

PLACCO
ISBN 09768

**An Evaluation Of The Central American
Peace Scholarship Program in Costa Rica**

Submitted to:

**Office of Development Resources
Latin American/Caribbean Bureau
Agency for International Development**

Submitted by:

**Aguirre International
411 Borel Avenue, Suite 402
San Mateo, CA 94402
and
Checchi & Company Consulting, Inc.
1730 Rhode Island Avenue, N.W.
Washington D 20036-3193**

ACKNOWLEDGEMENTS

This report is the result of two major efforts, implementation of the CAPS evaluation and of the Caribbean and Latin American Scholarship Program Information System. We sincerely appreciate the support provided by Dr. Joseph P. Carney in the implementation of the CAPS evaluation. We are most appreciative of the assistance provided by Paul White, Tom Donnelly and Grace Langley in the design and development of the CAPS evaluation procedures and the implementation of the Caribbean and Latin American Scholarship Program Information System.

We would also like to express our gratitude to Tom McKee, the Project Officer, Bill Binford, Project Consultant, Inez Rodriguez and Vicki Ramirez, Program Supervisors for their time and cooperation in effecting this evaluation. Special mention should be given to Patricia Monge who in a very brief time entered data into the most complete and accurate CLASP information system in the region.

FOREWORD

The purpose of the Aguirre International evaluation contract is to provide technical implementation assistance to CAPS project managers in Costa Rica through a process evaluation and computerized management information system. To this end, enclosed are data from the Caribbean and Latin American Scholarship Program Information System (C.I.S.) and the exit questionnaires of Costa Rican participants taken at the end of their training prior to returning home. Also from the interviews of participants who had completed training and returned to Costa Rica, project managers and staff within the Costa Rican Mission, selection committee members, and intermediary agency personnel in Costa Rica. This information is supplemented by data gathered through direct observations made by Aguirre/Checchi staff during technical assistance visits to the Costa Rican AID mission all of these data are integrated into this, the first CAPS evaluation report for Costa Rica.

DRAFT

TABLE OF CONTENTS

Acknowledgements i

Foreward ii

Table of Contents iii

Figures and Tables iv

Executive Summaryviii

I. Introduction and Background1.1

II. Who is being Served --Who Benefits?2.1

III. Training: What Services/Activities were Provided?3.1

IV. Administration4.1

V. Training Costs5.1

Appendix A: MethodologyA.1

Appendix B: CAPS Technical Program Cost InformationB.1

Appendix C: Summary of Key Evaluation Questions C.1

FIGURES AND TABLES

CHAPTER 1

EXHIBIT 1.1 CAPS PROGRAM REQUIREMENTS	1.2
EXHIBIT 1.2 ASSESSMENT MODEL	1.9

CHAPTER 2

FIGURE 2.1 SELECTION CRITERIA	2.1
FIGURE 2.2 PERCENT OF TOTAL AWARDS: WOMEN	2.2
FIGURE 2.3 GENDER OF TRAINEES	2.2
FIGURE 2.4 TRAINEES BY TYPE OF TRAINING AND SEX	2.2
FIGURE 2.5 PERCENT OF TOTAL AWARDS: RURAL	2.3
FIGURE 2.6 PERCENT OF TOTAL AWARDS: ECONOMICALLY DISADVANTAGED	2.3
FIGURE 2.7 TOTAL PARTICIPANTS: WEALTH AND WELFARE	2.6

CHAPTER 3

FIGURE 3.1 GENDER OF TRAINEES	3.2
FIGURE 3.2 CAPS TRAINEES BY SEX AND YEARS OF SCHOOLING COMPLETED PRIOR TO SELECTION	3.2
FIGURE 3.3 CAPS TRAINEES GENDER AND URBAN AND RURAL LOCALITY	3.3
FIGURE 3.4 CAPS TRAINEES PARENTS YEARS OF SCHOOLING COMPLETED	3.3
FIGURE 3.5 CAPS TRAINEES TYPE OF INSTITUTION OF EMPLOYMENT PRIOR TO SELECTION	3.4
FIGURE 3.6 CAPS TRAINEE TRAINING OBJECTIVE	3.4
FIGURE 3.7 CAPS TRAINEES BY TYPE OF TRAINING AND SEX	3.5
FIGURE 3.8 WHAT EXPERIENCES DID RESPONDENTS HAVE WHILE IN THE U.S.?	3.8
FIGURE 3.9 COSTA RICA TRAINEES BY STATE	3.8
FIGURE 3.10 HOW DID TRAINEES PERCEIVE THE PROGRAM INCREASED UNDERSTANDING ABOUT CERTAIN ASPECTS OF U.S. LIFE?	3.11

FIGURE 3.11 HOW DID TRAINEES CHARACTERIZE THE U.S. AS A COUNTRY?	3.11
FIGURE 3.12 HOW DID RETURNEE TRAINEE'S CHARACTERIZE THE U.S. AS A COUNTRY?	3.11
FIGURE 3.13 USEFULNESS OF PRE-DEPARTURE TRAINING	3.12
FIGURE 3.14 HOW PREPARED DID RESPONDENTS FEEL FOR THEIR TRAINING PROGRAM?	3.12
FIGURE 3.15 WHAT WERE RETURNED TRAINEES TRAINING OBJECTIVES?	3.13
FIGURE 3.16 EXTENT TO WHICH TRAINEES AT END OF TRAINING MET OBJECTIVES	3.13
FIGURE 3.17 EXTENT TO WHICH RETURNED TRAINEES TRAINING MET OBJECTIVES	3.14
FIGURE 3.18 TO WHAT EXTENT WERE EXIT TRAINEES SATISFIED WITH THE TRAINING	3.14
FIGURE 3.19 TO WHAT EXTENT WERE RETURNED TRAINEES SATISFIED WITH THE TRAINING?	3.14
FIGURE 3.20 HOW DO TRAINEE'S RATE THE OVERALL QUALITY OF THE TRAINING?	3.15
FIGURE 3.21 HOW DO RETURNEE TRAINEES RATE THE QUALITY OF TRAINING?	3.15
FIGURE 3.22 DID TRAINING IMPROVE TRAINEES WORK PERFORMANCE?	3.15
FIGURE 3.23 TO WHAT EXTENT DID TRAINING INCREASE TRAINEES PROFESSIONAL COMPETENCE?	3.15
FIGURE 3.24 TO WHAT EXTENT DID TRAINING HELP TRAINEES CAREER ADVANCEMENT?	3.16
FIGURE 3.25 TO WHAT EXTENT DID TRAINING HELP TO INCREASE TRAINEES SALARY?	3.16
FIGURE 3.26 HOW USEFUL WAS TRAINING FOR TRAINEES CURRENT JOB?	3.16
FIGURE 3.27 TO WHAT EXTENT WERE TRAINEES APPLYING NEWLY ACQUIRED KNOWLEDGE IN THEIR JOBS?	3.16
FIGURE 3.28 DID RETURNEES RECEIVE ANY FOLLOW-UP?	3.17

FIGURE 3.29 PROVIDERS OF FOLLOW-UP TRAINEES 3.17

FIGURE 3.30 HOW USEFUL WAS THE FOLLOW-UP PROVIDED? 3.17

**FIGURE 3.31 WHAT SERVICES/INFORMATION DID TRAINEES
RECEIVE FROM CONTRACTORS? 3.18**

FIGURE 3.32 FREQUENCY OF PROBLEMS WHILE IN THE U.S. 3.19

**FIGURE 3.33 SOURCE OF HELP TRAINEES RECEIVED IN
CONCERNING PROBLEMS? 3.19**

**FIGURE 3.34 TO WHAT EXTENT DID TRAINEES HAVE
RESOURCES AVAILABLE TO APPLY 3.19**

**FIGURE 3.35 DID TRAINING HELP TRAINEES ESTABLISH
TIES WITH PEOPLE WHO DID THE SAME TYPE OF WORK? 3.21**

**FIGURE 3.36 WHAT ECONOMIC LINKS WITH THE U.S. DID
TRAINEES MAINTAIN SINCE THEIR RETURN? 3.21**

**FIGURE 3.37 IN WHAT ACTIVITIES ARE TRAINEES
INVOLVED IN SINCE THEIR RETURN? 3.21**

**FIGURE 3.38 DID TRAINING HELP TRAINEES ESTABLISH
TIES WITH OTHER TRAINEES? 3.21**

CHAPTER 4

FIGURE 4.1 COSTA RICA CAPS ORGANIZATION 4.10

CHAPTER 5

FIGURE 5.1 MEAN COST PER TRAINING-MONTH 5.2

**FIGURE 5.2 TREND: COST PER TRAINING MONTH ACADEMIC
AND TECHNICAL TRAINING BY FY 5.3**

**FIGURE 5.3 PERCENT EXPENDITURES PER COST RANGE
TECHNICAL TRAINING THROUGH FY 87 5.3**

**FIGURE 5.4 COST PER TRAINING MONTH COMPARED TO CAPS
AVERAGE 5.3**

TABLES

**TABLE 3.1 COSTA RICA CAPS PARTICIPANTS BY AREA OF
PREPARATION 3.3**

**TABLE 3.2 CAPS SCHOLARS BY SEX AND OCCUPATION
PRIOR TO SELECTION 3.4**

TABLE 3.3	WHAT DID PARTICIPANT LIKE MOST ABOUT U.S. EXPERIENCES	3.9
TABLE 3.4	WHAT DID TRAINEE LIKE LEAST ABOUT U.S. EXPERIENCES	3.10
TABLE 3.5	TRAINING OBJECTIVES	3.13
TABLE 3.6	TYPES OF POSITIVE TRAINEES CEMENTS REGARDING TRAINING	3.18
TABLE 3.7	TYPES OF TRAINEES NEGATIVE COMMEN18 REGARDING TRAINING	3.18
TABLE 3.8	CAPS TRAINEES RECOMMENDATIONS FOR IMPROVING TRAINING	3.20
TABLE 5.1	COSTS OF TECHNICAL TRAINING AMONG CAPS MISSIONS	5.2

APPENDICES

TABLE A.1	TRAINEES FIELDS OF STUDY	A.2
TABLE A.2	TRAINEES EMPLOYMENT AT THE TIME OF INTERVIEW	A.3

EXECUTIVE SUMMARY

The Caribbean and Latin American Scholarship Program (CLASP) was established by the United States Congress (1) to further positive attitudes towards and establish social-economic ties between citizens of the countries served by CAPS and citizens of the United States and, (2) to provide technical training to individuals in support of their individual development as well as that of their country. This report provides program managers with information regarding the extent to which these two goals are realized as well as how they can further refine and improve the implementation of the CAPS program in Costa Rica.

The results of the data collection effort are summarized below. We first provide a general assessment of overall program implementation. Secondly we provide conclusions and recommendations for each of the following areas: selection, training, follow-up, administrative issues, and training costs.

GENERAL CONCLUSIONS

The Costa Rican CAPS program is very effective in all areas of program design and implementation. Mission management clearly understands the CAPS program objectives and has developed creative approaches to reach them. The Country Training Plan (CTP) targets sectors of the Costa Rican population and training objectives consistent with the Kissinger Report, AID's Project Paper, and Costa Rica's social economic situation. Procedures for selecting participants are exemplary and are effectively implemented. Those sectors of the population that have been specifically targeted for participation in CAPS, e.g. rural locations, and women, have been reached.

The spirit of the Costa Rican CAPS Program can be captured in the following anecdotes told by one of the ten Costa Rican interviewers hired by Aguirre International to contact and interview over 240 CAPS Trainees who had completed training and returned to Costa Rica.

Upon return from his first week of interviewing CAPS scholarship program returnees from San José, the Central Valley, and neighboring zones, the interviewer remarked with surprise that, "The CAPS scholarship program has reached areas of the country where you can't find a telephone." Upon return from his second week of interviewing at the northern border with Nicaragua, and the southern border with Panama, he remarked with even greater surprise--in fact, almost in awe--that "the CAPS scholarship program has even reached areas of the country where you can't even find electricity."

The Mission has sent a wide variety of Trainees to a broad range of U.S. training programs at very low cost.

Areas for improvement include developing and implementing low-up activities and ensuring adequate representation from ethnic minorities such as Blacks in Limón.

SELECTION

The Costa Rican Mission selects Trainees according to established selection criteria; women, leadership, and the economically disadvantaged. As of September, 1987, a total population of 742 participants were trained. They were selected among the following criteria: women, 309; leadership, 730; economically disadvantaged, 706; and youth, 294. (As participants were selected under multiple criteria, these counts are duplicated and should not be added.) Overall 42% of the participants have been women. In addition, the types of awards, academic or short-term technical scholarships, offered to women do not differ from those awarded to men. (Figure 2.1)

As noted above, almost all participants are economically disadvantaged as defined by Mission criteria. Even when more restrictive definitions of rural and economically disadvantaged are used, Costa Rican participants reflect targeted quotas.

With respect to rural selection, while there is no official policy mandating a set percentage for rural-urban distribution, preference has been given to candidates from rural areas. Nonetheless, candidates also include those from economically deprived urban areas (such as one might find in San José).

The majority of participants have less than 6 years of education. While many of the Costa Rican Trainees have more schooling relative to other Latin American countries, in many cases, the Costa Rican Trainee is the first generation of his/her family to receive high school or university education. These data demonstrated that the Mission is selecting the disadvantaged.

The Mission also selects Trainees from both the public and private sector. Of the CAPS Trainees employed at selection, slightly more come from the public governmental sector (38.3% which includes those that work for the public school system) than from the private sector (36.1% -- 18.3% from the non-profit sub-sector and 17.8% from the private for-profit sub-sector). The autonomous sector was also well represented (24.1%).

While the Mission has exceeded its original targets with respect to numbers of Trainees to be trained for CAPS, the number of trainees in long-term training is lower than that projected. AID/Washington calls for a minimum of 20%

long-term training (over 9 months). To date Costa Rica has sent only 15% of its Trainees for long-term training. However, it is important to note that much of the short-term training from Costa Rica averages almost nine months.

Thus, the mean length of training for most Trainees in Costa Rica is higher than that for all other Missions, which typically range from 2 - 6 weeks.

TRAINING

CAPS Training may occur prior to departure to the U.S. and/or training in the U.S. Without question in comparison to other Missions, the CAPS program in Costa Rica excels with respect to pre-departure orientation and training. It is larger and more comprehensive in content. The average length of this orientation increased in FY 1987. The proportion of Trainees receiving pre-departure training (English language, cross-cultural and other skills) has increased annually: 14% in FY 1985; 47% in FY 1986 and 96% in FY 1987. The average length of this training is 5 weeks in FY 1987. CAPS Managers also initiated homestays in Costa Rica with U.S. families prior to sending Trainees to the U.S...The Mission's objective is that all Trainees should be able to receive substantive in-country pre-departure training, especially in English language and orientation to U.S. Culture.

Trainees feel prepared for their training. When interviewed at end of training prior to their return to Costa Rica, Trainees were virtually unanimous in their views that the pre-departure English language training (93%) orientation to U.S. life and culture (92%) and program information (91%) ranged from somewhat useful to extremely useful. Approximately two-thirds of the Costa Rican respondents felt that they were either very prepared (24%) or prepared (65%) for their trip to and training in the United States. (Figure 3.15) Only a slight percentage felt unprepared (10%), or very unprepared (1.0%) to undertake the CAPS training. These figures suggest that in-country managers successfully prepare Costa Rican Trainees to undertake the CAPS training.

CAPS training includes two basic components: Experience America and skills training. With respect to Experience America activities, Costa Rican Trainees at the end of training prior to returning home, indicated that they participated in a wide variety of activities while in the United States: cultural events (100%), athletic events (98%), visited with U.S. families (94%), traveled around the U.S. (89%), and attended civic activities (78%).

Whether interviewed at time of departure from the U.S. to their home or after their return to Costa Rica, Trainees agreed that most of their personal expectations were met. Both interviews revealed that Trainees valued their oppor

tunities to interact socially with U.S. Citizens (39% and 32%, respectively) as well as learn about U.S. Culture (22% and 24%, respectively). (Tables 3.5 and 3.6 respectively) Trainees liked living with U.S. families very much and making friends and being able to share experiences with U.S. citizens. Trainees greatly valued the opportunities to share everyday life with U.S. citizens.

CAPS program activities appear to successfully realize the experience American component. As a result of CAPS program experiences, Returned Trainees felt that the training program had increased their understanding of U.S. lifestyles (94%), citizens (91%), and families (89%) (Figure 3.11). Equally important, at least fifty percent of all returned Trainees reported that their experiences enlightened them with regards to U.S. politics (59%) and key aspects of government at State and Local levels (51%) (Figure 3.11)

When asked to rate the United States along special characteristics, Trainees on departure from the U.S. saw the United States as strong (91%), generous (91%), wealthy (88%), natural (88%), friendly (80%), sensitive (76%), orderly (68%), and militarily peaceful (65%) (Figure 3.12). Similarly, Costa Rican Trainees who had returned home and had been home for a period of time, overwhelmingly characterized the U.S. as a country which is passive (94%), orderly (91%), friendly (89%), generous (84%), and sensitive (64%) (Figure 3.13). In summary, the CAPS program realized the objectives of fostering positive attitudes towards the U.S. Furthermore, Trainees' positive attitudes towards the U.S. are strong and appear stable over time.

