experience
 - o Do you want to continue being a host family?
3. Have you had any particular problems/difficulties as a host family? Was there anything in the arrangement that was difficult to adjust to? (for example, English, cross-cultural issues)? How did you handle them?

4. What recommendations might you have for improving this aspect of the program?
5. Do you have comments on other aspects of the program (i.e., Experience America, students' technical training, etc.?) Is there anything else you would like to add?

P/GM

PROTOCOL: GROUP MEETING

The purpose of the group meeting is to:

- o familiarize the students with us and to let them know what we're doing on campus.
- o get a general feeling for whether they come from rural or urban environments, and to find out the different ways they learned about CASP.
- o Allow students to discuss issues or concerns they may have about CASP, or to arrange to speak with us privately about these issues.

This is a relatively unstructured interview. The suggested questions below should cover the purposes of the meeting.

1. Have students go around the room and
 - o introduce themselves
 - o say where they are from (town, country)
 - o say how they heard about the CASP scholarship
2. What had you heard about the U.S. before coming here?
 - o What turns out to be true?
 - o What turns out to be false?
3. Do you have any funny stories about learning English here? (for example, interactions with your host family or others?)

Work Plan

The team leader, Chuck Green and I will be evaluating Georgetown University's administration and management (the conceptual framework, the organization and systems) of the CASP program. Our task will include gathering all historical data on CASP, complete documentation of CASP administration--recruiting, staff, and organizational structure, both in Washington, DC and the participating Central American countries--as well as policy and guidance materials generated by AID/Washington and Georgetown University based CASP staff, and all data on CASP systems (generated in DC and Central America) designed to implement the CASP program.

The division of labor, in so far as a decision is feasible, is macro and micro levels. Green will be responsible for all macro level and Henderson for all micro level data and analysis. Since these are not inherently discrete tasks but rather complementary, overlapping and interlocking at the data gathering and analysis stages of the evaluation, we have and will work closely together especially during the data-gathering phase of the CASP evaluation (Nov. 30 - Mar. 10). We expect analysis to be an on-going process throughout this phase; a definitive analysis and synthesis of the macro-micro will be molded when the integrated analysis is carried out by the entire team.

To date, we have made the following progress.

- A. Gathered, read, and done an initial analysis of
 1. AID materials

- Overview: Education and Human Resources Development Portfolio/Latin America and the Caribbean
- CLASP Project Paper
- 5 Central American country plans
- Cooperative Agreement/Georgetown U-AID

2. Aguirre materials

- Second Annual Report: An Evaluation of CAPS with Appendices, 2 vols.
- USIA polls on effects of study abroad/Costa Rica
- Management section of Guatemala CAPS Process Evaluation 1989

3. Georgetown University materials

- A proposal for a Cooperative Agreement
- A complete historical set of organizational charts for CASP/Washington, DC
- Job descriptions of all staff positions in DC and Central America
- All CASP quarterly reports sent to AID
- All Georgetown/CASP policy guidance and the formats designed to implement CASP scholarship systems.
 - Program policy and design
 - Promotion
 - Evaluation
 - Selection
 - In-Country orientation
 - Monitoring
 - Follow-up
 - Follow-on

B. Attended interviews or discussions providing background and orientation on CASP with:

1. AID/Washington, D.C.
Susan Clay, Marcia Barnbaum, Joe Carney
Henry Gruppe, Dwight Ink, and Terry Brown
2. Aguirre
Ann Farrar, Diana Gonzalez, Maria Anne Kaufman
3. CASP/Georgetown staff and ex-staff
Father Bradley, Jerry Pagano, Elizabeth Robinson,
Phili Attinger, Paul Silva, Dennis Huffman, Marta
Torres-Reilly

C. Designed and drafted:

1. Protocol I: For interviews with all CASP staff and ex-staff in Washington, D.C. and the five Central

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American countries whose programs are to be evaluated

2. Protocol II: For interviews with individuals who have been influential in and supportive of the CASP program -- Central America (e.g. Advisory Board or Selection Panel members and others to be suggested by Anita Hertzfeld, Paul White, Tom Donnelly and Country Coordinators as well by the USAID mission) and with members of the Georgetown CASP Board
 3. Protocol III: For Aid Officers
 4. Protocol IV: For USAID Mission Director/Training Officer
 5. Protocol V: CASP Top Leaders
 6. Protocol VI: Congress
For Senator Kasten and his aide and perhaps for Senator Graham and his aide.
- D. Set up a tentative schedule for Central American country visits (6 days visit to each country).

Day 1 - Introduction

- Protocol meeting with AID (whole term)
- Interview with relevant USAID/mission personnel (Protocol III)
- Interview with CASP Country Coordinator (Protocol I)
- Collect all CASP materials related to (country-specific):
 1. CASP program and design in-country.
 2. Promotion (text of radio announcements newspapers and sample of posters, newspaper publicity).
 3. Recruitment -- a description of systems used, the names and qualifications of the recruiters.
 4. Evaluation/Selection -- a description of panels, how constituted, names and qualifications of panel members, text of orientation for panelists, selection criteria and objectives, system used to rank candidates.
 5. In-Country Orientation -- text and schedules.
 6. Monitoring of Participants
 7. Follow-Up -- data collected and system used.

8. Follow-On -- components and implementation to date.

Day 2:

- Interviews with CASP significant individuals and students in the capital. Note: Four to Six "Casp significant individuals" will be interviewed in each country, and Green and I hope to interview between us up to 24 returned CASP students.

Day 3 + 4 - Interviews as above outside the Capital City.

Day 5 - Interviews as above outside the Capital or in the Capital.

Wrap-up meeting and "re-interview" of CASP country coordinator to clarify any points as needed.

Day 6 - Write-up and group analysis

Please note in the case of Costa Rica where we will be setting up and need to interview (indepth) Anita Hertzfeld, Tom Donnelly and Rene' Nunez, Days 1 + 2 will be equivalent to Day 1 on the tentative schedule. Day 2-5 will be come 3-6. There will probably be no time for write up in Costa Rica.

14/11

CASP Management Protocol I

For: All Georgetown Staff (professional)

I-VIIIA Elizabeth Robinson
Phillipina Altenger
Ann McGuigan
Paul Silva
Dennis Huffman

Selected ex-CASP employees/DC

I-VIIIA Anita Hertzfeld (and informal interview on set-up)
Marta Torres-Reilly
Luis De Celis
Ken Burchinall
Jerry Bonzer
Graciela Magasarian
Janet Daley

CASP/CA
CASP coordinaters and ex-coordinators in:

I-VIIIB Belize (2)
Costa Rica (1)
El Salvador (1)
Guatemala (1)
Honduras (1)
Tom Donnelly - Follow-On
Rene Nunez - Alumni Coordinator

CASP Management Protocol

I. Recruitment

1. How were you recruited for your position within CASP?
2. Why were you attracted to, interested in the job?
3. What qualifications were required? desirable?
4. What made you especially qualified to fill the position?
5. How and by whom were you evaluated (interviewed) and selected?
6. Why do you think you were chosen over other (qualified) candidates?

II. The Position

1. What is your precise title? Who is your direct supervisor?
2. What are your major responsibilities?
3. Are the actual job responsibilities those described to you when you applied for and accepted the position?
4. Have your responsibilities changed over time? How?
5. Do you have an input into how you carry out your job?/CASP program policy-making?
6. Have you suggested modifications or program innovations? To whom? Examples
7. Are your suggestions and feedback on program implementation or policies encouraged, accepted, or discouraged? By whom? Examples.
8. What role have CASP group seminars and meetings played in helping you do your job?

III. CASP Relationships with other Institutions.

- A. 1. Describe in detail your relationship to AID/USAID.

2. Is this relationship you describe satisfactory/unsatisfactory from the CASP standpoint?
3. Describe the satisfactory and/or dissatisfactory aspects of the relationship.
4. How do you think the relationship could be improved?

B. Central American Institutions and Individual.

1. What institutions and individuals have been consulted (sought out) in setting up and implementing CASP?
2. What is the nature of the collaboration of each?
3. What have been the program's staunchest defenders and champions? How effective have they been?
4. What is the role the Advisory Panels play?
5. Has it been a help or a hindrance to successfully implementing CASP? How? Why?
6. Has the CASP program met with any significant or damaging opposition?
7. What was the basis for that opposition?

[C. Robin - Community Colleges]

IV. CASP's Mission

1. Describe briefly the programs goals and objectives (note key words/concepts)
 What do you mean by _____?
 How do you define _____?
2. Have these changed as the program has evolved?
3. What objective evidence do you have that these goals and objectives are being reached?