Most Trainees agreed that their personal skill training expectations were met. The majority (83%) of Costa Rican Trainees, when interviewed at end of training prior to their return home, indicated that their original objectives were realized to a "very great extent" (36%), or a "great extent" (51%). (Figure 3.17) These figures, however, still leave just over a tenth of the respondents feeling that their training objectives were reached only to some extent or not at all.

Similarly, over three-fourths (77%) of the returned Trainees, when interviewed, indicated that their original objectives were realized either to a "a very great extent" (21%), or a great extent (55.6%). (Figure 3.18) These figures, however, still leave just over a fifth (23.4%) of the respondents feeling that their training objectives were reached only to some extent or not at all.

Personal skill training expectations aside, the majority of Trainees (81.5%) indicated that other personal objectives were realized to "a very great extent" or "a great extent."

The best assessment of the quality of any training is to ask Trainees the value of their training after sufficient time has passed allowing them, time to reflect

on what they learned with respect to their needs. When interviewed after they had returned to Costa Rica, Trainees used overall quality of the program, as either "excellent" or "good."

FOLLOW-UP ACTIVITIES

An underlying and fundamental objective of CAPS is to foster long-term ties between Costa Rican Trainees and the United States. This is difficult. The training period itself is often very short. Even long-term academic Trainees cannot be expected to absorb many of the aspects of U.S. democracy and self-reliance automatically. The CAPS training experience must be carefully designed to include a well articulated, Experience America component and a follow-up program in Costa Rica as well as a Technical Skills component. At this point in time, approximately half (52.7%) of the trainees have had some follow-up. (Figure 3.36) When follow-up was offered, the people in the U.S. (N = 39) provided most follow-up activities, followed by the contractor (N = 34), and AID (N = 33) (Figure 3.37). In sum, the AID mission is correct in its current efforts to develop and expand Mission follow-up activities.

PROGRAM ADMINISTRATION

The acting Mission Director (previously the Deputy Director) and other Mission senior management have been instrumental in the development and success of the CAPS program in Costa Rica. They placed high priority on the CAPS program and appointed a high ranking Foreign Service Officer as the CAPS Project Manager. The Project Manager is highly committed to the CAPS program, has a broad understanding of Costa Rica, understands the project's objectives and is able to marshal commitment from others in the Mission.

Except for Belize, this is the only Mission in Central America which has elected not to hire contractors to provide in-country services. Rather, the Training Office was expanded and equipped to handle the increased work load. Mission management felt that it would lose contact with the project and Trainees if the in-country activities were put into the hands of outside contractors. As a result Mission staff carefully monitor all aspects of training provided by local contractors and meet periodically directly with Trainees to assure their progress.

The Mission developed a good system for selecting Trainees. Selection committees work well and quality Trainees are chosen. However the system needs to be improved to ensure accessibility to CAPS by all eligible Costa Ricans. Currently one does not know the extent to which targeted populations are aware of the various programs offered under CAPS. While CAPS program managers developed exemplary guidelines and quality control procedures for

intermediary agencies to ensure that only eligible Trainees are recommended, CAPS managers need to monitor more closely how intermediary agencies canvas and/or distribute CAPS information to the targeted population throughout Costa Rica to ensure equal access to the CAPS program. We understand that project staff face a dilemma on this point. On the one hand they want to reach as many of the target population as possible, on the other, they cannot spend all of their time reviewing applications. When intermediary agencies are involved, there is no certainty that they have adequately canvassed their membership. This must be closely monitored.

Without question, the Costa Rican computerized CAPS data base is excellent. It is complete and current.

COST OF CAPS IN COSTA RICA

The CAPS Program in Costa Rica is very cost effective in both technical training and academic training. This is surprising given the wide variety of training offered by the mission, the rapid rate of expenditure and the large number of training-months programmed. Not only are costs low, but they have dropped significantly over the past two years. Project management can be credited with careful attention to costs reduction.

As a consequence of their efforts, the Mission raised its original projections of the number. With respect to short-term technical training, CAPS/Costa Rica has programmed almost twice as many training-months of technical training as any other mission and expended their funding at a faster pace than all missions except Guatemala. In addition, the Mission developed a wide variety of programs serving a broad range of Trainees. If this pattern persists, Costa Rica will be able to program twice as many training-months of technical training as the average CAPS mission with the same funding level. In addition CAPS/Costa Rica will be able to provide almost four times as many training-months of technical training as the highest cost mission with the same funding.

With respect to long-term academic training, the average budgeted cost per Trainee is \$1,684 per training-month. Comprehensive data from other missions are not yet available; however data which exist indicate that this cost is mid range.

RECOMMENDATIONS

The following recommendations are given with an eye towards improving an already excellent program.

COST: The Mission should continue to stress low costs with their contractors (i.e., continue to do what they're doing). In addition, as S&T/IT's contractors begin to use TCA formats for reporting of actual expenditures by PIO/P, the Mission should require quarterly expenditure accounts on every academic Trainee to ensure that the low budgets for academic training evolve into actual low expenditures.

SELECTION: The Mission should select more long-term Trainees.

Steps should be taken to select more minorities from Limón. Some attempt should be made to account for the number and destination of application

forms whether by the Mission or intermediary agencies to ensure as wide a distribution as practicable. Consider developing a simple processing procedure to facilitate and expedite the application review process.

TRAINING:

FOLLOW-UP: The Mission should continue its current efforts to develop and implement a follow-up program. However, AID/Washington needs to develop strategies that facilitate funding of follow-up activities both through CAPS as well as through other funding sources.

ADMINISTRATIVE ISSUES: The Mission should continue its efforts to describe training requests in terms of specific skill objectives for both the experience America component and the skill training component. To this end, the Mission should require all contractors to submit detailed training plans prior to Mission signing of the training contract. The training plan should enumerate: 1) the number of Trainees to be trained; 2) clear training objectives; 3) a discussion of how the training relates to CAPS goals; 4) how training activities will realize training objectives; 5) the procedures that will be used to monitor progress towards training objectives; 6) the procedures for evaluating the success of training; and 7) an explanation of follow-up services to be provided (or which could be provided) by the contractor.

Chapter 1

CHAPTER ONE:

INTRODUCTION AND BACKGROUND

INTRODUCTION

The process evaluation of the Caribbean and Latin American Scholarship Program (CLASP) is designed to answer two questions: "Is CLASP being implemented the way it is supposed to be?" and "Are CLASP goals being realized?" To answer both questions it is important to first clarify what was envisioned for program structure and goals. Two documents provide this framework for CLASP, The Kissinger Commission Report and the AID Project Paper. Second, this framework needs to be considered within the context of Costa Rican society. To this end it is necessary to consider those features of Costa Rica which help shape implementation of CLASP in that country.

It is within the parameters of The Kissinger Commission Report, AID Project Paper, and the reality of Costa Rica that CLASP was formed and articulated in the Country Training Plan (CTP). Consequently, the purpose of this chapter is to describe the program mandates as stated in The Kissinger Commission Report and the AID Project Paper, the Costa Rican context in which CLASP is implemented, and how each is reflected in the CTP. This discussion will yield the criteria against which the CAPS program is to be evaluated. The assessment model is outlined in Figure 1.1.

The spirit of the Costa Rican CAPS Program can be captured in the following anecdote as told by one of the ten Costa Rican inter-

viewers hired by Aguirre International to contact and interview over 200 CAPS Trainees who had returned to Costa Rica.

Upon return from his first week of interviewing CAPS scholarship program returnees from San Jose, the Central Valley, and neighboring zones, the interviewer remarked with surprise that, "*The CAPS scholarship program has reached areas of the country where you can't find a telephone.*"

Upon return from his second week of interviewing at the southern border with Panama, he remarked with even greater surprise--in fact, almost awe--that

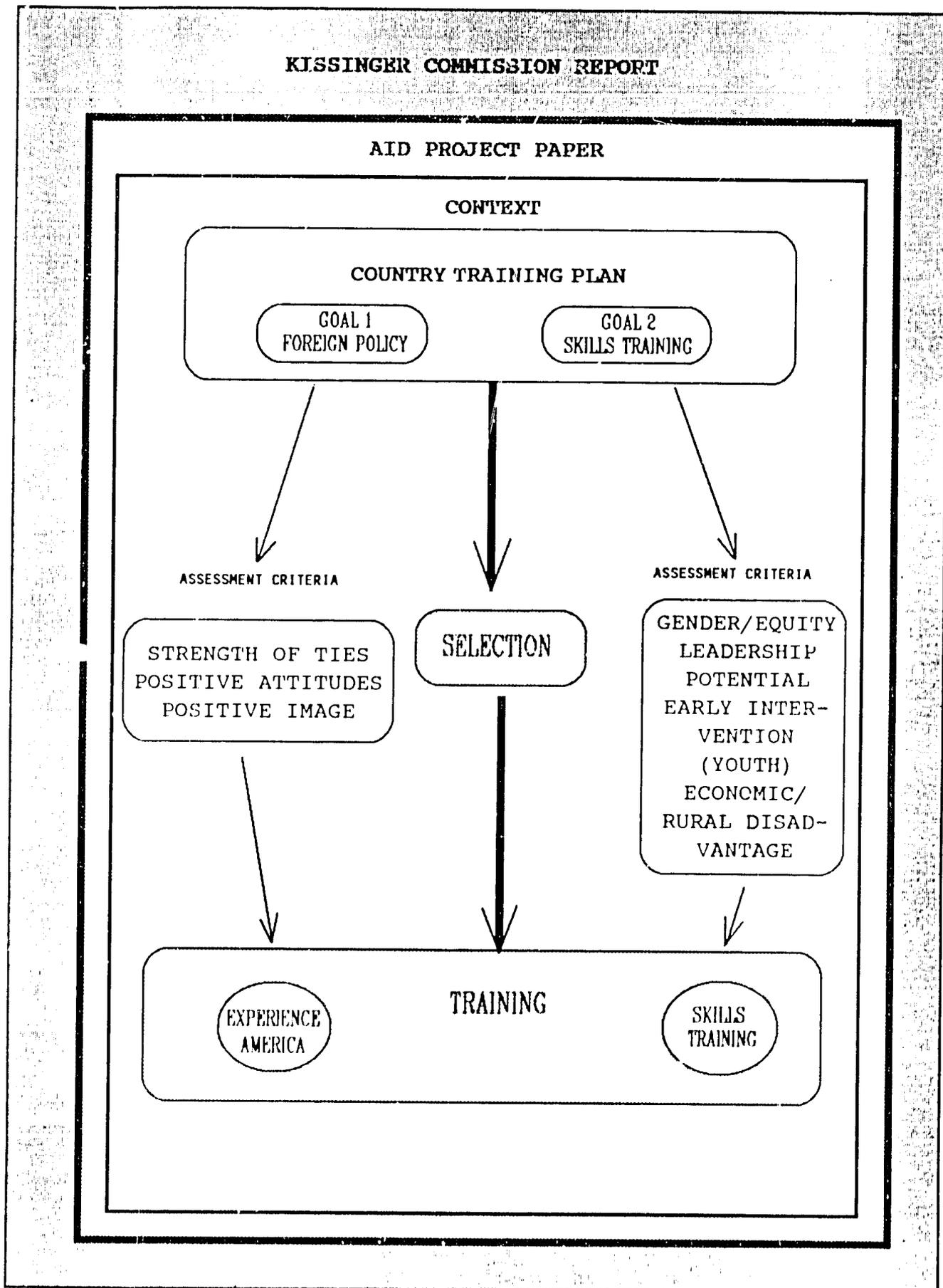
"The CAPS scholarship program has even reached areas of the country where electricity has not even arrived."

Although an anecdote, this interviewer's observations highlight the success of the Costa Rican CAPS program to reach out and serve those sectors of Costa Rican society that traditionally would never have access to the United States.

KISSINGER REPORT

The Central American Peace Scholarship Program (CAPS) sprang from the National Bi-Partisan Committee on Central America. The Committee issued a report most commonly called the "Kissinger Report," on January 10, 1984. The central message of the report was that Central America's "crisis is real and acute, and the U.S. must act to meet it and, act boldly; that the stakes are large for the United States, for the hemisphere, and most poignantly, for the people of Central America."

FIGURE 1.1
ASSESSMENT MODEL



The Committee expressed the conviction that "political, social and economic development goals must be addressed simultaneously." However, the Committee recognized that the United States could not provide what is most vitally needed: "a positive Central American vision of the future, and a process for translating that vision into reality." The Committee felt that the vision and process could only be realized by "engaging the initiative, the energy, and the dedication of the Central Americans themselves, with the cooperation of their allies."

The report strongly emphasized that social and economic progress would not be obtained without "providing access to that process by those who have not before been an integral part of it."

Ajit Kumar Singh, a development scholar, recently argued that development ultimately depends upon social mobilization rather than resource mobilization. He argues that problems encountered in trying to assist with the developmental efforts of a country result from development planners who are pre-occupied with economic development, and disregard the socio-cultural context. Socio-cultural relevance has been a "missing-link" in development planning.

Three of the Report's most important recommendations directly address the issue of socio-cultural relevance:

- Establish a program of 10,000 U.S. government-sponsored scholarships to bring Central American students to the United States.
- Carefully target participation of young people from all social and economic classes.

- Adequately prepare them by providing English language training and any other required academic preparatory training in order to satisfy admission requirements for programs in the United States.

In many ways the Caribbean and Latin American Scholarship Program considers the socio-cultural context of development as defined in the "Report of the Bi-Partisan Committee on Central America".

The Agency for International Development (AID) is charged with the implementation of the Caribbean and Latin American Scholarship Program (CLASP). AID established a regional fund of \$225 million in grant assistance for the period 1984-1993 to provide training programs in the United States for selected individuals from the Caribbean and Central and South American regions. The CLASP program is divided into two separate regional projects, the Central American Peace Project (CAPS #597-0001) and the Latin American and Caribbean Regional Training II Project (LAC II #598-0640). CLASP would minimally train 10,000 "Peace Scholars" from Central America: 8,500 would be funded through CAPS with an additional 3,000 funded through USIC; LAC II would provide US scholarship opportunities to approximately 5,000 selected Caribbean and South American Peace Scholars.

The Kissinger Report stipulated that the two projects would provide (1) "long-term" training in the U.S., largely academics; and (2) "short-term" or largely "technical training" for professionals and "blue collar" workers; and (3) evaluation.

CLASP is to incorporate four programmatic elements now known as the "foreign policy" or "democracy" objectives:

- CLASP candidates are to be selected on the basis of membership in specific leadership groups which are of special local concern rather than in terms of their impact on more general development goals or objectives.
- CLASP Peace Scholars are to have an opportunity to "Experience America".
- CLASP Peace Scholars are to have an opportunity to share their culture and values with Americans.
- The training CLASP Peace Scholars received is seen as preliminary to the most important aspect of the program, the development of strong ongoing friendship ties between Latin Americans and Americans as individuals as well as the application of training upon return home.

Selection criteria, as a result, are to include the individual's financial need, academic performance, leadership potential, and membership in special groups identified by USAID Mission such as women, rural and urban youth, Native American, Black or other minority groups. The areas in which training is to be provided are based on the needs of the groups targeted for awards and consideration of: 1) the importance of the training to the development needs of the country; and, 2) the appropriateness of the training level to the requirements of the country.

Each Mission, according to the Kissinger Report, is to bear responsibility for day-to-day implementation. Funds are to be allocated from AID Washington to USAID, on the basis of approved Country Training Plans (CTPs) which are to be updated on an annual basis. The Mission can elect to use their own internal participant programming

structure, or outside contractors. If outside contractors are used, however, Missions are required to justify contractor costs following Handbook 10 procedures.

Each Mission is to establish a screening and selection committee with in-country implementation responsibility for the Program, including follow-up and evaluation activities after training. At no time is pre-selection or selection to be left in the hands of only one individual.

According to the Kissinger Report, the CLASP (CAPS, LAC II) program is primarily conceptualized as a "people to people program," focusing on the "people side of development". Its underlying assumptions rest on the belief that people make a difference.

In summary, several characteristics distinguish the CLASP (CAPS, LAC II) program from traditional AID training:

First, the CLASP training that is provided, while recognizing the priority political, economic and social development needs of the country is determined by the needs of the groups targeted by the AID Mission that should minimally be served - e.g., the economically disadvantaged, women, as well as other targeted groups. Traditionally AID training is determined by the needs of specific developmental projects and then people are identified for training. Typically, traditional AID training has not always been available to the disenfranchised groups targeted by CLASP.