V. CASP management of Training.

A. Program design.

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1. How were eligible (priority) fields of study selected initially for CASP? (Based on development needs, job market, employment trends?)
2. Which individuals and institutions were consulted during this process?
3. Which provided key information or most strongly influenced the decision-making process and the decision.
4. Have fields of study been changed or the list modified? If so, why?
5. How were candidate criteria arrived at?
 - a. In this context, what does "disadvantaged" mean?
 - b. What does "politically and economically elite" mean?
 - c. What does "middle-class" mean?
 - d. How is it determined if students are "rural or urban"?
6. CASP originally offered long and short term training. Why was short-term training dropped?
7. Why were only community colleges chosen?
8. What criteria were used to select U.S. community colleges?
9. Who developed the criteria, on what basis?

B. Promotional Stage

1. Describe the procedures and strategies utilized to publicize the CASP scholarships.
2. Have these changed or been modified overtime? How? Why?
3. How effective have the strategies been in attracting a pool of candidates that fits the CASP profile? (i.e. rural, disadvantaged, women, ethnic minorities, leadership potential etc.)
4. Are there any aspects of the promotion that you feel have been innovative?

C. Recruitment

1. Describe briefly how candidates apply for the CASP awards.
2. What criteria must they meet? How are these criteria defined?
3. On what basis were preliminary candidates selected to complete final applications?

Deselected? (Request data on all those deselected.)
4. Who participated in the preliminary selection process?
5. Has this process been modified over time? How? Why?
6. Were all those who filled out a final application eligible for the evaluation interview?
7. If another deselection was carried out, how was it done and why?
8. What accounted for the success, or the constraints on success in the promotion and recruitment phase?
9. Innovations?

D. Evaluation/Selection

1. How and on what basis were individuals selected and recruited to serve on the selection panels? (Are they also on the advisory panels?)
2. What is the specific mix of expertise, institutions, and interests on the selection panels? Size?
3. What demographic mix do you strive for? Attain?
4. How are panel members briefed on CASP program goals, objectives and its evaluation and selection criteria?
5. Describe how the interviews are conducted. Where?
6. Describe the specific criteria/categories on which candidate evaluation is based. (How do you identify for example leadership potential?)
7. What specific questions are posed?
8. How are the responses objectively evaluated?

9. How does the panel evaluate candidates academic background and capabilities? (Specifically their ability to pursue the degree program for which they are applying?)
10. How has its process been modified over time? Why?
11. What feedback are selection panels given on final selection from DC on their candidates?
12. How are student needs and capabilities matched to programs in US Community Colleges.
13. Is feedback on scholars' performance and problems factored into decision-making on future panels? How?
14. Is the CASP selection/evaluation process substantively different from that used by other U.S. participant training systems? How?

E. Orientation

1. Describe predeparture orientations (Who? Where? When?)
2. Has this activity been changed or modified?
3. Specify all content areas covered.
4. How is the orientation structured?
5. Innovations?

F. Monitoring

1. What monitoring mechanisms are used? (visits, written reports, telephone, other)
2. What specific data on students experience and academic performance does CASP require from the community colleges in the monitoring process?
3. What specific uses has CASP made of information and feedback from the community colleges?
4. Has the type and frequency of information been satisfactory?
5. Has it allowed you to anticipate and resolve problems (personal, group, academic)? Give examples.
6. If not, what measures have been taken to achieve better communication?

7. Do monitoring data serve as feedback to modify the CASP program. How? Which components?
8. How could monitoring be improved?

VII. Interviewees CASP experience - Staff/ex-Staff.

1. What are the most satisfying aspects of your work? (ex-Staff - What were....?)
2. What would you highlight as your significant personal accomplishments and contribution to CASP?
3. Are there any areas in which you would like to improve your performance? (How could you do that? (What support would you need to make those improvements?))
4. Are there any aspects of your job, your working relationships which are unsatisfactory?
5. Why have you remained committed to CASP?
or
Why did you leave your job with CASP?
6. What are major tasks and challenges that face CASP and this time?
or
What should CASP change to make it a more compelling, attractive, acceptable work environment?

VIII. The Follow-On Component.

A. The concept its facets and implementation.

1. Where did the idea of "follow-on" originate?
2. Who was involved in the design of the "follow-on" component of CASP?
3. Describe the components of "follow-on" as defined by CASP.
4. How is "follow-on" different from activities (follow-up) traditionally carried out by U.S. funded participant training programs?
5. When was "follow-on" implemented by CASP? What were the first activities?
6. Describe briefly the follow-on implementation to date.

7. Are there components to "follow-on" that have not been implemented? If so, what is the calendar for future activities?
 8. Who are the major individuals and institutions crucial to implementing "follow-on" for CASP.
 9. Which of those individuals and institutions have been most effective in implementing follow-on activities?
 10. Is CASP "follow-on" an innovation that should be generalized to other U.S. participant training programs or is it CASP-specific?
- B. Data and Experience to date.
1. What follow-up data has been collected? How? By whom?
 2. In general, do students seek employment or admission to further studies upon return?
 3. A profile of returned students - Work
 - a. Does CASP assist returned students in finding employment? (Who? How?)
 - b. How successful have these efforts been?
 - c. How many students are employed?
 - d. How many are employed in the area in which they received training?
 - e. Are the positions commensurate with the students level of training?
 - f. How many are unemployed?
 - g. What are some specific reasons for unemployment?
 4. A profile of the students - School
 - a. Are the AA degrees students have received recognized in their countries?
 - b. Has CASP been successful in convincing the relevant authority to allow the transfer the AA course credits toward an undergraduate or other post-secondary degree program at home?
 - c. How many students are studying?

- d. How many are continuing their studies in the area of their CASP "AA"?
 - e. Does their level of studies reflect the two years of AA coursework?
 - f. How many returned students wish to study but are not?
 - g. What are the major reasons they are not able to study?
5. Describe briefly what you perceive to be the major impact of the CASP experience on the students. (How have the students changed as a result of their CASP experience).

Protocol II

For: Individuals (and individuals chosen for their role within a local institution in Central America) substantially involved with CASP, ie Advisory Board and Selection Committee Members. Members of CASP/GU Advisory Board.

Prior to asking the questions in the protocol, the interviewer will talk briefing with the interviewee acknowledging his/her role, status (and that of the institution, if relevant) and his/her contribution to CASP as well as the reason for requesting the information.

1. How and when did you first learn of the CASP program?
2. What is your understanding of the basic goals and objectives of the CASP program?
3. From what you can judge, has the program been effective in meeting its objectives? How? If not, why not?
4. What has been your specific involvement with the program? (If involved in any of the following: program design, promotion, recruitment, evaluation/selection, orientation, follow-on, ask questions from those sections on Protocol I).
5. What if any modifications would you recommend in the objectives or procedures of the program?
6. How is the AA degree from the U.S. community colleges viewed here?
7. How is the CASP program viewed? Why?
8. How do you rate CASP within the larger context of participant training and student scholarships offered by the U.S. (e.g. AID, Fulbright, LASPAU etc.)

PROTOCOL FOR AID OFFICERS

How did CASP originate?

When did AID first learn of the proposed project?

What was AID's position/knowledge of situation when CASP got additional funding?

How did AID learn about the CASP/CASS project?

Do you see the CASP/CASS concept making a difference in your operations? If so, how?

What has been AID's input in the Cooperative Agreement and its amendments?

Specifically what are the main differences between projects under cooperatives agreements and contracts?

What are your perceptions as to the advantages and disadvantages of project under earmarks?

Have you seen any way that CASP has influenced other AID training programs?

How has AID's monitoring of the CASP been different from that of other CAPS projects?

Has AID always assigned a project officer to CASP? If so, who have they assigned as project officers to CASP? How has monitoring differed under different AID officers?

What has been the main contacts between AID and CASP? How often have such contacts occurred and have these been on a periodic basis?

How did some of the CASP objectives get dropped and major changes made -- some consultation before or information after the fact?

What changes or concepts in the CASP project resulted from AID influence?

How has AID been involved and informed as to choice of fields of study, selection of students and institutions?

AID has been involved in some of CASP conferences and special activities, how has this come about, what record is there of AID's participation?

How was/is AID involved in special parts of the CASP project, such as Experience America and follow-on?

Is Experience America a new concept or does it have forerunners in other U.S. training projects (AID or USIA)? If there are forerunners, how does Experience America differ?

How does CASP follow-up/follow-on programs differ from what happened in previous training program?

What should be the emphases given to the various parts of the CASP training (technical training, academic training, and Experience America?)

What courses should the colleges offer in addition to the technical programs. What should the progress lead to--an A.A. degree, special certificate or some other form of recognition?

How did the seconding of Tom Donnelly to CASP come about?

How was AID informed when serious problems developed in CASP colleges? Was AID consulted as to solutions? How do you feel about the solutions to such problems?

What have you felt about the capabilities of the CASP officers with whom you have dealt?