Second, CLASP training has two components. The first, Experience America, provides training in U.S. Culture. The goal is to acquaint participants about all phases of life in the United States - family, work, local government, etc. The second com-

ponent, Skills Training is directed towards traditional training emphasizing short-term non-academic as well as long-term academic programs.

Third, CLASP training is to be a mix of short-term technical (2/3) and long-term academic (1/3).

Fourth, unless graduate training is for special concern groups or the economically disadvantaged, preference is given to train undergraduates rather than graduates in the CLASP long-term academic program. Undergraduate training need not have a degree as a major objective, minimally a one year course of study is preferred. AID academic training traditionally is concentrated at the graduate level and is degree oriented. It is felt that Mission projects other than CAPS should be used to provide graduate-level training in Central America.

Fifth, CLASP's primary attention is directed towards training programs that enhance the private sector, instead of programs that are development project related or public sector related. Traditionally most AID training has been directed towards strengthening the public sector.

Sixth, AID is charged to look for ways to involve sponsors in sharing costs.

Seventh, the Missions are required in the light of U.S. legislation, to place ten percent of CLASP trainees in historically Black colleges and universities (HBCU) and other minority institutions.

Eighth, the CLASP project is to allocate monies specifically for formative (process) evaluation and impact evaluation.

The Kissinger Report identified goals and provided some direction for the CLASP

program. However, more delineation of objectives and procedures was needed to provide structure to the CLASP program. This was done through the AIDS/CAPS "Project Paper."

THE AID-CAPS "PROJECT PAPER"

AID's "Project Paper" clearly identifies the two target groups specified in the Kissinger Report. The Project Paper specified that of those trained in CLASP: 70 percent shall be economically disadvantaged and that 40 percent should be women. While other target groups, rural and urban youth and ethnic minorities are also identified in the Project Paper, specific percentage goals are not. This leaves the final decision as to the level of participation in the hands of Mission CLASP managers. CLASP managers are to decide the goals for other specifically targeted sub-groups according to the country's unique demographic conditions.

The Project Paper specified that each AID Mission in developing pre-screening and selection procedures, should:

- Develop an economic needs criterion test. (Congress had stipulated that proof of economic need would be the inability of a trainee to finance a trip to the United States.)
- Select Trainees on the basis of an economic need criterion, not on the basis of development objectives.
- Maintain final selection authority within AID.
- Establish a screening and selection committee to exercise in-country implementation responsibility.

Exhibit 1

	KISSINGER REPORT	AID PROJECT PAPER	COSTA RICA COUNTRY TRAINING PLAN
POLICY EMPHASIS	<p>Program to have two components:</p> <p>1) Foreign policy/democracy objectives</p> <p>2) Technical training</p> <p>Foreign policy objectives:</p> <ul style="list-style-type: none"> -Trainees selected on basis leadership qualities and membership in specific groups of local concern. -Experience America -Share own culture with Americans -Follow-up activities to form continuing ties. 	<p>Dual objectives: Foreign policy and technical training</p> <ul style="list-style-type: none"> -Actual & potential leaders -Experience America -Share own culture with Americans -Follow-up activities to form continuing links. 	<p>Participants selected with help of the intermediate institution based first on actual or potential leadership ability and then on development field.</p> <p>Youth in general and especially disadvantaged youth.</p>
CENTRAL STATEMENT	<p>Social and economic progress could only be obtained by providing access to those who have not previously been an integral part of it.</p>	<p>Experience America is most important component.</p>	<p>Experience America most important component.</p>
TARGET GROUP	<p>Target population of young people in Central America from all social classes.</p>	<p>Targets to include: Youth; 70% economically disadvantaged; 40% women; actual and potential leaders.</p>	<ul style="list-style-type: none"> -Youth -70% economically disadvantaged -Rural -40% women -Actual or potential leaders -Blacks from Limon province
SELECTION CRITERIA	<p>Selection based on financial need, academic performance, and leadership potential; USAID/Mission-defined special concern groups--women, rural and urban youth, Indians, Blacks.</p>	<ul style="list-style-type: none"> -Selection based primarily on financial need rather than on development objectives. -Criteria to meet foreign policy objective. 	<ul style="list-style-type: none"> -Selection based on economic need criteria, not development project related. -Economic need criteria specific to type of training.
TYPE OF TRAINING	<ul style="list-style-type: none"> -Short-term technical scholarships for two-thirds of Trainees--short-term defined as training not only for professionals, but also for blue-collar workers. -Long-term (academic) scholarships for no more than one-third of Trainees. -Include as needed English Language Training and remedial work. 	<ul style="list-style-type: none"> -Primary emphasis on short term. -U.S. training to include varied exposure to U.S. life and customs. -Most important aspect of training is application of learning in home country and development of continuing ties. 	<ul style="list-style-type: none"> -Short-term trainees core of program. -High priority to high school program. -Undergraduate training important for leaders at all levels. -Graduate training necessary for leaders at all levels. -Pre-departure training; information, orientation, and English Language Training. -Returnee follow up.
IMPLEMENTATION GUIDANCE	<ul style="list-style-type: none"> -AID charged with implementing CLASP (CAPS/LACII). -\$225 million (1984-1993) -Funds allocated on basis of approved CTP. -Total 10,000 Trainees. -Each Mission charged with day-to-day implementation. -Missions could use outside contractors if justified. -Missions to set up screening and selection committee. -Final selection in hands of AID. -Each Mission to include evaluation. 	<ul style="list-style-type: none"> -Each Mission to develop an economic means test. -Screening process should be described in CTP. -Selection process should be described in CTP. -Thorough documentation of screening and selection process for each applicant. -Screening and selection to be conducted by a broad-based committee with strong non-governmental representation. -Final selection in hands of AID. 	<ul style="list-style-type: none"> -Purpose of CTP to assist Mission to plan, implement, and evaluate training and to inform AID/DC of Mission's priority and plans. Considered a flexible document and updated every year. -Differential "economic means" criteria. -Selection process described. -Intermediary organizations for recruitment and screening of target groups. -Intermediary organizations help plan and design courses for training of special target groups identified. -Costa Rican Advisory Committee to review and recommend to AID--academic Trainee candidates. -Final selection in hands of AID.

DRAFT

- Develop and implement follow-up training activities.
- Develop detailed procedures that reflect the screening process outlined in the CTP.
- Ensure that AID screening is separated from the selection process, and that screening is conducted by a broad-based committee having strong non-governmental representation and not be in the hands of any one individual.

Based on the Kissinger Report and AID's Project Paper, training should provide:

- That the Peace scholar will be programmed for specific activities which expose them to a broad cross-section of Americans and provide them with an opportunity to learn and participate in a variety of events and activities at the family, local, state and national level.
- That the U.S. training reflect the two most important objectives of the CLASP program; 1) Developing and maintaining ongoing ties between Costa Rican Citizens and U.S. Citizens and organizations.
- That short-term training be programmed for an average of three months in order to include the "Experience America" component.
- That 5,000 scholarships be allocated for short-term training programs.
- That 3,500 scholarships be awarded for long-term (one to four year) programs. (Later guidance has altered this mix.)
- That undergraduate training not necessarily have a degree as a major

objective. A minimum of one year of undergraduate training is preferred, a junior year abroad, AA level, other certificate programs as well as other programs requiring less than four years.

- That orientation training should take place in more than one geographic area.

It is within the context of the Kissinger Report, AID's Project Paper and the socio-cultural context of Costa Rica, that the Costa Rican CAPS program developed. The following highlights how the CAPS Program in Costa Rica integrated and actualized the directions provided by these forces.

COSTA RICA: THE CONTEXTUAL BACKGROUND

SOCIO-POLITICAL SYSTEM

Costa Ricans proudly declare that they are the only Central Americans who have had a democratic form of government that has stood for three decades. They also proudly add that they do not have a standing Army nor does their police force carry firearms. Their pride rests on the fact that since 1949 Costa Rica has had a representative republican government consistent with its constitution.

Two important features of Costa Rican history distinguish it from that of other Central American and South American countries.

First, as a consequence of a variety of economic and political circumstances and subsequent decisions, Costa Rica did not develop a quasi-feudalistic hacienda system. Also in contrast to its neighbors, a white aristocracy which controlled landholding and dominated Black and Indian slaves as a basis of economic production did not develop.

Thus, by the end of the colonial era, nearly all Costa Ricans regardless of their social standing, had become subsistence farmers, developing egalitarian traits that persist today. Second, Costa Rica unlike its Central American and Latin American counterparts, did not have to fight a war of independence from Spain. Instead Costa Ricans gained their independence through peaceful political means. Peaceful political dialogue still embodies the Costa Rican national spirit. They profess to be truly dedicated to consensus and compromise.

ECONOMIC SYSTEM

Costa Rica presently has a mixed economy. The government has expanded its economic role since 1948, now accounting for 60% of its GNP. The underlying rationale for a mixed economy rests on the notion that unrestrained capitalism causes socio-economic dislocations and inequalities. The solution is for the government to constrain the free market through its constructive involvement in the economy in order to redistribute income and to improve the living standards of the poor. The Costa Rican policy has been to keep military expenditures quite low, and expenditures for education and health high thus improving the quality of life for its citizens.

Observers of the economic scene point out, however, that excessive government control has produced a large bureaucratic structure which is in part inefficient and ineffective. Consequently some believe that there should be a shift towards enhancing the participation of productive individuals and private firms. On the other hand, observers from the left insist that there is a growing socio-economic inequality, and a mis-direc-

tion of social services from the needy poor to the middle class. Although many believe that a public sector administrative reform is long overdue, it does not seem likely that the government will cut back the number of public servants.

Costa Rica's economic strength rests with its two major exports, coffee and bananas. It's economic development is particularly vulnerable to market fluctuations in those commodities, as it is to the price of oil a primary report. Market fluctuations in these three areas, along with world-wide inflation and a corresponding devaluation of the Colon, has caused an enormous imbalance of payments with its foreign debt. Costa Rica has historically been reluctant to install tax reforms to address this imbalance due to pressures from the private sector.

This economic imbalance, along with the political problems of its close neighbors, makes Costa Rica a fertile soil for a host of social, political, and economic problems. In mid-1983, for example, one of the more important contextual variables influencing Costa Rica's democratic institutions was the possibility of a military invasion of some Central American countries by anti-communist forces. If this had happened, it would have increased Costa Rica's economic and social problems to an unbearable point.

EDUCATIONAL SYSTEM

Costa Ricans have been committed to free, universal, and secular public education since 1824, when an integrated primary school system began to develop separately from the Roman Catholic Church. However, public education long remained a benefit for the elite, available mainly in urban areas.

Basic education is now compulsory. To lessen regional differences in the availability of educational services, a series of legislative measures were enacted towards expanding such services. More teachers were trained and innovative educational measures were adopted with the goal of upgrading rural schools. Costa Rica achieved its goal of providing "basic education" (i.e. Grades 1-9) to all. As of 1984, there were 140,281 students enrolled in "urban" schools: public, private, and semipublic; 210,377 were enrolled in "rural" schools.

Although primary and secondary education is considered "free" in Costa Rica, there are some costs that must be incurred by the family--e.g., school books, supplies, and uniforms. The ultimate effect of these costs is to limit the access of the poor to secondary and post-secondary education.

Costa Rica's developmental needs include, but are not limited to, the areas of: 1) Increasing agricultural production, diversification, and marketing; 2) Strengthening democratic social and political institutions; 3) Increasing development of and support to private enterprises, especially the economically disadvantaged; 4) Increasing the accessibility of the poor to secondary and post-secondary education.

THE COSTA RICAN COUNTRY TRAINING PLAN

CAPS program objectives and design directly evolved from key foreign policy statements expressed by the Kissinger Commission, the AID Project Paper (PP) and further refined by AID staff in Costa Rica in the Country Training Plan (CTP). Figure 1.2 traces these principal policy statements in the Kissinger Commission Report, to the AID Project Paper and study.

In response to the PP, a 1985-1989 Costa Rican Country Training Plan was prepared in 1985 and updated in 1987. The 1987 CTP clearly stated the CAPS objectives as: 1) ensuring a more equitable participation of individuals who would otherwise be unable to study in the U.S., particularly those with limited economic resources, women, Blacks, and other disadvantaged indigenous groups; and, 2) expanding the focus of the Mission's training activities from conventional project related training to training in new fields.

The Costa Rican Training Plan (CTP 1987 update) summarizes the Mission's underlying rationale for the CAPS implementation design and efforts towards countering Soviet Bloc strategy. The rationale includes: reaching leaders and potential leaders in a broad spectrum of social, economic and political areas, especially those who already or are most likely to influence opinion and policies in the future; giving access to the financially disadvantaged and other target groups; granting awards to some prior Soviet Bloc scholarship recipients; and providing training at the same levels as the Soviet Bloc countries, with the exception of primary education.

Selection quotas for rural populations were not stipulated in the PP; however CAPS managers give high priority to the inclusion of a large number of Trainees from rural areas in all programs. Rural is defined by the Mission as including the whole country (except for metropolitan San José and the provincial capitals of Cartago, Heredia and Alajuela). Special attention is to be given to candidates from the province of Limón, which has a large Black population, and the southern regional areas. To date few Trainees have been selected from these areas.

With respect to the economic criteria required for the screening and selection of Trainees, CAPS Managers exercise the discretion afforded by the AID Project Paper to develop different economic means criteria in accord with the programs considered appropriate for Costa Rica (see Chapter Two). The PP's mandates of forty percent women and seventy percent economically deprived are maintained.

THE CAPS PROGRAM

The CTP in Costa Rica specified that CAPS training should consist of two elements: Experience America, and Skills Training (i.e., technical or academic). Exposure to the United States is to be achieved through home stays and other face-to-face activities. Homestays are central to the Experience America component and are required for both short-term and long-term programs.

CAPS program managers argue that there is a greater political benefit when the Trainees are young. The Mission's selection criteria emphasizes awards:

- to minorities, and to individuals from rural areas, as well as to those who have not had previous opportunities to visit the United States;
- to those with demonstrated leadership potential. Leadership potential is defined as including those with influence, or potential influence as opinion-makers in the public eye, such as journalists, or artists;
- to those with relevant work experience as well as the importance of the proposed

field of training to Costa Rican needs for short-term training;

- if applicable, to those with a good academic record in their high school, undergraduate and graduate programs.

The following sections describe each of the four programs developed in the CTP for realizing the CAPS objectives outlined above:

Short-term Program: The major objectives of this program are to offer training opportunities to individuals in fields which have not previously received AID scholarships, and to establish links between leaders in various fields in the United States and Costa Rica.

The implementation design includes three types of short-term programs: (1) attendance at existing courses given by U.S. institutions; (2) participation in an individually tailored course at a U.S. institution; and (3) observational travel and participation in seminars and workshops connected with the field of interest, including travel in the U.S.. Each group will receive, in-country, one week of survival English training. In most cases, the short-term Trainees will use interpreter's services while in the U.S.

The goal for FY 1985-89 is to send approximately 835 (later revised to 1,325) Trainees to the U.S.

The High School Program: This program is regarded as a short-term technical program. The objectives of the high school program are for Costa Rican youth to live with Americans and experience American daily life, to appreciate and learn about its values firsthand, and to be able to share with their classmates at home what they have ex-

perienced and learned. The program is not open to high school seniors. The average length of the program is six months. The Trainees receive English Language training and orientation to U.S. culture in-country prior to their trip to the U.S..

The goal for FY 1985-89 was to send approximately 750 high school students. This was revised in FY87 to 780 students.

Undergraduate Program: The undergraduate program is an academic program. Selection requires previous completion of two years of post-secondary training. Trainees finish their undergraduate degree in the U.S.. Trainees receive up to six months of English language training or until the Trainee reaches an intermediate level of English language proficiency and an orientation to U.S. Culture.

The goal for FY 1985-89 was to send 124 Trainees for long-term undergraduate study. Study would require two years. The goal was revised in FY87 upwards to 166 Trainees.

The Graduate Program: The graduate program is an academic program. The graduate program is not a primary focus of CAPS; however, CAPS managers regard the inclusion of graduate training necessary as the Soviet Bloc places a high premium on this group in Costa Rica. In addition, CLASP program managers argue that the underlying philosophy of CAPS is to target leaders, and it is most likely that future leaders of Costa Rica are within this graduate level group. Compared to other Central American countries, Costa Rica has substantially more graduate level education. Significant portions of graduate students are not from the elite groups of Costa Rican society. Thus, Trainees could be selected from this area and still meet the underlying

CAPS requirements of reaching economically and socially disadvantaged populations. Trainees receive six months of English language training or reach an intermediate level of proficiency, at which stage they would be sent to the U.S. to complete their language training concurrent with their orientation to U.S. Culture.

SUPPORT SERVICES

Three types of support services are provided. Some of the services are supplied to all the training groups and some are designed for groups or individuals with specific needs.

First, all groups receive in-country pre-training orientation and training. Second, family support is offered to those Trainees with limited economic resources. This support is in addition to the usual pre-training and training costs, and the normal stipend. Third, remedial instruction is provided for those candidates otherwise worthy of selection.

As of September, 1987, 740 Trainees have come to the U.S. since inception of the Costa Rican CAPS program almost three years ago. This program is distinguished in a number of ways: A wide range of Trainees from all parts of Costa Rica have been identified for participation in CAPS. Although primarily focused on developmental activities (broadly interpreted to include non-traditional AID areas), the program has also reached such groups as performers and artists. The role of the artist is substantially different in Latin America from that in the U.S. In Latin societies, the artist has significantly greater social and political influence. The Soviets have consistently offered scholarships to musicians and artists from all over Latin America.

We must also note that the ability to focus on a wide range of Trainees is in part due to the existence of such groups in Costa Rica. The country is quite different from its neighbors and requires different approaches to realize CAPS objectives. As a result, the CAPS program in Costa Rica has:

- Taken more risks than those in other countries, vis-a-vis selection of non-traditional groups and provision of significant in-country training prior to departure. Program managers have displayed considerable creativity in design and implementation of the project.
- Successfully maintained substantial distance between itself and traditional AID training.
- Decided not to contract out the in-country portions of the program, preferring to have more direct control over the implementation.
- Placed considerable time and effort into program start-up and design.
- Assigned a high-ranking Foreign Service Officer, as project director, (evidence of the importance Mission management placed on the project).
- Appropriately staffed the CAPS program.

In sum, CAPS objectives and program design closely reflect the thrust of the Kissinger Report, AID's Project Paper, and are consistent with Costa Rica's Country Training Plan.

The following Chapter describes the efforts and successes of the CAPS Program Managers in reaching the populations targeted in the CTP.

Chapter 2

CHAPTER TWO

WHO IS BEING SERVED -- WHO BENEFITS?

INTRODUCTION

This section considers the question: To what extent is the program reaching its intended target population? We will also comment on the participation of special subgroups of the target population (e.g., male and female), to assess the degree to which they are participating in the types of services offered. The economic needs test will be analyzed to determine the extent to which the Costa Rica program has defined and implemented the selection of economically disadvantaged Trainees. The Mission's computerized CLASP Information System (CIS) provides the data that describe total awards granted from FY 1985, 1986, and 1987. The discussion that follows describes how these awards were distributed to woman, rural-urban Trainees, and the economically disadvantaged.

RESULTS

Is the population targeted in Costa Rica for the CAPS Program being served?

Yes. Figure 2.1 demonstrates that the Costa Rican Mission selects Trainees according to established selection criteria, consistent with the Kissinger Report, AID'S Project Paper and Country Training Plan (i.e., women, leadership, and the economically disadvantaged). As of September, 1987, 742 Costa Ricans were trained through CAPS. These Trainees were classified as follows: women, 309; leadership, 730; economically

disadvantaged, 706; and youth, 294. (As Trainees may be classified under more than one category, the totals for each category should not be added, in order to avoid double counting. For example, a women who is economically disadvantaged would be classified as both economically disadvantaged and female.)

SELECTION CRITERIA

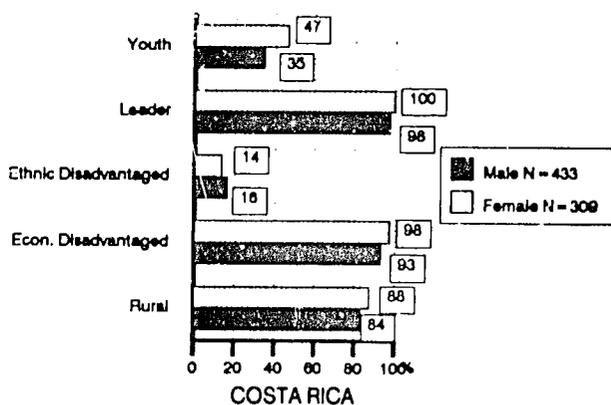


Figure 2.1

Please note that almost all Trainees were selected on the criterion of leadership and economically disadvantaged. This reflects the priority given these criteria by the Mission. As policy, to the extent possible, all Trainees must be leaders and economically disadvantaged.

Did women receive a 40% share of the awards?

Yes. In FY 1985, 21% of the total awards were granted to women; 46.6% of the total awards in FY 1986; and 37.7% of the total awards in 1987 were granted to women. (Figure 2.2)

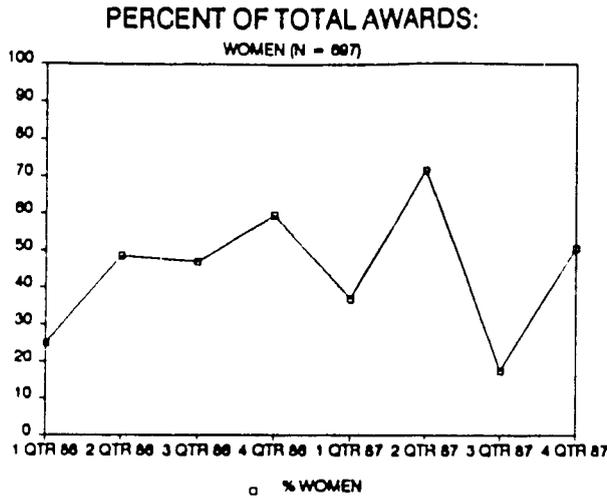


Figure 2.2

Consistent with the AID Project Paper and Country training plan, the overall total percentage of awards to women since the program's inception is 42%.

GENDER OF TRAINEES

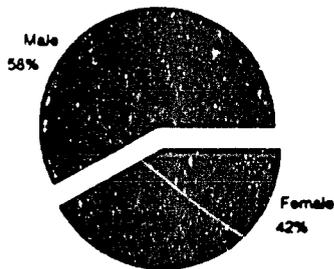


Figure 2.3

With respect to women as a target group, it is necessary to analyze both the quantity and the quality of the award to determine if the awards are in meaningful training areas rather than token efforts to involve women

by restricting them to insignificant training programs.

Is there any difference between the type of training offered to men and women?

No. The quality of awards offered to women does not differ from that awarded to men with respect to awards of academic and short-term technical scholarships. (Figure 2.4) It is assumed that as academic scholarships may cost up to 20 times more than a typical short-term program, the academic awards are more valuable. Academic and Technical awards were granted almost equally to women as they were to men. (The data from the high school program has been excluded from this analysis as only those Trainees who have completed high school are eligible to receive academic scholarships).

CAPS TRAINEES BY TYPE OF TRAINING AND SEX

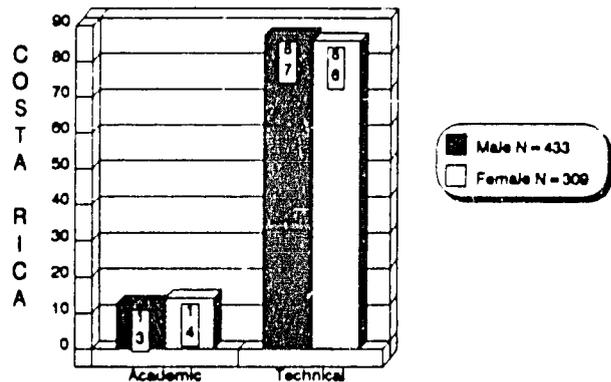


Figure 2.4

Has Costa Rica met its targets with respect to awards given to rural populations?

Yes. Although there is no concrete policy mandating a set percentage for rural-urban distribution, program managers gave preference to candidates from rural areas.

Program Managers also identified as eligible candidates those from economically deprived urban areas (such as one might find in San José) and those from urban areas who are involved in rural development, as rural. Figure 2.5 traces the results of those decisions with respect to the rural criteria, by quarters, for fiscal years 1986 and 1987 to be able to show the trend over time.

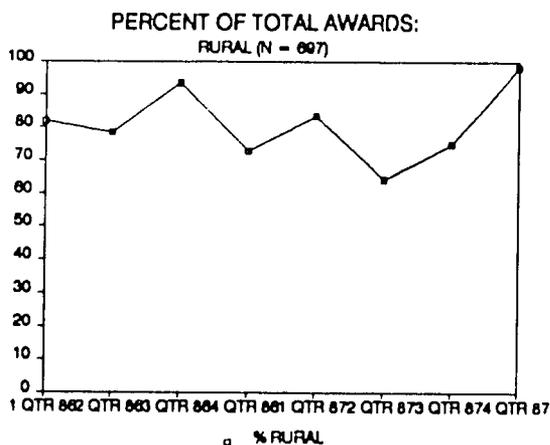


Figure 2.5

Has Costa Rica met its target with respect to awards given to the economically disadvantaged?

Yes. Figure 2.6 reveals that most awards were granted to the economically disadvantaged as defined by the Mission and coded into the CIS.

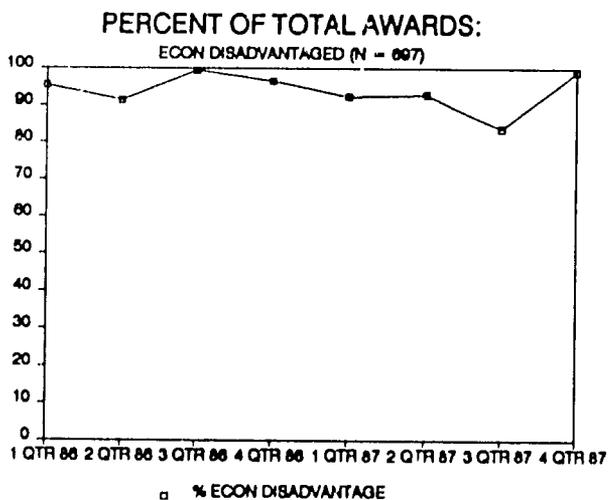


Figure 2.6

ECONOMIC MEANS TEST

RESULTS

What is the Mission's criteria for identifying the economically disadvantaged?

The criteria suggested in the Kissinger Report (i.e., the inability to afford to come to the U.S. for study) is not well suited to the Costa Rican situation because it would include 99% of the Costa Rican population. The AID Project Paper, in turn, required every Mission to develop a universal (country specific) economic means test (i.e. criteria to be used to determine income) for selection. It is extremely difficult to develop and reliably document an economic means test, and the conventional criteria based on individual salary or family income is not totally valid in the case of Costa Rica. Thus, the Mission established different economic means tests for the various programs and groups within programs.

The Mission's approach was to first identify discrete populations from which to draw candidates. These populations include: 1) those with elementary education; 2) high school students; 3) university undergraduates; 4) university postgraduates; and 5) those fulfilling other fundamental CLASP criteria, such as leadership. The Mission then identified special selection criteria for each group. CAPS staff developed a creative and a more realistic screening system based on a weighted scale and a point system for each group. The system considers such elements as grade-point average, place of birth and place of work, financial situation and leadership and/or community activities. The elements used in the system are weighted slightly differently according to the program for which Trainees have applied.

Is the Mission justified in using a different economic means test for the four programs?

Yes. The use of different economic means criteria is justifiable as the pools from which to recruit candidates for each of the four programs vary greatly. The Mission determines selection based on some degree of social well-being. There is no single indicator for social well-being. Thus the Mission uses surrogate measures such as: 1) level of education; 2) income, individual and family; and 3) place of residence/work (rural or urban). The following discusses each of these measures in the Costa Rican context.

ANALYSIS OF ECONOMIC MEANS TEST CRITERIA

Level of educational attainment: Currently Costa Rican enrollment for basic education (grades 6-11), is almost universal (99.5%). In contrast, ten years ago, this figure was 68%; and completion of secondary or technical high schools was only 42.5%. Thus, if the Mission were to use low educational achievement as a universal element in an economic means test, it would discriminate against target groups with younger applicants (since the average years of schooling of these younger applicant groups is much higher than that of ten years ago).

Using level of educational achievement is also problematic in selecting undergraduates and postgraduates. The pool of university students and postgraduates available for CLASP training may be assumed to be economically better off than the non-university population. If the Mission restricts its selection to the poorest university students, the pool of available candidates would shrink substantially. The resulting pool of "poor" university undergraduates and postgraduates may contain

very few of the proven young leaders. Thus, to choose only from this pool would seriously jeopardize the mandate to select leaders and potential leaders. However, some of the poorest of the poor do reach the university level, and CAPS staff in Costa Rica are sensitive to this fact. In any case, final selection in Costa Rica is based on the total evidence gathered about the candidate, including a screening and a selection interview. Thus, educational achievement, although helpful in indicating economic need, is not sufficient by itself.

Salary or income: The use of parents' salary (in the case of the younger unemployed Trainees), or employed Trainees, is not entirely valid either. It is possible that a great number of Costa Ricans have only one source of income that is traceable by some type of official document. However, most economies in Latin America have large informal sectors, and many families may have additional sources of income that are not declared or traceable. For example, women participate in many cottage industries and this source of income is usually invisible. (Similar rationale could be applied to a composite of family income.)

Even if income could be measured accurately, income is not the same as wealth. Some families may have great wealth but low annual income. Since we are seeking a measure of social well-being, wealth would be a better indicator. But wealth is equally difficult to measure.

CAPS Staff in countries other than Costa Rica establish criteria for estimating wealth even for rural families by counting such items as household appliances, automobiles, etc. The objective of using these measures is to separate out the relatively better off people from those who are very poor. However, we have seen cases where a rural

farmer, through his and his family's hard work and industry, has risen to a position of relative well-being in this community. Although still poor, the farmer is better off than his neighbors. This type of person is an appropriate CAPS target (many would argue that industrious rural farmers are the most relevant CAPS targets.) However, ironically, using a strict economic means criteria as outlined above would lead to the rejection of this farmer.

Geographical residence: It is generally believed that those in rural areas have fewer social opportunities based on the lower quality of school teachers, and general level of economic development than those in urban towns. Thus, typical applicants coming from rural areas would more likely have a lower level of social well-being. Conversely, the urban pool of applicants would on average have a higher level of economic well-being. However, there are sections of urban areas which have economically disadvantaged populations which would not be selected if rural residence was the fundamental criteria for economic handicap.

The above discussion argues that each criteria by itself might not be a reliable indicator of the economically disadvantaged. However, as each indicator reflects an aspect of economic well being, if they are used collectively, they would provide a profile which could be scaled to provide a more accurate assessment of economic need. That is, if three out of four indicators suggest economic need, chances are that such a need exists.

The advantage of the Hall typology is that it provides a very quick screening procedure to assess the economic needs of CAPS applicants. She used a combination of indicators to arrive at a level of economic need for each geographical area in Costa Rica.

Thus, if a prospective Trainee indicates on their application form the address of their elementary or high school, one could use the economic well-being rating for that area as a "proxy" for the applicant's level of economic disadvantaged. If used as a prescreening device, it would facilitate the applicant review process.

Is the selection procedure established by Costa Rica adequate?

Yes. The Mission has a carefully designed and functional selection procedure for the four groups of Trainees. However, Mission staff spend substantial time reviewing numerous applications to select Trainees for the undergraduate and postgraduate programs. Mission staff might consider using a simpler review process during the first review stage.

RECOMMENDATIONS

We suggest categorizing applicants by using a system such as that described in a recent study by Carolyn Hall. Hall's study, "Costa Rica: A Geographical Interpretation in Historical Perspective", offers a base for usage of the term "urban-rural" in the Costa Rican context. She divides the country into four districts based on levels of wealth and welfare (provision for social services). Hall posits a welfare scale based on the relationship between income, geographic location and welfare. Her system is useful because it measures inequalities that, while perceived, have not been empirically documented. Her resulting topology recognizes that income alone is not a sufficient indicator of socio-economic well-being. Other population data are used as indicators of the relative importance of the different villages and towns as are measures of their functions.

It would be interesting, therefore, to apply Hall's topology to the Costa Rican case categorizing the level of wealth and welfare according to geo-political space. Pronounced differences in regard to levels of wealth and the availability of social services (e.g., welfare), are indicative of regional imbalances. Figure 2.7 was developed using Halls' categories of most urban, urban and rural, and the permanent address reported by the Trainees on his/her bio-data sheet. (Note, it would be much better, at least, in the case of the undergraduates and graduates, to use the address of the high school attended, and in the case of short-term awardees, either the primary school attended or their present work address, or a combination of the latter two.)

SUMMARY AND CONCLUSIONS

CAPS managers in Costa Rica developed excellent procedures for identifying and selecting Trainees among those groups targeted by CAPS managers. A breakdown of total awards reveal that women received training comparable to that of men. Over 40% of all Trainees were women and the majority of Trainees were economically disadvantaged and rural. These data indicate that CAPS managers exceeded AID/Washington goals in these areas.