How did CLASP policies evolve:

70% disadvantaged (AID's definition)

40% women

no elitist participants

at least 30% long term

no training less than 4 weeks

TCA

Experience America (AID's definition)

Cost containment.

How was CASP involved in the evolution of the CLASP policies and guidelines?

What influence has CLASP/CAPS guidelines had on CASP.

Lessons to be learned--what lesson has CASP provided.

How will lesson get into mainstream of AID training programs.

Protocol: USAID Director/Training Officer

1. When and how did you first learn about the CASP project?
2. What did the USAID mission do to help get CASP started in your country?
3. How has CASP been able to identify participants with leadership potential?
4. How is CASP able to select participants who are vulnerable to Soviet or Cuban influence?
5. In your country, what groups do you consider socially disadvantaged? How has CASP been able to select participants who are either socially or economically disadvantaged?
6. What follow-up/follow-on activities is CASP carrying on, and how do these activities differ from your other training projects?
7. How is the CASP project complementary to the other mission programs? How does CASP fit with the Country Training Plan?
8. For the CASP resources to be divided equitably among the five Central American countries and Panama, what percentage should be devoted to your country?
9. What indication do you see that the returned CASP participants have a "meaningful" understanding and appreciation of U.S. political and economic institutions?
10. What will be the benefits of the training to the participants in terms of future educational or training or future job opportunities?
11. How does USAID participate in
 - a. selecting fields of related study?
 - b. developing criteria for participant selection?
 - c. recruitment, evaluation, selection of participants?
 - d. processing of participants?
 - e. orientation of participants?
 - f. monitoring of participants?
 - g. debriefing of participants?
 - h. follow-up/follow-on?
12. What is the make-up of selection panel and CASP advisory committees?
13. How does the mission feel about its involvement with the CASP project?

14. What percentage of time of the mission training office is devoted to CASP?
15. What analytical processes were used to select training fields related to the country's development needs. What studies or information are available to help in the process? How were these used?
16. What has happened to the participants on their return home?
17. What contact has the mission had with the returned participants.
18. What contacts has the mission had with the colleges and training institutions conducting the CASP training?
19. What indicators might be used to assess the effects of CASP in your country?
20. What is your preliminary estimate of the effectiveness of the CASP project and the long-term effects of it?
21. How do the local universities, the planning office, the Ministry of Education feel about the CASP project?

PROTOCOL: TOP CASP ADMINISTRATORS (FATHER BRADLEY, GERRY PAGANO)

- A. How does CASP fit into the Georgetown Programs?
1. How did refugee organization (CIPRA) come into being and how does it operate?
 2. How did ISEP come into being and how does it operate?
 3. What was the Congressional Hearing contemplating when concept of CASP was introduced?
 4. Was the concept of CASP delineated before the Congressional Hearing; if so, was it basically that which became the program, if not what was the concept at that point?
 5. How did Georgetown get involved with another part of CAPS?
 6. How does CASP relate to CAPS and other U.S. Government funded Georgetown training programs?
- B. What were the procedural steps that brought CASP into operations?
- C. What were the assumptions and rationale for the specific parts of CASP as it began?
1. Why beginning post-secondary students? (as opposed to other levels?)
 2. Why U.S. community colleges? (as opposed to other levels?)
 3. Why some 6 months and some 2 year courses?
 4. Why were particular subject fields chosen?
 5. How was mix of general and technical courses selected?
 6. How was budget developed (specific items such as fees to colleges and maintenance for participants)?
 7. How were costs to be lowered in comparison to other AID training programs.
 8. Definition of "disadvantaged youth?"
 9. How might training forge link between U.S. and Central America.
 10. How might training lead to further training or education in Central America?
 11. How might training enhance the development roles of Central American Universities.
 12. How might training upgrade employment skills base in Central American countries?
 13. How might leadership potential be identified?
- D. In addition to the community college program, what others are included in CASP?
1. What was the rationale for the exchange of 6 Central American "faculty/administrators"? How was program implemented and with what results?

2. How did the St. John College, Belize come about (part of No. 1 above?). How was it implemented, with what results?
 3. How did other programs differ from community college program?
- E. How did relationship between Georgetown and AID begin in respect to CASP? Were contacts made before proposal was submitted?
1. What changes were made as result of negotiations of the proposal and establishment of cooperative agreement?
 2. How were budget modifications made? Who originated, what negotiations took place, why were substantive changes, if any, made?
 3. How does CASP feel about support and relationship with AID? with USAID's?
 4. Were reporting requirement reasonable and helpful in terms of achievement and progress of the program?
 5. How were the 1990 and 1992 termination dates established?
 6. How do AID CASP requirements differ from U.S. Government requirements for other Georgetown training projects?
- F. What is the rationale for the follow-on programs? How did this part of program evolve?
- G. How did CASP staffing pattern get established and how has pattern evolved?
- H. What are the administrative relations between CASP at Georgetown and the community college administrations and the field staff? How have these relationships evolved?
- I. What has CASP learned --
1. in relation to substantive part of program, which courses most successful--least productive?
 2. in regard to recruitment and selection of participants?
 3. in regard to field operations?
 4. in relations to AID and USAID's?
 5. in regard to general organizational and administrative processes?
- J. Why is Georgetown involved in CASP? What contribution does CASP make to the university?
- K. If Georgetown were to start anew such a program--
1. Would it make any changes in regard to the proposal?
 2. How might it change the program itself?

CASE STUDY WORK PLAN

Introduction

Important to this mid-term review of CASP is an assessment of its effects on its student participants. To that end, the review will prepare case studies based on informal open-ended interviews with returned scholars from cycles "A" through "D." Although returned students will be the focus of the case studies, other persons within each student's network will also be interviewed to the extent that they are available and that time and resources permit. These include a current employer, a parent or guardian, a civic or church leader, and a friend or close associate.

These interviews will be conducted in Spanish and in Central America by two persons over a period of six weeks. One week will be spent in each of five countries: Costa Rica, El Salvador, Honduras, Belize, and Guatemala; an extra week in Honduras will provide time to assess and organize information, to make changes where necessary, and to prepare for the remaining country visits.

Selection of Returned Students

Students for the case studies have already been selected and their names forwarded by phone on January 4th to Mr. Rene Nunez in Belize City. Rene agreed to do the advance work necessary to set up the interviews. Five students were selected from each country, four of them long-term scholars, one a short-term participant. Since the program has been accepting only long-term participants for about two years, and since future program efforts are clearly pitched in that direction, only one short-term person was chosen.

Two source documents, provided by Georgetown, were used to select the students. One document, used to stratify the selected sample, provided aggregate numbers (for each country) by sex, rural-urban origin, age, and study cycle. The other document provided a country listing of all returned scholars and included the same categories just mentioned. The case study returnees were selected from this second document.

For each country, the ratios of males to females and of rural to urban origins were selected to reflect the corresponding ratios for the entire returnee population of the country. As already mentioned, only one short-term student was selected per country, and that selection was indifferent to cycle. Also, only one long-term student from Cycle "D" was chosen since this cycle only recently (in December or early January) returned. It is

usually the case that there is one long-term student from each cycle, though in a couple of instances it was not possible to adhere to this criterion since to have done so would have precluded the satisfaction of other, more important, criteria.

With regard to occupation, selections were made so as not to duplicate occupations within a country, yet so that the major occupations for that country would be represented; and, to the extent possible, so that each occupation within the entire universe of occupations would be represented at least once at the five-country level. For the most part, age and years of education were left to chance, as they had to be in order to satisfy the above criteria. The selection was made to yield cases of interest in other ways: an Indian surname was selected for Guatemala, and one student from Belize is from the St. John's group.

The latitude remaining to randomize the selection was narrowed considerably by requiring that the above criteria be met. Subject to the above parameters, however, the selection was made random by first beginning at the top of the list in searching for a draw, then beginning at the bottom; and by requiring that no alphabetic appear more than once in the surnames for a given country.

It was necessary to select a backup for each student as well, for it is inevitable that the primary selection will not be available in all instances. Accordingly, Rene was given a list of fifty students, ten from each country. The backups, however, could not be selected with the same degree of rigidity as the primaries.

Selection of Network Persons

Rene Nunez was also asked to set up interviews with four persons--a current employer, a parent (relative) or guardian, a civic or religious leader, a friend or colleague--in each student's social network. Since the evaluation seeks to assess the effects of the U.S. experience on the students, Rene was asked to select, in consultation with the returned students, persons who knew them well before and after they returned, and thus could respond to any changes. The categories of persons selected accord with the evaluation Scope of Work.

The Interviews

Four interview protocols (attached) have been prepared: one for returnees, one for current employers, one for parent or guardian, and one for either a civic or religious leader or a

friend or colleague. These "protocols" are only thematic prompts that will be used to conduct the interviews; the actual language of the questions (which will be conducted in Spanish) on the written protocols is irrelevant. The protocols derive directly from the Scope of Work.

Each case will be handled exclusively by one of the two case study-study researchers. It would be intellectually unsound, for example, for one person to interview the returnee and another to interview his parent. To so proceed would fragment the unitary character of a case, which demands that all relevant information be processed by a single mind. Inter-case exchange between case study evaluators, however, can, should, and will occur. (Furthermore, intra-case fragmentation of effort would create cumbersome communication demands, would require more time, and, given that USAID expects at least five cases per country, would make poor use of resources.)

Nor would it be feasible for both evaluators to interview the same person. Many of the interview topics are sensitive, so that getting reliable information depends on an interviewer's ability to create a relaxed climate of confidence. It is much easier to create such a climate with two persons than with three. Also, because of the chronically short time and the large number of persons to be interviewed, it is imperative that each evaluator be physically independent of the other.

The Analysis and Presentation of Findings

Information elicited by the protocols from the several persons comprising a case will be synthesized and written up under the headings appearing on the returnee protocol. This will be the study for that case. The several case studies will then be analyzed, again within the subject headings of the returnee protocol, for patterns/themes that occur with strength and regularity across cases. This analysis will constitute the findings. These patterns/themes will suggest program strengths and weaknesses, which, in combination with data collected by other team members, will form the basis for recommending actions to further capitalize on the strengths and those to correct the weaknesses. The patterns/themes also will indicate the effects of the program on returnees as well as whether the program is meeting its objectives.

The actual case studies will appear as appendixes in the final report. The findings, however, will be included in the body of the report, presented under the subject headings of the returnee protocol. The outline for this part of the report will appear something as follows:

Case Study Findings

Recruitment (Promotion, Evaluation, Selection)
United States Training (Skills and Academic)
English Language Training
Employment
Living in a United States Community
Experience with a United States Family
Notions of the United States
Returning Home

Caveats

There was no way of knowing where the returnees selected for the case studies are currently located, not to mention the locations of persons within their networks. It is already clear that both returnees and those within their networks will be scattered about each country. Just how scattered is the issue. Since these persons will be working, and are without economic means, it is unlikely that all of them can come to a central location to be interviewed. This holds doubly for persons within their networks. Furthermore, communications are unreliable and life is unpredictable in these countries: messages are not sent, unexpected events force delays, plans must be changed. The logistics of setting up these interviews, then, is most problematic. To seek to conduct in-depth interviews with twenty-five persons per country under these conditions, therefore, is a most ambitious undertaking--even without financial limitations.

In sum, there is no way to know precisely what difficulties we will face in accessing persons in each of the countries until we get there. We do know, however, that our time and travel budget are limited. We can only say that we will interview as many persons as we can.

CASE STUDIES
RETURNEE PROTOCOL

I. CASP Program: General

- A) Age; sex; place of birth current residence; when returned to country from U.S. Long-term or short-term participant.
- B) Information on biological family (size, occupation); marital family; social, ethnic, rural-urban background of returnee (with view to locating them in national social structure -- how "disadvantaged" are they?). Where living when heard about CASP. (Elites?)
- C) How many years study had before coming to U.S. Highest title/degree received. Whether any secondary studies. If so, at what school.
- D) Most/least satisfying part of experience as Peace Scholar.
- E) Strengths/weaknesses of CASP program.
- F) To rate each aspect of CASP program.
- G) General recommendations for program improvement.
- H) Whether U.S. experience/training has increased social/economic mobility or enhanced the prospects for it. Whether could have got equivalent training/education otherwise. Whether ever denied admittance to training/education program in own country. If so, why, when, where.
- I) Professional or personal achievements attributable to U.S. experience. And whether these could have been achieved without the experience. If not, why.
- J) What you have learned most/how you have benefitted most from the Peace Scholar experience.
- K) Whether program in general met your expectations. And what were your expectations.

II. Recruitment Process (Promotion, Evaluation, Selection)

- A) What doing at time you applied for the scholarship?
- B) How first learned of Peace Scholarships; first thoughts/reactions upon learning of them; first action taken as result of learning of them.
- C) First contact with whom in local CASP structure; impressions left by this contact.
- D) Perceptions/opinions/feelings with regard to all stages of recruitment process (forms, interview, etc.). Mix of persons who interviewed you; tenor of interview; sorts of questions you were asked.
- E) Special difficulties you had/what you liked least about the recruitment process.
- F) Recommendations for improvement in the recruitment process.
- G) Characterize pre-departure orientation and community-college orientation to U.S.; whether satisfactory or not.

III. United States Training

- A) Whether satisfied with preparation U.S. training gave them.
- B) Strengths/weaknesses of the training, technical and academic.
- C) How feel about way grouped with other students during training (whether grouped with other foreign students, with U.S. students, or by skill level).
- D) Recommendations for improvement.
- E) Special difficulties you had/what you liked least about the training. Whether received assistance/counseling for problems. Whether felt someone concerned whether getting most out of training. If so, who.
- F) Whether CASP training prepared you for future educational opportunities, or for further skills training. Whether feel need for further training; whether able to get it and where; whether currently enrolled in a program, and where. Who covers cost.
- G) As result of CASP training, whether have been

successful in resuming studies at an appropriate level in order to complete "licenciatura" at local university.

- H) Whether U.S. training has been recognized locally in any significant way -- e.g., credits for it that would lead to advancement in realms of education or employment (or perhaps advancement in some other way).
- I) Relevance of training to local job market.
- J) Whether training responded to your interests/capabilities. Whether suitable to career goals.
- K) Your perceptions/opinions/feelings with regard to the U.S. institution where you studied.
- L) What you liked most/least about that institution.

I . English Language Training

- A) Whether any knowledge of English before recruited for scholarship. How are/describe English skills now.
- B) When first began to study English through CASP program; form this study took and where conducted; quality of instruction. General weaknesses in program.
- C) Any particular language difficulties/problems encountered during your U.S. stay and how you dealt with them.
- D) Recommendations on how CASP could improve this part of program.

V. Employment (and Education)

- A) Whether currently employed and/or in school; where; and doing what. Rank/level of employment. Salary level (relative to others). Level of satisfaction with job. If not satisfied, why. If satisfied, what it is that you like.
- B) Whether employed (or in school) when left country for U.S. to assume scholarship. If employed, where and doing what.
- C) Different jobs held and/or schools attended since returning from the U.S. and nature of each (i.e., what each involves).

- D) Whether any of jobs held since returning from U.S. have significantly involved skills acquired there.
- E) Whether a change in employment status (or level of studies) attributable to CASP training (i.e., a change in status after training). If not, why.
- F) Whether the U.S. training has enabled you to secure jobs that you otherwise could not have secured.
- G) Whether worked or has wanted to work as entrepreneur since returning from U.S. Whether worked as one before went. Whether U.S. training has had bearing on capacity or ambition to work as entrepreneur.
- H) Whether income increases attributable to U.S. training.
- I) If unemployed, whether prospects good for finding employment or self-employment involving U.S.-acquired skills.
- J) Whether received assistance, from CASP staff or others, in finding employment or continuing education. On form assistance took and who rendered it.
- K) Recommendations for how CASP might enhance employment prospects for returning Peace Scholars.

VI. Community Experience

- A) How U.S. community where studied differed from home community; what struck you most about the study community.
- B) Perceptions/opinions/feelings about community where studied.
- C) Experience with/participation in community institutions -- e.g., civic clubs, high schools, college organizations, churches. What form participation took.
- D) Whether encouraged by anybody to participate in community life; encouraged by whom, and to participate in what.
- E) What you liked most/least about the community and its institutions.
- F) Recommendations for improvement of this part of the CASP program.
- G) Whether made many American friends. Whether have

maintained relationships with Americans met while in U.S. On form these relationships take. On value of these relationships to you. Whether any of relationships involve "private sector" (e.g., commercial relationships).

VII. Family Experience

- A) Characterize your involvement with U.S. families.
- B) On how U.S. families differ from those of your society -- i.e., what struck you most about U.S. families.
- C) On what you liked most/least about the U.S. families you came to know.
- D) Recommendations for improvement of this part of the CASP program.

VIII. Notions of America

- A) What most strikes/struck you about American society/culture and Americans.
- B) Perception of major differences between Latin American (be country-specific) and U.S. society and culture.
- C) Parts of American society/culture you found most difficult to adjust to.
- D) What you liked most/least about American society/culture.
- E) Notions held about U.S. society/culture before becoming Peace Scholar. Whether notions have changed as result of the U.S. experience. If so, how.
- F) Whether had experience with foreigners (American or others) before going to U.S. Characterize that experience.
- G) Whether any particular opinions/feelings with regard to U.S. economic system. How differs from local one.
- H) Whether any particular opinions/feelings with regard to U.S. political systems.