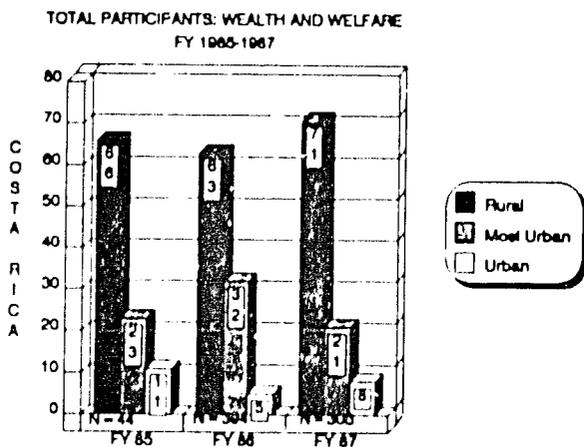


Figure 2.7

Chapter 3

CHAPTER THREE

TRAINING: WHAT SERVICES/ACTIVITIES WERE PROVIDED?

INTRODUCTION

As noted in earlier chapters, AID training traditionally consists of identifying the country's development needs, designing projects to meet those needs, and (when necessary) searching for the people to be trained to effect those projects. In contrast, the recommendations from the Kissinger Report and the AID Project Paper call for a totally different approach. The CAPS training process requires that the groups to be trained must first be identified, their training needs assessed, these needs matched to the country's development needs, and the training designed and implemented. CAPS training is comprised of two components. One component, Experience America, is to provide opportunities for the Costa Rican Trainees to see and experience firsthand U.S. life, customs, its peoples and to establish links between Costa Rican and U.S. citizens. The other component is to provide skills/education training which is not to be development project related but which is needed to assist Costa Rican progress.

The purpose of this chapter is to describe and assess the extent to which the CAPS training process has been realized by assessing how the training objectives outlined in the CTP have been met. Consequently, in this chapter we first describe the background of the Costa Rican Trainees (i.e., demographic characteristics, education and occupations as it relates to training needs).

Second, we discuss the training services provided, highlighting the Experience America and the Skills Training components. Third, we examine the quality of the training provided and conclude with training recommendations.

Data for this chapter are drawn from the 742 Trainees in the C.I.S. as of September 1987. This information is supplemented from interviews of 244 Trainees (out of 490 Trainees) who had completed training and returned to Costa Rica as of June, 1987. (This represents almost a 50% sample of all returned Trainees in Costa Rica since CAPS was first initiated.) Information is also drawn from 105 Exit Questionnaires that were received from the 742 Trainees who were trained by the CAPS program as of September, 1987. (The response rate for the Exit Questionnaires was very low (14%), owing to a failure of the training contractor (P.I.E.T.) to administer the CAPS evaluation instruments.) Consequently, unless otherwise noted, data regarding services provided will be drawn primarily from the interviews of Trainees after they had completed training and returned home (i.e. returned Trainees).

TRAINING NEEDS

The typical Costa Rican CAPS Trainee is a 25 year old rural male who works in the public sector (e.g. public schools). The Trainee is selected on the basis of being economically disadvantaged, rural, a leader or from another special target group. The Trainee's mother and father had six years of education. The type of training provided the Trainee is a short-term skills or professional training program. This composite description, though summative, indicates that the implementors are selecting the kind of target groups appropriate for CAPS.

What is the gender of the Trainees?

Slightly more than half (58%) of the Trainees are males. (Figure 3.1)

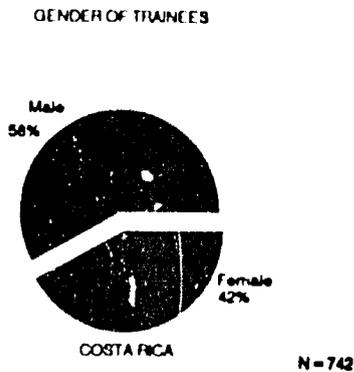


Figure 3.1

What is the average age of the Trainee prior to selection?

The average age of the Trainee prior to selection is 25.4 years. The youngest Trainee selected is 14.5 years, and the oldest is 66.5.

What is the number of years of schooling of the Costa Rican CAPS Trainee prior to selection?

Figure 3.2 provides information on the years of schooling of the Trainees prior to selection. Most Trainees minimally completed some junior high or high school. Almost half of the Trainees completed between 7 and 12 years of formal schooling (49.6%) and the other half one year of college (46.1%). However, less than one-fourth (21.8%) of the Trainees had obtained a four year university degree. Only about 4.3% of the Trainees had completed from one to six years of schooling. The level of schooling between Costa Rican men and women did not differ.

CAPS TRAINEES BY SEX AND YEARS OF SCHOOLING COMPLETED PRIOR TO SELECTION

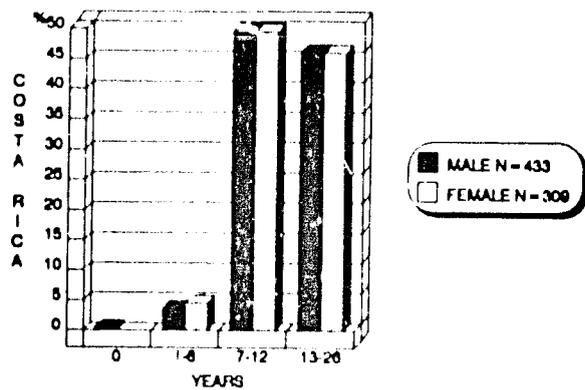


Figure 3.2

Do most Trainees come from rural areas?

Yes. Information on rural/urban distribution is available for all the Trainees. Based on Hall's topology discussed in Chapter Two, of the 742 Trainees served through September, 1987, approximately two-thirds (66.5%) come from rural areas, approximately one-fourth (26.9%) come from the most urban areas (i.e., San José, Heredia, Cartago or Alajuela) and only 6.6% come from less urban areas (i.e., Grecia, Liberia, Palmares, and San Ramón).

Is there a difference in gender by rural or urban locality?

No, overall. While proportionately slightly more women than men are from rural (69% and 65%, respectively) and urban areas such as Grecia, Liberia, Palmares and San Ramón (8% and 5%, respectively), fewer women than men are from the most urban areas such as San José, Heredia, Cartago, or Alajuela (23% and 29%, respectively). (Figure 3.3)

CAPS TRAINEES BY GENDER AND URBAN AND RURAL LOCALITY

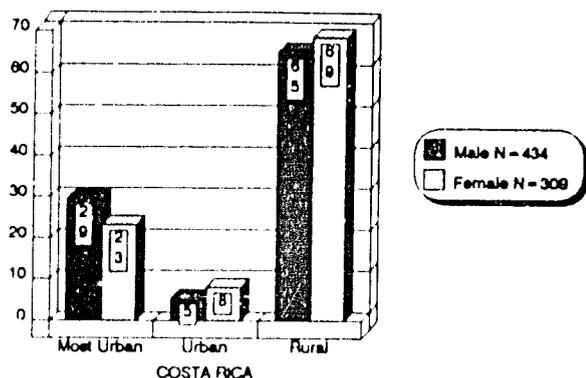


Figure 3.3

CAPS TRAINEES PARENTS YEARS OF SCHOOLING COMPLETED

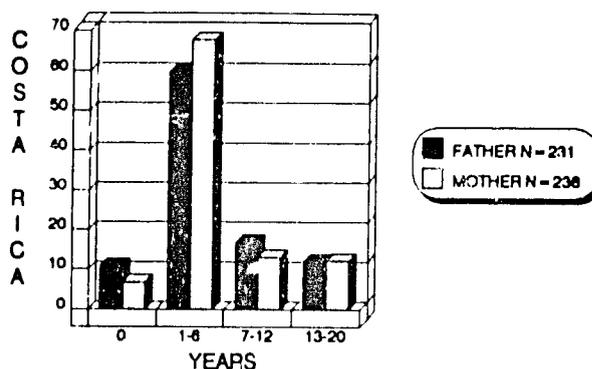


Figure 3.4

How many years of schooling had parents of Trainees completed prior to the Trainees' selection?

Mothers of Trainees typically had much less schooling than their children. Information on the mothers' years of schooling completed prior to the Trainees selection is available for only one-third of the Trainees as this information was not collected in the first year of the program. Those mothers for whom data are available tended to fall into two categories, those who had six years (34%), and three years (14%) of education. It is interesting to note that only 0.4% completed twelve years, only 0.8% completed eighteen years of schooling, and 6.8% reported no schooling at all.

Fathers of CAPS Trainees also had far fewer years of schooling than their children. Information on the fathers' years of schooling completed is also available for only one third of all Costa Rican CAPS Trainees. Of those CAPS Trainees for whom data are available, most of their fathers had completed either six years (29.0%), three years (12.1%), or no (zero) years of schooling (10.8%). (Figure 3.4)

The low average level of education of Costa Rican CAPS Trainees' parents indicates that the mission is selecting from the disadvantaged. While many of the Costa Rican Trainees have more schooling relative to Latin American standards, in many cases the Costa Rican Trainee is the first generation of his/her family to receive high school and university education.

What is the area of preparation of Costa Rican CAPS Trainees prior to training?

Most of the Trainees had been prepared in Education (40.9%), and agriculture (10.4%). (Table 3.1) Public Administration (3.8%), Engineering (3.5%), and Business (3.5%) are also areas from which Trainees were drawn.

TABLE 3.1

AREA OF PREPARATION	FEMALE N = 308	MALE N = 432	TOTAL N = 740
PUBLIC ADMIN	1.9%	5.1%	3.8%
AGRICULTURE	5.8%	13.7%	10.4%
FINE ARTS	4.2%	1.2%	2.4%
EXACT SCIENCES	1.0%	1.4%	1.2%
BUSINESS	.6%	5.6%	3.5%
ECONOMICS	1.3%	2.8%	2.2%
MANUFACTURING	.3%	.5%	.4%
ENGINEERING	1.6%	4.9%	3.5%
EDUCATION	51.3%	33.6%	40.9%
HEALTH	.6%	.2%	.4%
SOCIOLOGY	.6%	.5%	.5%
TECHNICAL	0.0%	5.8%	3.4%
OTHER	30.5%	24.8%	27.2%
TOTAL	97.7%	100.1%	100.0%

What occupations do Costa Rican CAPS Trainees have prior to selection?

Trainees most frequently classified their occupations prior to selection as student (48.0%) [the majority are 4-H] and professional (28.6%). This ratio does not vary if we look at men and women separately. (Table 3.2)

Within each of the represented occupations, the percentage of male workers in business (3.0%) and management (4.9%) generally exceeds that of female workers (0.3% and 0.3% respectively). (Table 3.2) More males are unskilled workers (7.4%) than are women (4.2%).

TABLE 3.2

CAPS SCHOLARS BY SEX AND OCCUPATION PRIOR TO SELECTION

OCCUPATION	FEMALE N = 309	MALE N = 432	TOTAL N = 741
PROFESSIONAL	31.7%	26.4%	28.6%
BUSINESS	.3%	3.0%	1.9%
MANAGER	.3%	4.9%	3.0%
TECHNICIAN	3.2%	9.3%	6.7%
SKILLED WORKER	6.5%	2.8%	4.3%
SEMI-SKILLED WORKER	.3%	1.9%	1.2%
UNSKILLED WORKER	4.2%	7.4%	6.1%
STUDENT	53.4%	44.2%	48.0%
OTHER	0.0%	.2%	.1%
TOTAL	99.9%	100.0%	100.0%

Is Costa Rica selecting Trainees from the private sector?

Yes. Trainees are selected almost equally from the private sector (36%) as from the public (governmental) sector (38%). (Figure 3.5) Of the 742 Trainees, 449 were employed at time of selection. Trainees employed in the public (governmental) sector includes those that work for the public school system. Of those trainees in the private sector, 18% work for non-profit and 18% for private for-profit sub-sectors. The autonomous sector is also well represented (24%).

CAPS TRAINEES TYPE OF INSTITUTION OF EMPLOYMENT PRIOR TO SELECTION

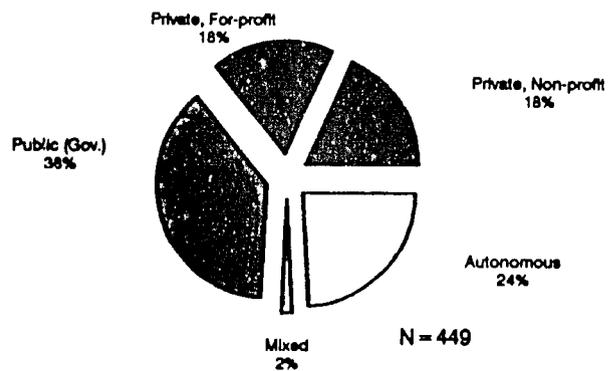


Figure 3.5

What are the training objectives of the programs offered to Costa Rican Trainees?

The majority (56%) of all Costa Rican Trainees entered the CAPS program to take some type of short course or job related training. (Figure 3.6) The remaining Trainees planned to obtain a Bachelors (7%), or a Master of Arts or Science degree (6.0%).

CAPS TRAINEE TRAINING OBJECTIVE

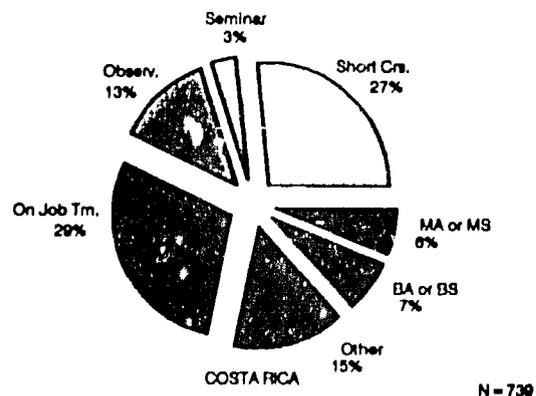


Figure 3.6

Does the type of training received by Costa Rican CAPS Trainees differ for men and women?

No. Of the 742 scholarship recipients, 58% were men and 42% were women consistent with AID/Washington goals. The distribution of men and women in academic and technical training almost parallels the overall distribution, about 14% of both men and women were academic Trainees. (Figure 3.7)

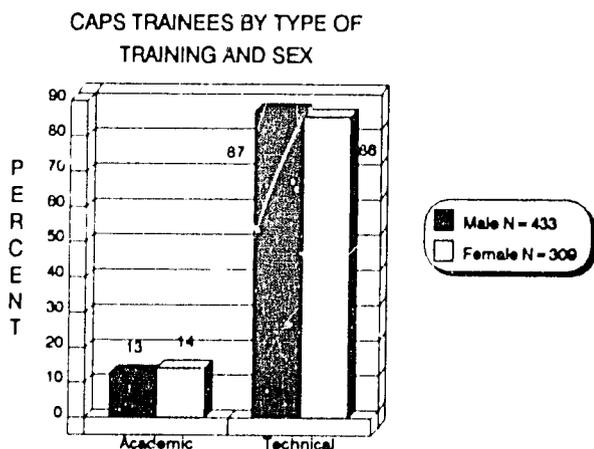


Figure 3.7

Based on the personal characteristics of the CAPS Trainees outlined above, Costa Rica developed programs to provide CAPS Trainees Experience America and Skills Training. The following sections discuss the services provided.

WHAT SERVICES ARE PROVIDED?

This section describes the services provided to CAPS Trainees selected by AID/Costa Rica. The discussion is organized into four sections: The first section describes the extent to which the types of training offered are consistent with the CTP. The second

section presents data on implementation of the two required training components: Experience America and Technical Skills Training. The third section examines the extent to which specific generic organizational processes needed for effective training are present. The fourth section summarizes the data that describe the extent to which the two CAPS objectives are realized.

TYPES OF TRAINING AND THE CTP

Are the Costa Rican CAPS Program and Trainee goals cited in the Country Training Plan being met?

Yes. The Trainee and program goals outlined in the Costa Rican CTP are being met.

The Costa Rican CTP states that the CAPS program is to be divided into 4 distinct Training programs each of which is to have an Experience America and a Skills Training component: 1) the short-term program offers technical skills training which lasts a month or more; 2) the high school program places high school juniors (mostly from rural areas) in U.S. homestays with 4-H and AFS; 3) the undergraduate program places Costa Rican university students in U.S. schools to finish degrees; and 4) the graduate program offers Master's level training. The following describes the training activities provided in each of these four training programs in terms of training objectives.

Is AID/Costa Rica meeting its objectives in terms of the number of Trainees for the short-term program?

Yes. Three hundred seventy (370) Trainees were selected for the short-term program to date: 32 in FY 1985; 190 in FY 1986; and 148 in FY 1987. This exceeds the original CAPS target of 275 Trainees. Noteworthy, the

CAPS Manager increased the number of scholarships awarded as a result of cost-effective programming (see Chapter Five).

As stated in the CTP the general objective for the short-term program is two fold: 1) to offer training opportunities to individuals in fields who have not previously been eligible for AID scholarships, and 2) to expose private sector leaders to the U.S. and its business practices.

Trainees are selected in areas where no AID projects are currently active. Moreover, some selection is made in areas where AID traditionally does not participate. For example, Trainees have come from areas such as dance and music. The Mission fully justifies these selections from the Fine Arts field based on the major CAPS objective of countering Soviet influence among these influential groups. It should be noted that artists often have much more influence in the Latin American context than in the American. Many renowned writers, for example, have served as Ambassadors from Latin America.

The training requests given to the U.S. placement contractors (i.e., those who identify training institutions) by the Mission specify the technical training objectives. The Costa Rican Managers have excelled in designing creative and innovative programs. (see Appendix B for a listing of short-term programs offered to date). For example, they have chosen women as a special target group and designed technical courses to suit their needs. Some of the programs specifically directed towards women have been: women managed small business enterprises, rural women agro-industrial school teachers, and English language teachers.

Other innovative short-term programs include: rural multi-grade primary school

teachers for the southern region; rural community leaders; local development of leaders for Guayabo Project; rural secondary school teachers, and rural fire fighters.

Is AID/Costa Rica meeting its objectives for the high school program?

Yes, although presently the actual number of departures is slightly lower than projected. Two hundred seventy-four (274) high school Trainees have participated to date: 165 in FY 1986; 109 in FY 1987. The revised number of Trainees to be served for two years was 310. This program is also very cost-effective (see Chapter 5).

The high school program certainly falls into the category of innovative. High school juniors are chosen from all over Costa Rica using well specified selection criteria (see Chapter 2). Utilizing the expertise and the in-country networks of the 4-S and its sister 4-H organization in the U.S., up to 8 months of Training in the U.S. is provided. Home-stays form the backbone of this program. All Trainees stay with U.S. families (often with several families in different communities).

Is AID/Costa Rica meeting its objectives for the undergraduate program?

Yes. Fifty-one (51) Trainees departed for the U.S. in this program to date: 12 awards in FY 1985; 8 in FY 1986; with a sharp increase to 31 awards in FY 1987. The number of Trainees targeted to be served recently was changed from no more than one-third of the total awards, to at least one-fifth of the total awards. The revised number of awards for FY 1985-87 was increased to 42. The target was increased due to cost

savings realized in the short-term training and high school programs.

Is AID/Costa Rica meeting its objectives for the graduate program?

Yes, although actual departures to date are slightly lower than planned. Forty-seven (47) Trainees were selected for this program: 31 in FY 1986, and 16 in FY 1987. The revised target is 53. Costa Rican program managers argue that few scholarships are granted at this level as they are not a high priority in CAPS Awards are only granted in fields of specialization not available locally and only for the financially disadvantaged, this limits the number of potential applicants.

It should be noted that the undergraduate program and the graduate program comprise virtually all the long-term (over 9 months) training programs in Costa Rica.

The overall number of Academic Awards targeted for CAPS by AID/Washington is 20% of total awards. To date, Academic Awards in Costa Rica represent slightly over 13% of all amounts. Thus, although the Mission is meeting its own targets, it is not yet meeting AID/Washington targets with respect to the proportion of academic awards.

Does the Mission provide adequate predeparture orientation and/or training to CAPS Trainees?

Yes. All Trainees receive predeparture orientation of at least one day. The average length of this orientation increased to two days in FY 1987. The Mission has excelled with respect to predeparture training in that content is substantive (e.g., English language, cross-cultural and other skills). The proportion of Trainees receiving predepar-

ture training has increased annually: 14% in FY 1985; 47% in FY 1986 and 96% in FY 1987. The average length of this training is 5 weeks for FY 1987 (long-term 4-H Trainees receive considerably more weeks of English language training than this).

TRAINING COMPONENTS

EXPERIENCE AMERICA ACTIVITIES

Does the Experience America program component as designed and implemented reflect the objectives of the CTP?

Yes. CAPS managers recognize that Experience America is the primary element of the Trainee's total training experience. However, there is little mention of the Experience America component in the CTP, nor how it is to be realized. The CTP describes this component as cultural training, highlighting homestays and face to face activities. The CTP does not define nor specify the objectives or activities which are to be included in the cultural component. The underlying assumption is that homestays and face to face exposure are sufficient to acquaint Trainees with U.S. culture and life.

In fairness to the Mission, few CAPS managers or policy-makers elsewhere have specified objectives for the Experience America component. Consequently an assessment of this component must be done in terms of activities provided and Trainee attitudes towards the U.S.

The following analysis is based on the impressions, comments, and perceptions of the 105 Trainees who completed the Exit Questionnaires, and the 243 returned Trainees who were interviewed.

In what Experience America activities did Costa Rican respondents participate while in the United States?

Costa Rican Trainees responded at the end of training, that they participated in a wide variety of activities while in the United States. When asked to indicate the kinds of experiences they had while in the U.S., all Trainees indicated that they attended cultural events (100%), followed by attendance at athletic events (98%), contact with families (94%), travel around the U.S. (89%), and attendance at civic activities (78%). (Figure 3.8) Almost half (49%) of the Trainees visited friends while in the U.S. and almost one-third (31%) were interested in other unspecified activities.). These figures suggest that exposure to facets of daily life in the United States and opportunities to meet U.S. citizens on a personal level was very high.

WHAT EXPERIENCES DID RESPONDENTS HAVE WHILE IN THE U.S.?

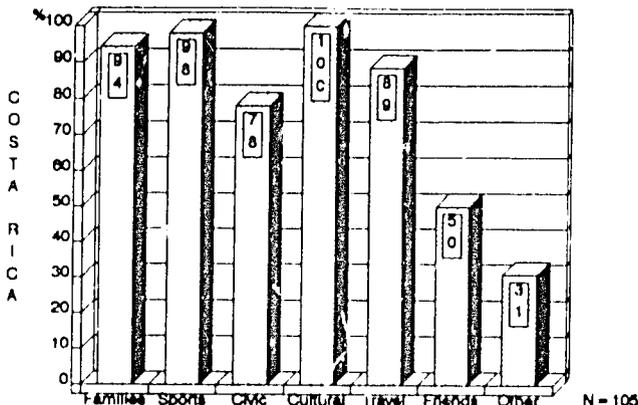


Figure 3.8

Were Costa Rican CAPS Trainees distributed widely throughout the U.S.?

Yes, although some clustering occurred in Washington, D.C. and Florida. (Figure 3.9)

COSTA RICA TRAINEES BY STATE

(INFORMATION ON 235 RETURNEES OF 496)

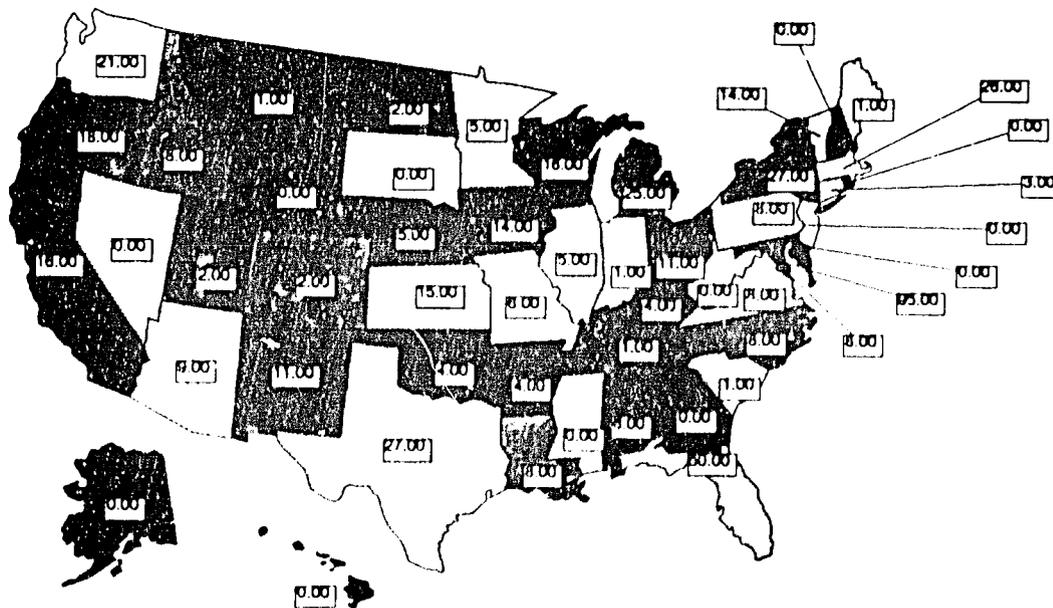


Figure 3.9

We assume that many of the Trainees shown in these two areas were actually enroute to other sites. For example, all 4-H students passed through Washington. .

IMPACT OF EXPERIENCE AMERICA COMPONENT

What did Costa Rican respondents like most about their experience in the U.S.?

Trainees at end of training reported that they most liked the opportunities for social interaction (39%) and U.S. culture (22%). (Table 3.3)

TABLE 3.3

WHAT DID PARTICIPANT LIKE MOST ABOUT U.S. EXPERIENCES

	EXIT N = 104	RETURNEE N = 307
GENERAL	6%	7%
LEARNING ENGLISH	8%	3%
ACQUIRING KNOWLEDGE	14%	4%
SOCIAL INTERACTION	39%	32%
CULTURE, SOCIETY	22%	24%
U.S. INSTITUTIONS	5%	6%
ENVIRONMENT	3%	5%
ASPECTS OF PROGRAM	1%	19%
OTHER	1%	2%
TOTAL	100%	100%

Returned Trainees also liked "social interaction" (32%) the most. Comments from returned Trainees indicated that they greatly valued living with U.S. families and making friends and being able to share experiences with U.S. people. Returned Trainees indicated that they enjoyed the opportunity to share everyday life with U.S. citizens. These Trainees also mentioned that one of the elements they liked the most of their program was life in rural America. They perceive this life to be simple, conservative, yet friendly, as one of the elements they liked the most of their program. The

following are representative quotations from returned Trainees:

"I liked living with U.S. families the most."

"I liked living with rural families, to see their way of life, which is simple, conservative yet friendly."

"I liked to see the American way of life."

What did Costa Rican respondents like least about their experiences in the U.S.

Of the Trainees who responded to this item at end of training (82 out of 125), the largest number (18%) used "other" as a category. (Table 3.6) In this category, the Trainees' comments illustrate that they liked organizational aspects of the program least :

The second most chosen category was "social interaction." Slightly fewer than twenty percent (17%) of the respondents to this question indicated that social interaction was what they liked the least about their U.S. experiences. Examples of some of their comments are:

"The personal conduct of some of the students."

"It's very difficult to have American friends..."

"People were cold."

Aspects of the training institution, particularly in regard to discrimination of Hispanics (17%) is what the Trainees liked the least of their program. Next Trainees categorized "families" (15%) and "program duration" (10%) as the least liked aspect of the Program. (Table 3.4)

TABLE 3.4

WHAT DID TRAINEE LIKE LEAST ABOUT U.S. EXPERIENCES

	EXIT N= 82	RETURNEE N= 151
ENGLISH KNOWLEDGE	1%	5%
GENERAL KNOWLEDGE	2%	3%
SOCIAL INTERACTION	17%	10%
CULTURAL ADAPTATION	2%	1%
U.S. CULTURE	4%	15%
U.S. ENVIRONMENT	16%	8%
GENERAL ORG AND TREATMENT	0.0%	5%
FAMILIES	15%	7%
WORKLOAD	2%	2%
FOOD	7%	13%
TRAVEL AND TRANSPORTATION	0.0%	5%
TRAINING AND ACTIVITIES	1%	7%
HOUSING	1%	2%
STIPEINDS	0.0%	3%
DURATION	10%	4%
PERSONNEL ACTIVITIES	2%	1%
GROUP COMPOSITION	0.0%	1%
MEDICAL	0.0%	1%
OTHER ACTIVITIES	0.0%	2%
OTHER	18%	5%
TOTAL	100%	100%

Returned Trainees felt slightly different. The least liked aspect of the program was U.S. culture (15%). Examples of their comments are:

"Discrimination towards Hispanics."

"Rejections of the Hispanics by the students."

Food was the second least liked aspect of the program (13%).

Social interaction was the third least liked aspect of the program (10%). Examples of these comments are:

"The Americans are so cold."

"The Americans think they are superior and are not interested in us, they aren't even interested in forming friendships."

Other aspects of the program that Trainees did not like included: U.S. environment (83%) lack of English skills (5%), U.S. en-

vironment, and general organization and treatment during the program (5%).

Regarding the lack of English skills, comments included:

"Not knowing English limited my experiences."

"I didn't learn English."

With respect to the U.S. environment, some commented:

"I didn't like New Mexico's climate...."

"There were so many people...."

"Pollution...."

"Did Costa Rican respondents find that their experiences in the CAPS Program increased their understanding of certain aspects of U.S. life?"

Yes. We asked Trainees, at the end of training prior to returning home to respond to various aspects of U.S. life on a five point scale ranging from "not at all" to "very much." Trainees indicated that the training program had increased their understanding of U.S. lifestyles (94%) citizens (91%), and families (89%). (Figure 3.10). At least fifty percent of all Costa Rican respondents reported that their experiences had enlightened them with regard to U.S. politics (59%) and key aspects of government at State and Local levels (51%)

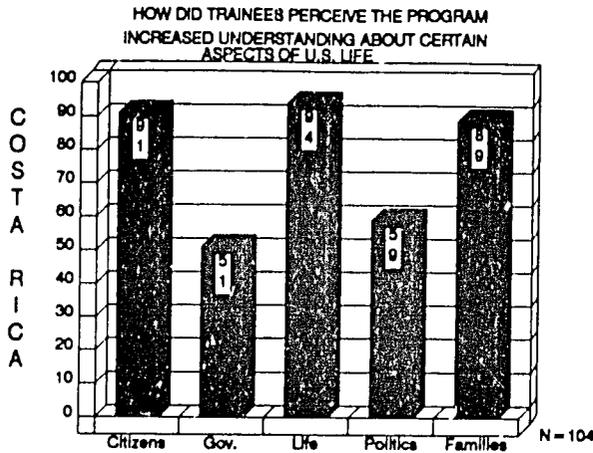


Figure 3.10

The following question, while not exactly the same as the previous question, taps similar information.

How do Trainees' characterize the U.S. as a country?

The data from Trainees taken at end of training prior to returning home demonstrate that the respondents view the United States as strong (91%), generous (91%), natural (88%), wealthy (88%), friendly (80%), sensitive (76%), orderly (68%), and militarily peaceful (65%). (Figure 3.11)

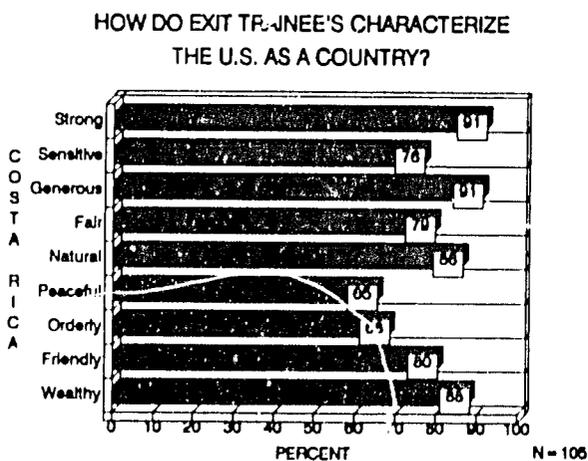


Figure 3.11

Similarly, Costa Rican Trainees who had returned home when interviewed overwhelmingly characterized the U.S. as a country which is passive (94%), orderly (91%), friendly (89%), generous (84%), and sensitive (64%), (Figure 3.12).

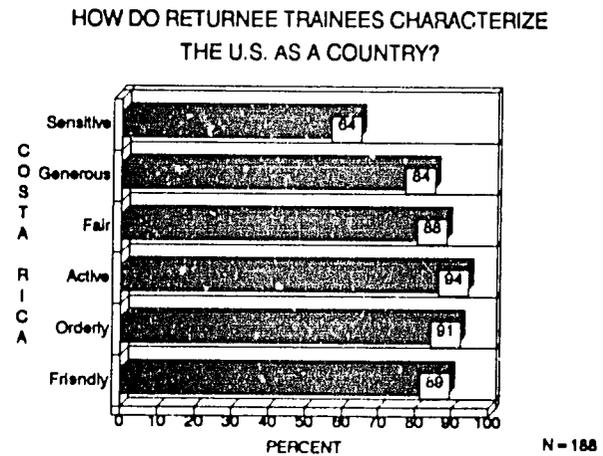


Figure 3.12

In summary, the CAPS program realized the objectives of fostering positive attitudes towards the U.S. whether assessed at the end of training or after they had returned home. The fact that returned Trainees' positive attitudes towards the U.S. are strong and appear stable over time attest to the effectiveness of the CAPS program especially short-term training in realizing its primary program goal.