IX. Returning Home

- A) How you felt about returning home.

- B) Were things the same as they were when you left them. If not, what had changed. And how did you feel about the changes.
- C) Did your family behave toward you as they did before you left. If not, how were they different.
- D) Did your friends behave toward you as they did before you left. If not, how were they different.
- E) What sorts of things did your family/friends want to know about your experience.
- F) Whether you had any difficulties adjusting to life in your country upon returning. If so, what sorts of difficulties.
- G) Were you assisted (and by whom) in any way in making the adjustment upon returning. Whether contacted by anyone from CASP since returned; if so, who and how often. Whether satisfied with follow-up.
- H) Recommendations for CASP program improvement in this regard.

X. Closure

- A) What you would have done had you not gone to the United States?
- B) Whether you would recommend the CASP experience to a friend.
- C) Whether aware who funded their experience in U.S.
- D) Anything else they would like to say.
- E) Thanks... thanks...! And emphasize importance of the interview.

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CASE STUDIES PROTOCOL
Civic or Church Leader
Friend or Close Associate

I. General: CASP Program

- A. The context in which you have known the student. And for how long.
- B. Given your knowledge of the CASP program, how do you view it. Strengths; weaknesses; recommendations for improvement.
- C. Whether friends, colleagues, employers, family of student have commented on CASP program. What sorts of comments.
- D. Whether student well selected for CASP program. If not, why. What sort of student should be selected.
- E. Whether has leadership qualities. If so, what are they?
- F. Whether has potential to contribute to development. Elaborate.

II. General: U.S. Experience

- A. Any observed effects of U.S. experience on the student's attitudes, ideas, behavior. Elaborate. Positive effects; negative effects.
- B. Whether friends, colleagues, employers, family of student have commented on effects of U.S. experience on student. What sorts of comments.
- C. Whether student has discussed the U.S. experience with you. If so, what did he say. Did he indicate any particular difficulties. If so, what.

III. The U.S. Experience: Perceptions, Attitudes, Effects

- A. General attitude toward U.S. before and after the U.S. experience. Whether U.S. experience has influenced this attitude and how.
- B. Student comments/perceptions regarding American life, society, institutions. If so, what are they.

- C. Whether English language training has helped returnee.
If so, how.

IV. Employment

- A. Whether U.S. training has in any way enhanced returnee's employment potential. If so, how.
- B. If not, has it harmed that potential, and how.
- C. Whether training appropriate to national development.

V. Returning Home

- A. How student felt about returning home.
- B. Any particular problems in readjusting. If so, what were/are they.

**CASE STUDIES
EMPLOYER PROTOCOL**

I. General

- A. Type and size of business or organization; number of employees.
- B. Position held by returnees; rank/salary; how long employed. If employed prior to training, in what position, at what rank/salary, how long.
- C. Whether aware that returnee had had U.S. training. If same employer before and after training, whether approved or supported training, whether employer perceives as useful. If not, did fact that the employee had been trained influence decision to hire him/her?
- D. Whether has leadership qualities. If so, what are they?

II. Skills assessment

- A. Whether the returnee has an adequate level of skills for his/her current position; if not, what skills needed. If also employed prior to training, whether skill level has increased. Whether there are any opportunities for advancement and whether current skill level could lead to advancement. Whether further skills are needed for advancement; what type and level.
- B. Whether U.S. training contributed to skill level required for current job/for advancement.
- C. Whether skills acquired in U.S. training being used appropriately in current assignment; if not, why not.
- D. Whether English-language skill useful to employer. Is this skill of returnee being utilized? Adequate? If not, reasons.

III. Motivation/Attitudes

- A. Assessment of employer of returnee's level of motivation and attitude toward work. If also employed prior to training, has there been any change? Describe.
- B. Whether employer has noted any specific effects of U.S. training or experience in U.S. on employee's

attitude/motivation.

- C. Whether the employee evidences ambition to advance in the organization or to acquire further training or education; whether such ambition is seen as appropriate by employer.
- D. Assessment of employee's attitude toward his experience in the U.S. as perceived by the employer.

**CASE STUDIES
FAMILY/GUARDIAN PROTOCOL**

I. General

- A. Relationship to returnee. Frequency of contact with returnee. Information on social, economic and ethnic background of returnee and immediate family (including geographical and socio-economic origin, level of education, degree of mobility, current status and place of residence).
- B. Respondent's general attitude toward returnee's U.S. experience, eg. whether approved of his/her going to U.S. prior to travel, whether experienced any change of attitude after trainee's return.
- C. Perceptions of general utility of returnee's U.S. experience; whether seen as useful to returnee, to family, and in what ways. Whether training experience met the expectations of trainee/of family. If not, what and whose expectations were not met?

II. Recruitment Process

- A. Recollection of how returnee learned about CASP and his/her reactions at that time.
- B. Degree of interest/encouragement from family members for his/her participation in program.
- C. Recollection of student's and family's experience during the selection/orientation process eg. degree of satisfaction, problems encountered, feelings about how problems resolved--and reasons for same. Any suggestions for improvement.

III. Skills Training

- A. Degree of satisfaction of returnee and family with the training received/type and level of skills learned, eg. relevance to local job market, to capabilities/career goals. If not satisfied, why not.
- B. Recollection of student's experience during the training, eg. satisfaction with the institution, with

teachers, with support system/counseling, with logistics.

- C. Whether skills acquired have led to immediate benefit, eg. employment using those skills, increased income, entry to an educational/training program not otherwise accessible.
- D. Perceptions of returnee/family of need for further training or education; what kind, how much. Whether currently enrolled in a program (type, institution, duration, how cover cost); if not, possibility of doing so (what, where, cost).

IV. Employment

- A. Whether returnee currently employed; where, what, rank. Also any other jobs held after training.
- B. Whether employed before training; where, what, rank.
- C. Whether skills acquired in U.S. training used in employment since return.
- D. Whether employment status has risen as result of training; whether has led to jobs otherwise unattainable; whether income has increased as a result of training and by how much. Whether returnee and family satisfied with returnee's current employment, reasons. If not, what want.
- E. Whether returnee has worked or has wanted to work as an entrepreneur before or after training; whether U.S. training has improved such capacity and/or fostered such an ambition.
- F. If unemployed, option of prospects for finding employment or setting up own business using U.S.-acquired skills.
- G. Whether returnee has received any assistance from CASP in finding work, from whom and what kind; suggestions for improvement.

V. English Language Training

- A. Whether returnee had any knowledge of English before U.S. training. If so, how acquired, how proficient.
- B. Returnee's experience with English in U.S.; any problems encountered, feelings expressed about them and about English-language training received.

- C. Opinion as to returnee's English skills now; whether returned uses English, and how; whether he/she and family see English as a useful skill, why.

VI. U.S. Experience

- A. Recollection of returnee's perceptions/opinions/feels about the community where he/she studied; whether mentioned participating in community organizations/activities and if so, what kinds, how felt about it.
- B. Recollection of returnee's perceptions/opinions/feels about his/her host family and/or other U.S. families; what liked/didn't like.
- C. Whether returnee has maintained relationships with Americans met in U.S., eg. correspondence, visits; with whom. Whether any involve business/commercial activity.
- D. Recollections/perceptions of returnee's experience in adapting to U.S.
- E. Recollection of any specific comments made about U.S. society/culture/political or economic system in general, perceived differences with own country, aspects like/didn't like.
- F. Characterization of returnee's orientation to U.S. (political, economic, socio-cultural) before and after training, perceptions of reasons for any change. Whether returnee's opinion coincides with opinions of other family members, or has influenced family opinions.

VII. Return Home

- A. Perceptions of any changes in returnee on return home, kind/degree. Whether any problems in readjusting to like in own country, home, family, friends on return, if so what kind, how serious. Perceived cause of any changes or difficulties; how family members feel about this.
- B. Whether any assistance with readjustment (what, by whom). What could be done to avoid problems, make readjustment easier.

TRAINING COSTS WORK PLAN

Introduction

It is important to know the costs of the CASP training program, especially how those costs compare to the costs of other similar programs. Among the reasons for the first Congressional earmark was to test Georgetown's ability, because of its organization and experience, to implement effective training at lower cost. If Georgetown could do that, then its model could be extended to other CLASP (there was no CAPS program at the time of the first earmark) efforts. One task of the evaluation, therefore, will be to look at CASP training costs as compared to those of CLASP. In order to compare programs within the same region, the evaluation will compare CASP costs with those of CAPS (CAPS being a Central American subset of CLASP).