However, Trainees' comments regarding discrimination towards Hispanics suggests that Contractors and training institutions need to assess how their Experience America component might be better used to address Trainee concerns as well as to examine what is done to prepare students at the training institutions to receive Trainees.

SKILLS/ACADEMIC TRAINING

The purpose of this section is to assess the quality of the skills/academic training component in terms of Trainees' perceptions. We will focus on four elements of CAPS training: pre-departure preparation; the nature of U.S. training; the perceived benefits of the training, and recommendations for improving future training efforts.

The data utilized in this section are drawn from that collected from Trainees at end of training and that collected from returned Trainees.

Did Costa Rican respondents find the pre-departure information or training useful?

Yes. Costa Rican Trainees at end of training were virtually unanimous in their views that the pre-departure program English language training (93%) program information (91%) and orientation to U.S. life and culture (92%) ranged from somewhat useful to extremely useful. (Figure 3.13).

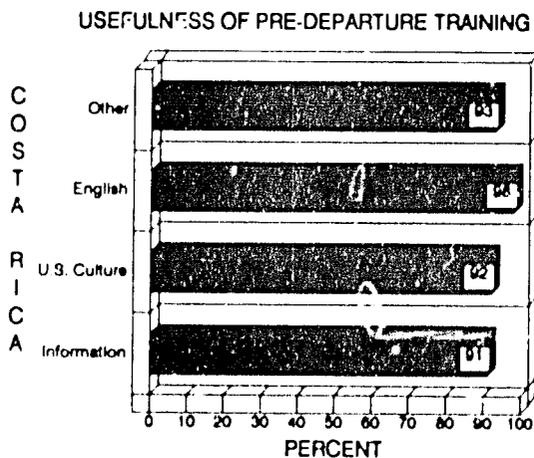


Figure 3.13

Did the Costa Rican CAPS trainees feel prepared for the trip and training program?

Yes. Over three-fourths of the Trainees at end of training felt that they were either very prepared (24%) or prepared (65%) for their trip to the training program in the United States. (Figure 3.14). Only a slight percentage felt unprepared (10%), or very unprepared (1.0%) to undertake the CAPS training. This figure suggests that in-country managers successfully prepare Costa Rican Trainees to undertake the CAPS training. (Figure 3.14).

HOW PREPARED DID RESPONDENTS FEEL FOR THEIR TRAINING PROGRAM?

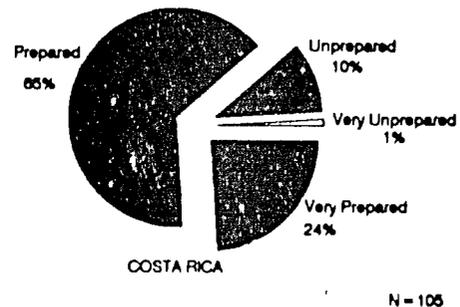


Figure 3.14

In summary, the Costa Rican pre-departure training program is successful in providing the Trainees with useful orientation to U.S. culture and life, information on the training program, and English language training. Nonetheless, Trainee concerns regarding aspects of U.S. Culture that they did not like, supports the plans of program managers to expand their predeparture training.

What main objective did Costa Rican Trainees have upon entering the CAPS program?

When asked what they originally hoped to obtain from the CAPS program, slightly

more than one fourth of Trainee responses at end of training identified "learning English" (27%), and "knowledge of a specific area (26%)" followed by "knowledge of the U.S. culture" (20%), as their main training objectives. (Table 3.5).

TABLE 3.5
TRAINING OBJECTIVES

N = 382	
GENERAL KNOWLEDGE	9%
SPECIAL FIELD KNOWLEDGE	26%
U.S. CULTURE KNOWLEDGE	20%
SELF KNOWLEDGE IMPROVEMENT	1%
ENGLISH KNOWLEDGE	27%
SHARE CULTURE	7%
MAKE FRIENDS	8%
TRAVELING	2%
CAREER DEVELOPMENT	2%
TOTAL	102%

Consistent with their views at end of training, Returned Trainees also emphasized "learning more in the field" (58%) and "learning English" (21%), "and getting to know the U.S." (17%). Upon reflection, returned Trainees placed greater emphasis on skill training than on learning English. This suggest that to ensure long-term program impact, the content of the technical skills component must be substantive, appropriate, and relevant. (Figure 3.15)

WHAT WERE RETURNED TRAINEE'S TRAINING OBJECTIVES?

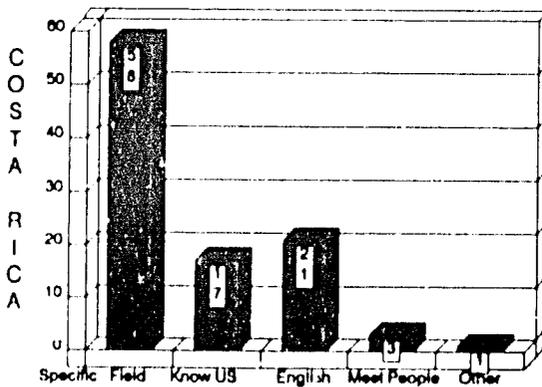


Figure 3.15

To what extent did respondents realize their training expectations?

A majority (87%) of Costa Rican Trainees at end of training indicated that their original objectives were realized to a "very great extent" (36%), or "a great extent" (51%) (Figure 3.16). These figures, however, still leave just over a tenth of the respondents feeling that their training objectives were reached only to some extent or not at all.

EXTENT TO WHICH TRAINEES AT END OF TRAINING MET OBJECTIVES

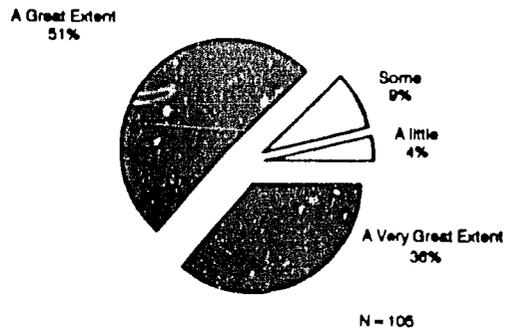


Figure 3.16

Similarly, over three-fourths (79%) of returned Trainees indicated that their original objectives were realized either to a "a very great extent" (22%), or "a great extent" (57%). (Figure 3.17) Just over a fifth (22%) of the respondents feel that their training objectives were reached only to some extent or not at all.

EXTENT TO WHICH RETURNED TRAINEE'S TRAINING MET OBJECTIVES

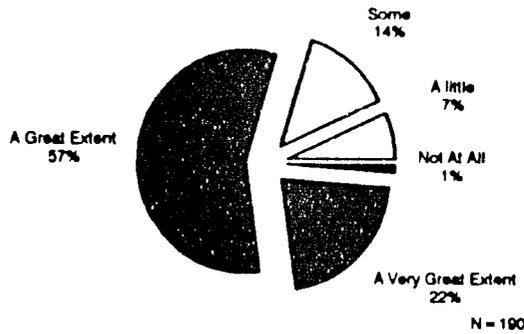


Figure 3.17

Reasons given for not reaching their training objectives included: 1) training needed to be more relevant to life in Costa Rica and 2) training should be more practical and less theoretical. Nonetheless, a majority (79%) of Trainees felt that their training objectives were realized to "a very great extent" or "a great extent."

Were Costa Rican Trainees satisfied with the U.S. scholarship Program?

Yes. An overwhelming majority of respondents at end of training felt either "very satisfied" (68%) or "satisfied" (30%) with the U.S. scholarship program. (Figure 3.18). Only (2%) felt "very dissatisfied."

TO WHAT EXTENT WERE EXIT TRAINEES SATISFIED WITH THE TRAINING?

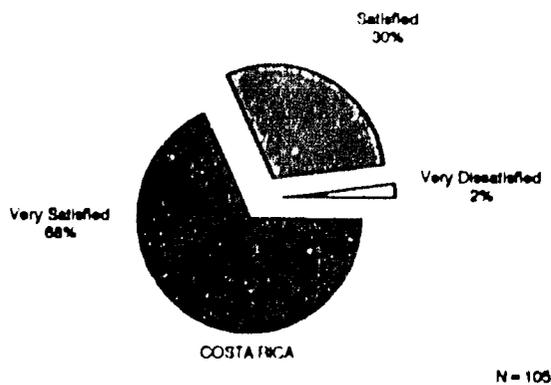


Figure 3.18

Even after Trainees had been home for a while, a majority were either "very satisfied" (47%) or "satisfied" (40%). (Figure 3.19). Few (10%) were "neither satisfied" or "dissatisfied", some felt "unsatisfied" (2%) or "very unsatisfied" (1%). These results illustrate the immediate and long-term impact of training vis-a-vis Trainee satisfaction.

TO WHAT EXTENT WERE RETURNED TRAINEES SATISFIED WITH THE TRAINING?

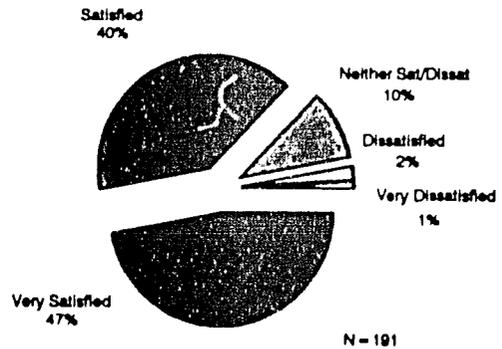


Figure 3.19

Are the Trainees currently in long-term academic programs satisfied with their training?

To this point in the report we have not discussed those Trainees in academic long-term training programs. The reason for this is that as of September 31, 1987, only ten academic Trainees (out of 200) have responded to an In-Training Questionnaire. In-Training Questionnaires are sent out after the Trainee has been in training for one year. The purpose of the In-Training Questionnaire is to assess the quality, degree of satisfaction and problems encountered by Trainees in academic programs. Of these ten long-term academics almost all were "very satisfied" or "satisfied".

How did Trainees rate the overall quality of their U.S. training?

Costa Rican Trainees at end of training rated the overall quality of their scholarship program as very high. Sixty percent (60%) of the respondents selected a rating of "excellent" and 39% rated the overall quality of the program as "good". (Figure 3.20)

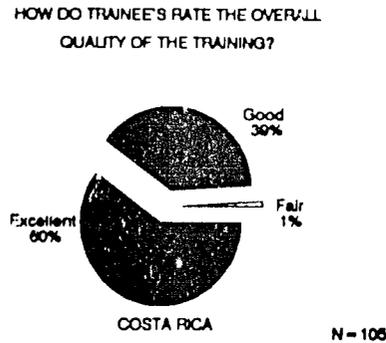


Figure 3.20

Did the training improve Trainees' work performance?

Yes. Almost two-thirds (65%) of the trainees indicated that their job performance was "better" than before training. One-third (35%) indicated that their performance was at least the "same as before" training. (Figure 3.22)

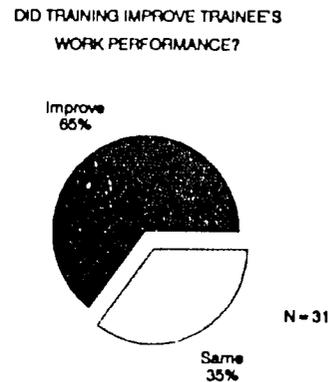


Figure 3.22

Even after Trainees had returned and been home for a while, upon reflection they rated the quality of their training as: "excellent" (41%), "good" (45%), "fair" (8%), and "poor" (5%), and "very poor" (1%). (Figure 3.21) These results once again point to the short and long-term impact of the quality of technical training from the Trainee's perspective.

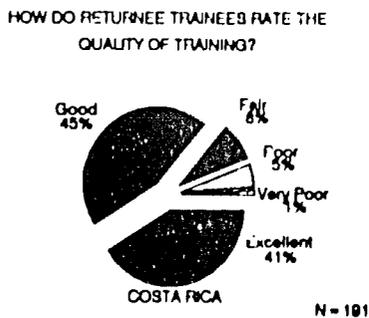


Figure 3.21

Did training increase Trainees' professional competence?

Yes. Almost three-fourths (71%) of returned Trainees responded that the training increased his/her professional competence "Very Much" or "Much". Only 10% responded "a little" or "not at all". (Figure 3.23)

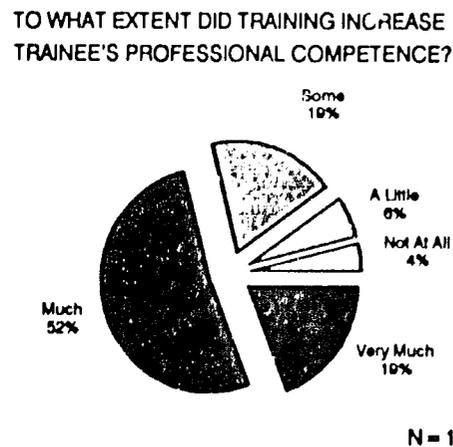


Figure 3.23

Did the training help trainees to advance more rapidly in their careers?

Yes. A majority (85%) of returned Trainees reported that training had advanced their careers from "a little" to "very." (Figure 3.24).

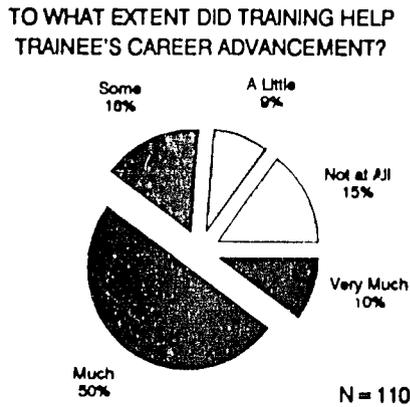


Figure 3.24

Was training useful for Trainees' current jobs?

Yes. The majority (83%) of the employed Trainees who had returned assessed the program as "useful" or "very useful" for the job that they held at the time of the interview. (Figure 3.26)

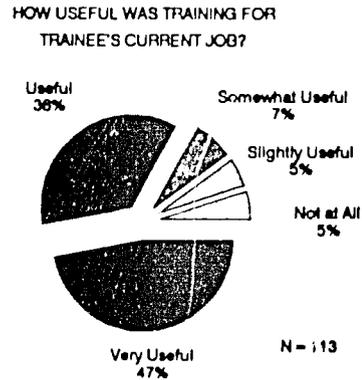


Figure 3.26

Did training help Trainees obtain increases in their salaries?

No. More than two-thirds (65%) of returned Trainees indicated that training had not helped them to realize a salary increase. (Figure 3.25) As a majority (85%) of returned Trainees indicated that their careers did advance as a result of the training (Figure 3.24), it is assumed that almost half of those who did advance were given greater responsibilities without an increase in salary.

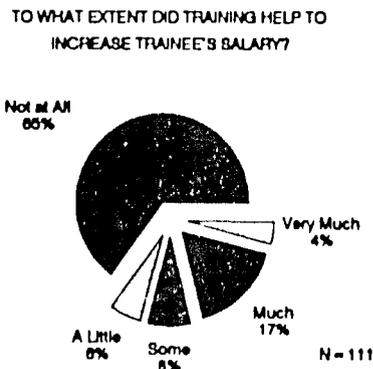


Figure 3.25

Moreover, slightly more than half also reported that they were using the newly acquired knowledge/skills to some extent, varying from "a little" to "very much." (Figure 3.27).

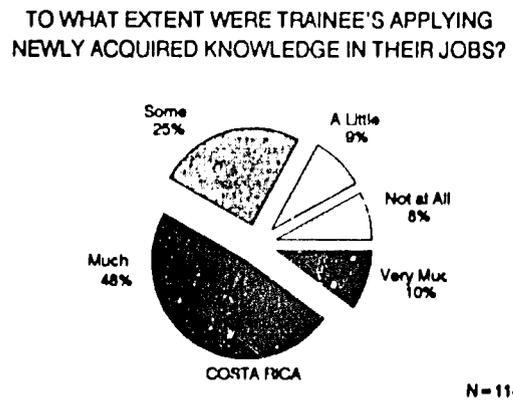


Figure 3.27

Were follow-up services offered to returned Trainees by AID and other agencies or people involved in training?

Yes, although limited to date. When interviewed more than half of the returned Trainees had received follow-up services and the other half (47%) had not. (Figure 3.28) Again, considering the importance of the objective of establishing ties between the U.S. and Costa Rica, a much greater proportion of Trainees, if not all, should be receiving follow-up services.

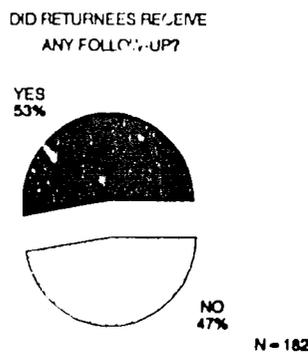


Figure 3.28

When follow-up was offered, the people in the U.S. (22.0%) provided most follow-up activities, followed by the contractor (17.5%), and AID (17.1%). (Figure 3.29) This finding supports CAPS managers current efforts and priority to develop and implement follow-up services.