Data Sources

Data sources will include personnel from Georgetown University (Ms. Alphie DeMoss and program coordinators in Central America) and Aguirre International (Mr. Ron Rodgers and others) as well as written materials from both institutions. USAID missions and the several community colleges will also serve as sources. USAID recently required contractors to begin reporting training costs to them on a quarterly basis using a new scheme called Training Cost Analysis (TCA). This scheme disaggregates costs into comparable categories, thus enabling the category costs of one contractor to be compared with those of another. The new scheme makes data available in both detailed and summary form. Contractors were given a Jan. 20, 1989 deadline to comply with the new reporting requirement. Georgetown began revising its CASP financial accounting system in the fall of last year in accordance with TCA demands.

The TCA reports received by USAID are turned over to Aguirre International, which uses them for comparative analysis. According to Aguirre, however, not all contractors are yet reporting in accordance with the new scheme, and many of the TCA reports received to date are incomplete. But by the time the CASP evaluation team returns from Central America, Aguirre hopes to have better cost data on CAPS programs (including the CASP program) and to have analyzed them comparatively. The CASP team will use whatever is available at that time for its cost evaluation.

Data Collection and Analysis

Using TCA data as provided by Aguirre, CASP aggregate costs will be compared to those of CAPS programs for the most recent quarter (or two quarters if comparable data exist). (Comparisons must refer to roughly the same time period in order to hold inflation constant.) Costs will also be disaggregated in order to compare administrative and training costs for the several programs as well as the ratios of the two. Special attention will be given to comparing CASP with CAPS/Panama, which is also managed by Georgetown University. This comparison, by holding the management institution constant, might reveal cost differences truly attributable to program and management differences (rather than to geographic and institutional policy differences).

Information will be gathered through interviews from the community colleges to assess their share of program costs. And likewise to assess costs borne by USAID missions (to process PIO/Ps, for example) and by public and private institutions within the Central American countries. However, it is unlikely that all costs borne by the colleges, by USAID missions, and by public and private institutions can be reliably quantified (the TCA scheme does not pick these costs up). It may be necessary to work with relative--and qualitative--magnitudes. Georgetown has already indicated some ways they contain CASP costs; further time will be spent with Georgetown to pursue their approaches to cost containment.

Caveats

It must be understood that we are not doing a cost-benefit analysis of the CASP program. Furthermore, there will be limitations to the interpretation of the comparative cost analysis. Probably the most serious is that the CASP and CAPS programs are programatically different. Also, issues of quality arise--i.e., one program may cost more, yet be qualitatively superior. Such limitations will be addressed in the final report.

Appendix 3
GEORGETOWN UNIVERSITY AND THE UNITED STATES AGENCY
FOR INTERNATIONAL DEVELOPMENT/USAID

SCHOLARSHIPS FOR CENTRAL AMERICA AND PANAMA
IN THE UNITED STATES



Central American Scholarship Program (CASP)

OCTOBER, 1985

Georgetown University is pleased to announce that a competition to award a limited number of scholarships for two-year courses and six-month courses to study in community colleges in the United States will open on October 1, 1985. Community colleges are institutions of higher education with a vocational/technical orientation. The scholarships will be administered by Georgetown University and are sponsored by the U.S. Agency for International Development (USAID). In support of U.S. government policy to promote equal opportunities, forty percent of these scholarships will be awarded to women.

These scholarships are the result of the recommendations of the National Bipartisan Commission headed by Dr. Henry Kissinger (Jackson Plan) to promote the development of Central America and Panama.

BENEFITS

TUITION FEE AT THE COMMUNITY COLLEGE

LIVING EXPENSES AND MAINTENANCE AT ASSIGNED LOCATIONS

HEALTH INSURANCE

ROUNDTrip TRANSPORTATION FROM BELIZE TO THE COMMUNITY COLLEGES
FOR CANDIDATES PURSUING THE TWO-YEAR COURSES

COMPETITION BEGINS: OCTOBER 1, 1985

APPLICATION DEADLINE: OCTOBER 30, 1985

PROGRAM OF STUDY BEGINS: MARCH 1, 1986

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TWO YEAR PROGRAM

Two-Year Scholarships will be offered in the following fields:

Agricultural Technology

A combined agriproduction and agribusiness program including crop and livestock distribution; farm and ranch technology; farm equipment mechanization; fresh vegetables, fruits and flowers.

Electronics Technology

A background of basic concepts in electronics will be combined with individual specializations in one of the following branches: biomedical, electro-mechanical, industrial or radio broadcasting.

Machine Tool Operation

A combination of the machine tool process including the manufacture, operation and maintenance of tools and machinery.

Computer Programming

The fundamentals of programming theory will be covered along with practical software and hardware experiences. Training will include writing diagnostic computer programs in assembly language as well as high level languages such as BASIC, COBOL, and FORTRAN.

REQUIREMENTS

Candidates must fulfill the following requirements:

1. To be a citizen of Belize
2. To have satisfactorily completed high school at an agricultural, animal husbandry, technical or industrial school of Belize, or to be enrolled as a student in the last academic year at such an educational center.
3. To hold a secondary school certificate showing completion of studies at other schools in Belize, provided that a relationship with the above fields of training is demonstrated.
4. Not to be younger than 17 or older than 25 years of age on the date of application.
5. To demonstrate lack of personal or family resources.
6. To be in good health.
7. To be available to start studying in March of 1986.

CONDITIONS

The conditions to which the candidates have to adhere are as follows:

1. To pursue studies in a Community College in Texas, Iowa or Wisconsin (depending on the specialization) for 6 semesters (2 calendar years).
2. To follow the academic and administrative rules of these institutions.
3. To maintain a satisfactory grade average.
4. To attend language arts classes if necessary.
5. To sign a contract that will guarantee the return of the scholar to Belize upon completion of the 2-year studies program or otherwise reimburse the total cost of the scholarship.



GEORGETOWN UNIVERSITY
 UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT/USAID
 CENTRAL AMERICAN SCHOLARSHIP PROGRAM

C A S P

TWO-YEAR SCHOLARSHIPS TO STUDY IN THE UNITED STATES
 FOR CANDIDATES FROM CENTRAL AMERICA AND PANAMA

All two-year candidates will receive the following instruction:

- * Initial orientation to life in the communities in which students will be living.
- * English as a Second Language.
- * U.S. culture and values through U.S. History, Humanities, Government, Literature, or Sociology.
- * Technical courses in the chosen area. A sample of possible courses is listed below:

AGRICULTURAL TECHNOLOGY

Agricultural Chemicals	Beef Cow Production
Crop Harvesting and Drying	Crop Production
Elements of Farm Management	Livestock Evaluation & Sales
Marketing and Export of	Principles of Agricultural
Agricultural products	Marketing
Soil Fertility	

ELECTRONIC TECHNOLOGY

Basic Electronics I, II	Digital Electronics I
Electromechanical Control	Industrial Electronics
Introduction to Biomedical	
Electronics	

MACHINE TOOL

Machine Tool Operation Lab	Metal Technology
Machine Blueprint Reading	Industrial Hydraulics
Welding I	Industrial Math

COMPUTER PROGRAMMING

Fundamentals of Math	BASIC
Microcomputers and Processors	COBOL
Computer Organization & Assembly	FORTRAN
Language	

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GEORGETOWN UNIVERSITY
UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT/USAID
CENTRAL AMERICAN SCHOLARSHIP PROGRAM

C A S P

SIX-MONTH SCHOLARSHIPS TO STUDY IN THE UNITED STATES
FOR CANDIDATES FROM CENTRAL AMERICA AND PANAMA

All six-month candidates will receive the following instruction:

- * Initial orientation to life in the communities in which students will be living.
- * One course in English as a Second Language.
- * U.S. culture and values through U.S. History, Humanities, Government, Literature, or Sociology.
- * Whenever possible, a 3-month practical internship will be arranged at the school or in the community.
- * Technical courses in the chosen area. A sample of possible courses is listed below:

AGRIBUSINESS PRODUCTION

Agricultural Chemicals	Beef Cow Production
Crop Harvesting and Drying	Crop Production
Elements of Farm Management	Livestock Evaluation & Sales
Principles of Agricultural Marketing & Export	Soil Fertility

QUALITY CONTROL

Introduction to Quality Control
Principles of Quality Engineering
Interpretation of Technical Data

TOURISM

Front Desk Operation	Introduction to the Hospitality Industry
Lodging Operations	Microcomputer Applications
Marketing Sales	
Purchasing for the Hospitality Industry	

COMPUTER MAINTENANCE AND REPAIR

Microcomputers and Processors	Servicing Microcomputers
Computer Organization & Assembly Language	Troubleshooting for Microcomputers

SIX MONTH PROGRAM

Six-month scholarships will be offered in the following areas:

Agribusiness Production

A combination of production and business classes including processing and distribution, farm equipment mechanization, fresh vegetables, fruits, and flowers.

Quality Control

Study of the life cycle of products from concept, research, development, purchasing, production, testing and customer use. Interpretation of industrial drawing, manufacturing process, dimensional measurement, and mathematical concepts.

Tourism

Marketing and sales functions of the tourism industry: management of food and lodging facilities, business profitability and accounting, tour planning, product purchasing and inventory control, customer satisfaction, front desk operation, and computer applications in a lodging facility.

Computer Maintenance and Repair

Electrical/Electronic theory with practical emphasis on troubleshooting and repairing micro/mini computer equipment.

REQUIREMENTS

Candidates must fulfill the following requirements:

1. To be a citizen of Belize.
2. To hold a certificate which states satisfactory completion of elementary or high school studies, depending on the field.
3. To be currently employed, performing a job related to the areas of training offered.
4. Not to be younger than 20 or older than 50 years of age on the date of application.
5. To be in good health.
6. To demonstrate low economic personal or family resources.
7. To have at least three (3) years of experience in the job.
8. To be available to start studying in March of 1986.

CONDITIONS

1. To study at the assigned institutions.
2. To participate in all scheduled activities.
3. To sign a contract that will guarantee the return of the trainee to Belize to continue employment in his/her present job or in an upgraded position, or otherwise reimburse the total costs of the scholarship.
4. Round-trip transportation expenses to the United States must be paid by the institution where the applicant is presently employed.

The forms to apply for these scholarships will be distributed by the responsible representatives of the following institutions in each country: (Other organizations may be added to this list.)

BELIZE

- Academy of Office Arts, BELCAST,
- Belize School of Nursing
- Belizean Association of Principals of Public Schools
- Chamber of Commerce and Industry
- Council of Voluntary Social Services
- National Develop. Foundat. of Belize
- Partners of the Americas
- Public Service Union
- St. Catherine's Academy
- St. John's College

Contact: Lic. Cynthia Franklin
U.S. AID Mission to Belize
c/o American Embassy
Belize City

COSTA RICA

- Cámara de Comercio de Costa Rica
- Cámara de Industrias de Costa Rica
- CENPRO
- Colegios Universitarios
- Departamento de Educación Técnica Profesional (Ministerio de Educación Pública)
- FEDECREDITO, FUCODES, ICE
- Instituto Tecnológico de Costa Rica
- Universidad de Costa Rica
- Universidad Estatal a Distancia
- Universidad Nacional de Costa Rica

Contact: Lic. Flora R. de Vargas,
Apartado Postal 2827, San José

EL SALVADOR

- Banco de Fomento Agropecuario
- Cámara de Comercio Americana-Salvad.
- EDUCREDITO, FEDECACES, FUSADES,
- Hogar del Niño, INSAFOCOOP,
- Institutos Medios de Educación Agrícola y Técnica
- Instituto Técnico Centroamericano
- Sociedad de Comercio e Industria Salvadoreños
- Sociedad Salvadoreña de Industriales
- TECHNOSERVE
- Universidad Nacional de El Salvador

Contact: Lic. Betina Molina
Directora Ejecutiva
Empresarios Juveniles
Arce 1006, San Salvador

GUATEMALA

- Asociación de Becarios
- Cámara de Industrias
- Escuela Normal para Maestras de Educación para el Hogar
- INACOP
- Instituto Técnico Femenino
- Instituto Técnico de Agricultura
- Instituto Técnico Industrial
- INTECAP
- Universidad del Valle
- Universidad Mariano Gálvez
- Universidad de San Carlos de Guatemala

Contact: Lic. Yetilú de Baessa
6a. Ave. 14-84 Zona 9
Ciudad de Guatemala

HONDURAS

- ANDI
- COHEP
- Cámara de Comercio e Industria de Tegucigalpa
- Cámara de Comercio Hondureña-Norteamericana
- Empresa Nacional de Energía Eléctrica
- Empresa Nacional Portuaria
- Escuela Agrícola Panamericana
- FACACH, INFOP,
- Instituto Medios de Educación Agrícola y Técnico
- Ministerio de Planificación: CONSUPLANE
- OEA
- Universidad José Cecilio del Valle
- Universidad Nacional de Honduras

Contact:

Lic. Irma de Fortín, Rectora
Universidad José Cecilio del Valle,
Boulevard Buenos Aires No. 603,
Apartado 917, Tegucigalpa

PANAMA

- Cámara de Comercio, COSPAE
- COLAC
- ICASE
- IFARHU
- Institutos Medios de Enseñanza Agrícola y Técnica
- Universidad Nacional de Panamá
- Universidad Tecnológica de Panamá

Contact: Dra. Aura de Russo,
Apartado 6-3, El Dorado,
Panamá.

Appendix 4

CASP Fields of Study and Institutions - Long-TermPrograms of Six to 20 Students per Group

Field of Study	Cycle					Institution
	A	B	C	D	E	
Agricultural Tech.	X	X	X		X	Kirkwood Comm. College Coffeyville Comm. College
Clothing Merchandising			X		X	Waukesha County Tech. College Modesto Jr. College St. Petersburg Jr. College Tri-County Area Vo-Tech. School
Computer Science		X				UWC-Richland Center Berkshire Comm. College West Hills College Coll. of Santa Fe Coffeyville Comm. College UWC-Marinette
Electronics	X					El Paso Comm. College Tri-County Area Vo-Tech. School Bunker Hill Comm. College Modesto Jr. College Altoona Area Vo-Tech. School Berkshire Comm. College Scott Comm. College
Environmental/Community Health			X		X	Mt. Aloysious Jr. College Bershire Community College
Food Technology					X	Kings River Comm. College Kirkwood Comm. College
Machine Tool	X	X			X	Waukesha County Tech. College North Central Tech. College
Social Sciences					X	UWC-Richland Center
Teacher Training					X	College of Santa Fe
Tourism					X	Tri-County Area Vo-Tech. School

(continued). CASP Fields of Study and Institutions -
Long-Term

Programs of Four or Fewer Students per Group

Field of Study	Cycle					Institution
	A	B	C	D	E	
Athletic Training					X	Coffeyville Comm. College
Electronics				X		Coffeyville Comm. College
Food Processing	X					Waukesha County Tech. College
Industrial Sewing	X					El Paso Community College
Miscellaneous:						
Computer Science				X	X	Berkshire Comm. College
Hotel/Restaurant Mgmt				X	X	"
Human Services				X		"
Community Health				X		UWC-Richland Center
Physical Education				X		"
Visual Arts				X		"

Appendix 5

CASP Fields of Study and Institutions - Short-Term

Programs of Seven to 15 Students per Group

Field of Study	Cycle					Institution
	A	B	C	D	E	
Agribusiness	X	X	X			Kirkwood Community College
Electronics	X					El Paso Community College
Environmental Health Food Preparation			X	X		Essex Community College Tri-County Area Vo-Tech School
Hospitality Mgmt			X	X		Tri-County Area Vo-Tech School
Machine Tool	X					Waukesha County Tech. College
Quality Control		X		X	X	El Paso Community College

Programs of Four or Fewer Students per Group

Field of Study	Cycle					Institution
	A	B	C	D	E	
Miscellaneous:						
Electronics	X					Waukesha County Technical College
Food Preparation		X				"
Food Processing	X	X				"
Nursing		X				"
Banking/Finance				X		Tri-County Area Vo-Tech School
Occupational Therapy				X		"
Offset Printing				X		"
Appliance Service					X	Waukesha County Technical College
Industrial diesel Mechanics				X		"
Office Equipment Repair				X		"
Teacher Training				X		"

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Statistics on Returned Participants Interviewed

(Including 25 in Case Studies)

I. Returned Participants Interviewed (by Country and Sex)

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Costa Rica	13	6	19
El Salvador	15	7	22
Honduras	9	13	22
Belize	19	7	26
Guatemala	12	5	17
Total	68	38	106

II. Returned Participants Interviewed (by Cycle and Long-term/Short-term Status)

	<u>Long-term</u>	<u>Short-term</u>	<u>Total</u>
Cycle A	17	4	21
Cycle B	16	8	24
Cycle C	20	6	26
Cycle D	16	8	24
Cycle E	0	1	1
Special Honduran Group	-	5	5
Special Guatemalan Group	2	-	2
Special Belize St. John's College Group	3	-	3
Total	74	32	106

III. Returned Participants Interviewed (by Field of Study)

Agriculture	22
Electronics	20
Computer Science	17
Machine Tools	6
Hospitality Management (and Related Fields)	13
Quality Control	6
Health	7
Clothing Merchandising	3
Computer Assisted Drafting	5
Food Preparation	2
Automobile Mechanics	1
Office Machine Repair	<u>1</u>
	103
(Plus 4 St. John's Participants)	<u>3</u>
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IV. Returned Participants Interviewed (by College Attended)

Kirkwood Community College	18
Coffeyville Community College	4
Coffeyville/Tri County Area Voc-Tech. Schools	5
Tri County Area Vocational-Technical Schools	2
El Paso Community College	15
Waukesha County Technical Colleges	13
Richland Center (University of Wisconsin)	6
Altoona area Vocational Technical School/ Mt. Aloysius Junior College	4
Berkshire Community College	8
Tompkin Cortland Community College/Modesto Junior College	5
Tompkin Cortland/College of Santa Fee	3
Bunker Hill Community College	4
West Hills College (Coalinga)	2
Modesto Junior College	2
Essex Community College	2
(Plus St. John's Participants)	<u>2</u>
	103
	<u>3</u>
	106

Appendix 7

STATISTICAL BREAKDOWN OF 25 CASE STUDY PARTICIPANTS

- 5 were from each country (Costa Rica, El Salvador, Honduras, Belize, Guatemala)
- 14 were men, 11 women
- 6 were long-term Cycle A, 4 long-term Cycle B, 6 long-term Cycle C, and 4 long-term Cycle D, a total of 21 long-term participants
- 4 were short-term Cycle D
- 5 attended Kirkwood Community College, 3 Berkshire Community College, 3 Coffeyville Community College, 3 El Paso Community College, 2 Waukesha County Technical College, 2 Modesto Junior College, 2 Tri-County Area Vocational Technical College, 2 Mt. Aloysius Junior College/Altoona Area Vocational Technical School, 1 Tri-County Area Vocational Technical School/Coffeyville Community College, 1 College of Santa Fe, and 1 Rickland Center of the University of Wisconsin system
- 8 studied Agricultural Technology, 3 Computer Science, 3 Environmental Health, 3 Hospitality Management (or a related field), 2 Electronics, 2 Machine Tool, 2 Quality Control, 1 Auto Mechanics, 1 Clothing Merchandising

EVOLUTION OF CLASP

In the late 70s and early 80s, a series of regional training projects were initiated to reverse the trend of decreasing numbers of participants from Central and Latin America.

Each of these projects introduced new concepts, the accumulative effect of which moved away from traditional participant training to the design of the Central and Latin American Scholarship Program (CLASP)

<u>Title</u>	<u>Project Number</u>	<u>Initial Year</u>	<u>No. of Trainees</u>
Training for Development	598-0580	FY 79	647
LAC Training Initiatives I	598-0622	FY 82	670
Caribbean Scholarship Fund	598-0626	FY 83	500

Training for Development was designed out of concern, documented by an Arthur Young and Co. study, that A.I.D. training was tied to the specific requirements of A.I.D. projects and did not provide the potential for training to meet a broad range of development problems.

Other goals of the Training for Development project included:

- strengthen higher education's responsiveness to the problem of poverty by recruiting individuals of lower economic status for training;
- develop university faculty for community outreach programs;
- increase training opportunities for indigenous populations;
- reinforce government staff training for projects that A.I.D. has previously assisted;
- pre-project training for key personnel required to plan development projects.

Latin American training Initiatives I had the same goal statement as the current Central and Latin American Scholarship Program (CLASP).

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

*This is a summary of a paper by Grace Langley.

The Caribbean Basin Scholarship Fund resulted from Congressional action in passing the Caribbean Central American Economic Revitalization Act of 1982 which set out that not less than \$7,500,000 should be used to finance scholarships, including technical training, in the U.S.

Caribbean Basin Scholarship training opportunities were opened to the private sector as well as the public sector. The implementation was done by organizations with experience in training and with the Caribbean:

Organization of American States (OAS)
Latin American Scholarship Program of American Universities (LASPAU)
Institute for International Education (IIE)
National Association of the Partners of the Americas (NAPA)
Inter-American University Council for Social and Economic Development

Each organization implemented the training using the procedures they had developed over time. Two of these organizations expanded the proffered training to undergraduates, a level of training which A.I.D. had previously discouraged. All of the implementors were asked to target disadvantaged individuals.

The evaluation by Miranda Associates in December, 1987, indicated that the disadvantaged benefited least from the Fund, that 97% of the returned trainees were employed, and that there was a high unsatisfied demand for skilled technical and management personnel in the Caribbean region.

CLASP was designed prior to the evaluation of these early projects but after the experience had been observed.

In January, 1984, the National Bipartisan Commission reported on the crises in Central America to the President. Their recommendations related to the need to strengthen democracy, stimulate the economies, and develop human resources. The chapter on human resource development concluded:

In all the Central American countries, political and academic leaders emphasized the long-run cost of having so many of Central America's potential future leaders-- especially those from disadvantaged backgrounds -- educated in Soviet Bloc countries.

Thus, we recommend a program of 10,000 government-sponsored scholarships to bring Central American students to the United States.

The National Bipartisan Commission's report suggested that such a program involve the following elements:

Careful targeting to encourage participation by young people from all social and economic classes.

Maintenance of existing admission standards which has sometimes been a barrier in the past--by providing intensive English and other training as part of the program.

Mechanisms to encourage graduates to return to their home countries after completing their education, perhaps by providing part of the educational support in the form of loans and linking forgiveness of loans to their return.

Arrangements by which Central American countries bear some of the cost of the program.

The availability of at least 100 to 200 of these scholarships to mid-career public service officials and a further 100 for university faculty exchanges.

The recommendations of the Bipartisan Commission gave both impetus and legitimacy to a new scholarship program for Central Americans. A follow-up report by the U.S. General Accounting Office in August of 1984 became the major source document for the Central and Latin American Scholarship Program project paper.

The GAO report commented on the Caribbean Scholarship Fund. The report indicated that the scholarships were to be awarded to economically disadvantaged students but that the first six months' experience demonstrated that it was difficult to identify disadvantaged with the required English language proficiency.

Soviets scholarships are generally offered to students from the lower end of the socio-economic spectrum who would not otherwise be able to obtain the education. The degree of commitment of these students to their benefactor is likely to be much higher than that of the self-supported Latin student.

The United States and the Soviet bloc do not appear to be recruiting the same type of individuals from Latin America. We were told that those attending U.S. academic and technical training are typically from middle and upper middle classes by developing country standards, often proficient in English, and usually, academically well prepared.

The GAO reports includes diverse analyses and opinions, but throughout the report, the reader senses that the project now known as Central and Latin American Scholarship Program (CLASP) is taking shape. Some of the admonitions of recent policy guidance are thoroughly, discussed in this 1984 document. More

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than any other source, CLASP originated here.

The Caribbean and Latin American Scholarship Program (CLASP) was authorized for five years of funding. Since the funds for Central America are segregated, the Central American portion of CLASP is authorized as the Central American Peace Scholarship (CAPS) Program. Under the aegis of CAPS is the Central American Scholarship Program (CASP) the subject of the present study.

In addition to CAPS, CLASP has three other programs:

- Latin American Training Initiatives II (LAC II)
- Presidential Training Initiative for the Island Caribbean (PTIIC)
- Andean Peace Scholarship Program (APSF)

The goal statement for the CLASP project paper was modified when that project paper was revised in 1987. The additions are underscored in the goal and purpose statements repeated below:

GOAL: The goal of the CLASP is to contribute to the formation of more effective manpower resources, thereby ensuring the leadership and technical skills needed for the progressive, balanced and pluralistic development of selected Caribbean Basin and South American countries and to strengthen mutual understanding between the United States and its Latin and Caribbean neighbors.

One purpose of the Program is to counter the Soviet bloc and Cuban training activity by increasing the number of U.S. trained public and private sector individuals at the planning, implementation, technical, management and administrative levels.

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

One of the unique qualities of CLASP relates to the fact that groups of special concern are targeted for scholarship opportunities. These are intended to be persons who have been largely overlooked by the educational opportunities offered in their country. The training is expected to make a contribution to the country's development and to make it possible for the individual scholar to participate in that development process.

Special emphasis has been placed on Mission development of selection criteria including an economic means test. The selection process has been expanded beyond the normal U.S. and host government selection committee of traditional project-related participant training. Federations of cooperatives,

market women's associations, Peace Corps volunteers and rural school principals have been enlisted into the selection process. Panama uses provincial committees that remain active after selection by corresponding with trainees while they are in the U.S. These provincial committee form a nucleus of support to the student upon his return to Panama.

As the program evolved, specific target were set which further describe project emphasis:

- o 70% of trainees were to be economically or socially disadvantaged;
- o 40% to be women;
- o 30% are to be enrolled in programs of 9 months or more;
- o 10% to be enrolled in historically black colleges and universities.

Because nominees may have lacked educational opportunities in their home country, CLASP includes both English language training, and remedial training as necessary. This is now frequently done in country.

CASP, as one small portion of CLASP, is to follow the same guidelines and to strive toward the some goals as for CLASP.

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