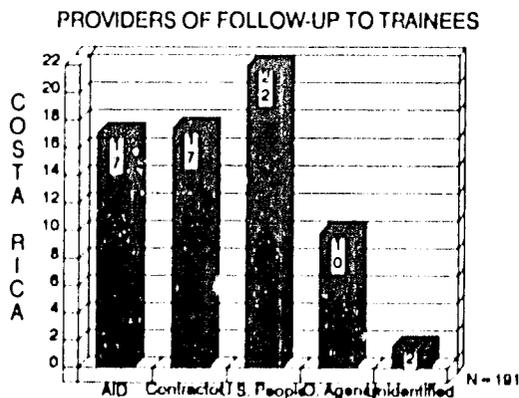


Figure 3.29

How useful were the follow-up services?

When follow-up was provided, it was consistently considered useful by the Trainees. While most of the Trainee follow-up was provided by people in the U.S., almost three-fourths (70%) of the Trainees found the services provided by the contractors to be either "very useful" or "useful". (Figure 3.30) Approximately two-thirds (69%) of the Trainees who received follow-up from "other" sources found them to be either "very useful", "somewhat useful" or "useful". Over half of the Trainees who received follow-up services from people in the U.S. (59%) or AID (58%) found them to be "very useful" or "useful". Of the Trainees who indicated "other" as the source of follow-up services, over three-fourths (79%) named the "Fundación 4/H".

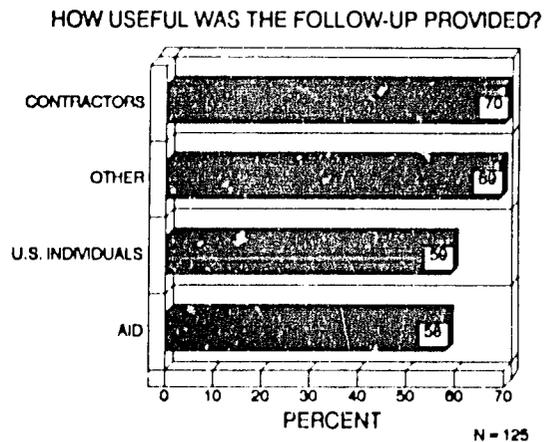


Figure 3.30

What follow-up services did participants receive from contractors?

Contractors mostly provided literature such as technical articles (64%), other types of correspondence (14%), material to evaluate the program (8%), as well as visits by professors (6%). (Figure 3.31) Very few (3%) returned Trainees indicated that they attended special program follow-up or attended an association of returned Trainees.

WHAT SERVICES/INFORMATION DID TRAINEES RECEIVE FROM CONTRACTORS?

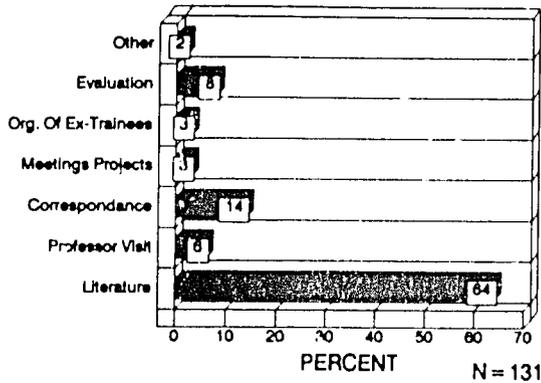


Figure 3.31

What were the most positive elements of Trainees' experiences?

A few Trainees at end of training (N = 63) and after they had returned home (N = 21) wrote comments about the most positive elements of their experience. Trainees were most positive about: general aspects of the program, being with American citizens, aspects of U.S. culture and institutions and the personnel imparting services. (Table 3.6)

TABLE 3.6

TYPES OF POSITIVE TRAINEES COMMENTS REGARDING TRAINING

	EXIT N = 63	RETURNEE N = 21
GENERAL POSITIVE	65%	86%
BEING WITH AMERICAN CITIZENS	11%	
QUALITY OF TRAINING	2%	14%
PROGRAM PERSONNEL	5%	
MEDICAL	10%	
FOOD	3%	
U.S. CULTURE	5%	
TOTAL	100%	100%

What were the most negative elements of Trainees' experiences?

Very few negative comments about the training experience were noted by either Trainees at end of training (12 out of 31) or returned Trainees (37 out of 243). Of those that were made, most related to specific training activities, cultural adaptation, being with North American citizens, amount of stipends, and housing arrangements. (Table 3.7)

TABLE 3.7

TYPES OF TRAINEES' NEGATIVE COMMENTS REGARDING TRAINING

	EXIT N = 12	RETURNEE N = 37
GENERAL ORG AND TREATMENT	8%	8%
HOUSING ARRANGEMENTS	17%	14%
BEING WITH AMERICAN CITIZEN	17%	5%
AMOUNT OF STIPEND	17%	
PUNCTUALITY STIPENDS	8%	
TRAINING ACTIVITIES		24%
LEVEL OF DIFFICULTY		3%
AMOUNT OF EFFORT		5%
PERSONNEL		3%
ORG. ARRANGED PROGRAM	8%	5%
FINANCIAL ASSISTANCE		3%
ENTRY ASSISTANCE		5%
CULTURAL ADAPTATION	17%	3%
DURATION	11%	
ORLO FIR ORIGRAN	5%	
OTHER	8%	
TOTAL	100%	100%

Have the Trainees in academic programs encountered any problems in the CAPS program?

Yes. The ten Trainees in academic programs cited several problems. Almost two-thirds (66%) were either "very dissatisfied" or "dissatisfied" with their housing; less than half (44%) were either "very dissatisfied" or "dissatisfied" with their medical care (44.4%); over one-third (37.7%) were either "very dissatisfied" or "dissatisfied" with transportation; one-third (33.3%) were either "very dissatisfied" or "dissatisfied"

with the amount of stipends; and over one-fifth (22.2%) were either "very dissatisfied" or "dissatisfied" with the timeliness of their stipends.

Please remember that these percentages are based on ten Trainees. Nonetheless, they do suggest that the Contractors for long-term programs should report to the Mission periodically on the status of long-term academics. The Mission should periodically personally contact, minimally by phone, each long-term academic Trainee to assess the progress and status of each Trainee.

Did Trainees experience problems during training.

Yes, but only a few. Only 15 from a total 105 Trainees at end of training reported problems. Problems included those dealing with travel arrangements (46%), amount of stipends (18%), housing arrangements (12%). (Figure 3.32)

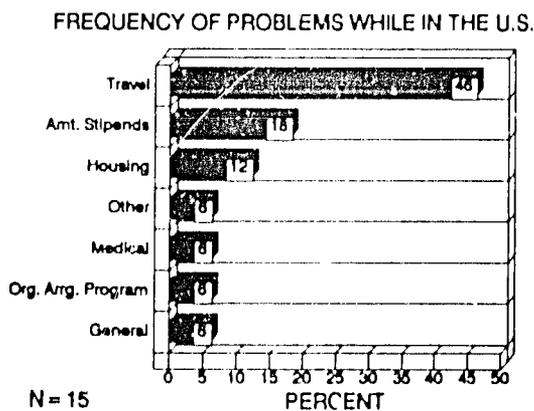


Figure 3.32

Did Trainees receive help with problems?

Yes. Of the fifteen respondents who reported problems at the end of training, 11 received help with their concerns. The Trainees that received help reported that they did so from "other sources" (64%),

training contractors (18%), host family (9%) and AID staff (9%). (Figure 3.33).

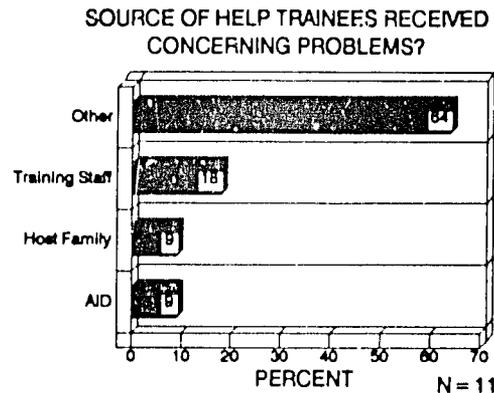


Figure 3.33

To what extent did Trainees have the resources necessary to apply what they had learned in the work they were performing at the time of the interview?

Eighteen percent of the employed Trainees responded that they did not have the resources necessary to implement the newly acquired knowledge in their jobs; half (50%) answered "a little" or to "some extent". About one-third (32%) of the employed Trainees responded that they had the resources necessary either "to a great extent" or "to a very great extent". (Figure 3.34)

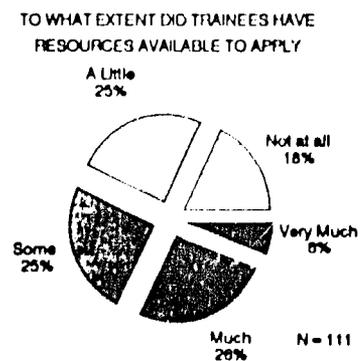


Figure 3.34

What recommendations do the Trainee's have that would improve the CAPS Programs?

Ninety seven (97) Trainees suggested: improving the predeparture program (14%), being more careful with selection (10%), and improving housing (9%) increasing the number of training weeks (5%). (Table 3.10) Returnees also suggested extending training (17%), improving training activities (15%), predeparture preparation (15%) and selection (6%). (See Table 3.8 for additional information.)

TABLE 3.8

CAPS TRAINEES' RECOMMENDATIONS FOR IMPROVING TRAINING

	EXIT N = 97	RETURNEE N = 355
GENERAL RECOMMENDATION	2%	1%
GENERAL ORG & TREATMENT ACTIVITIES	1%	4%
HOUSING ARRANGEMENTS	9%	3%
BEING WITH U.S. CITIZENS	5%	7%
TRAVEL ARRANGEMENTS	3%	1%
AMOUNT STIPENDS	2%	1%
PUNCTUALITY STIPENDS	1%	2%
TRAINING ACTIVITIES	1%	15%
PERSONNEL		2%
ORG ARRANGED PROGRAM	6%	2%
DURATION PROGRAM	5%	17%
PREP PROGRAM	14%	15%
SELECTION	10%	6%
GROUP COMPOSITION	5%	1%
EXTENDED PROGRAM	13%	1%
FOOD	3%	
SPECIAL PROGRAM CONTENT		2%
FOLLOWUP ASSISTANCE		5%
FINANCIAL ASSISTANCE		1%
U.S. CULTURE	1%	3%
ASPECTS OF LANGUAGE	10%	13%
GENERAL QUAL. OF TRANG.	1%	
OTHER	3%	2%
TOTAL	95%	100%

Would Trainees recommend the CAPS program?

Yes. Returned Trainees almost unanimously would recommend the CAPS program (94.2%), only 1.6% would "not" recommend the program.

In sum, it appears that the CAPS program realized Trainees' training objectives, with the majority satisfied with the program and its overall quality. Most would recommend the program to others.

CAPS OBJECTIVES REALIZED

The findings presented in the following section shed light on the extent to which the two main objectives of the CAPS program are realized: positive attitudes towards the U.S. and linkages between U.S. and Costa Rican citizens; and, 2) skills/professional training.

Was the training effective in helping Trainees to establish ties with U.S. citizens and/or organizations?

No. Although a majority (75%) of returned Trainees reported that the program helped them to some extent in establishing relations with people who did the same type of work, only slightly more than half (51%) rated this as occurring "much" or "very much."

Establishing on-going ties with U.S. Citizens and/or organizations is a major CAPS policy objective. These data indicate that this objective is currently not being met. (Figure 3.35).

Moreover 11% of returned Trainees declared that the program was "no help at all" in this respect, and 38% said that it helped them only "a little" or "somewhat".

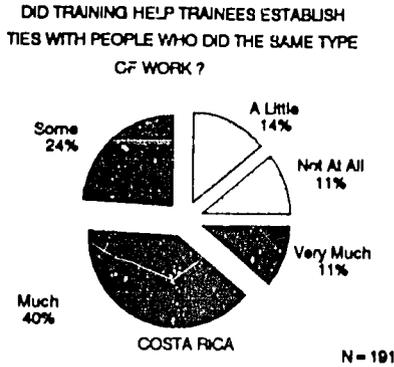


Figure 3.35

Is the CAPS program fostering strong economic ties between Trainees and U.S. citizens, organizations, and/or firms?

No. CAPS is not fostering economic ties between Trainees and U.S. citizens or agencies. Slightly more than half (55%) do not have any economic links with the U.S..

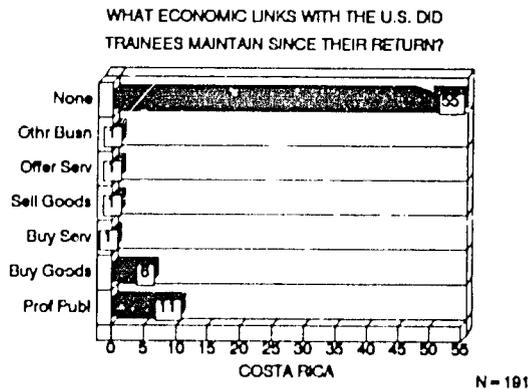


Figure 3.36

The two most frequent responses were, "to buy professional publications" (11%), and "to buy U.S. goods" (8%).

In what ongoing activities are Trainees involved with since their return?

Most of the Trainees have kept contact with other Trainees (77%), read professional literature (32%), attended professional associations (10%), and the remaining sixteen percent responded "no" and "other" ac-

tivities (6% and 10% respectively). This illustrates once again the limited contact with the U.S. by returned Trainees. (Figure 3.37)

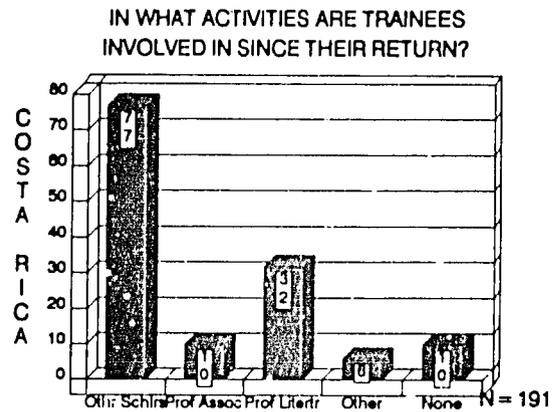


Figure 3.37

Did CAPS training prove useful in establishing ties with other Costa Rican CAPS Trainees?

Yes. Slightly more than one-half (57%) stated that the CAPS program was useful in establishing ties with fellow countrymen. (Figure 3.38) The fact that over half of the Trainees keep in touch with other Trainees is encouraging and suggests that efforts to facilitate further returned Trainee/Trainee communication by USAID/Costa Rica would be welcome. (Figure 3.38).

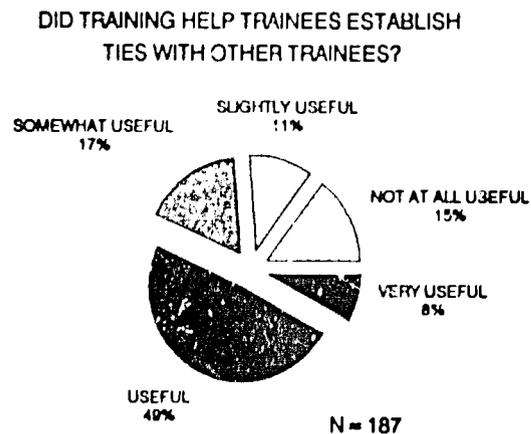


Figure 3.38

SUMMARY AND CONCLUSIONS

With one exception, the CAPS Program for Costa Rica proved to be successful by both the objective standards set forth for the program, and by the subjective reactions of Trainees.

Opinions of the U.S. were very favorable. Costa Rican Trainees consistently characterized the United States positively. Trainees felt that training had increased their understanding of many aspects of U.S. lifestyles, families, politics and culture. A majority of Trainees visited or lived with American families, and attended cultural, athletic, and civic activities on their own or as part of the training program in which they participated.

A comparison of one 4/H group, in terms of their responses at end of Training (i.e. Exit Questionnaire) with their responses after they had returned home, (Returnee Questionnaire) demonstrates that the Trainees' image of U.S. citizens changes slightly over time. Trainees, both at end of training and after they had returned home, viewed the U.S. as friendly (85% and 88%, respectively) and fair (81% and 83.2%, respectively). However, some of their views towards the U.S. did change. Returned Trainees saw the U.S. as more orderly (8%), and less generous (80%), and less sensitive to others (56%) than they did at end of training (50.9%, 95.1% and 76.1%, respectively). Regarding the degree of satisfaction with the program, the same 4/H respondents answered differently at exit than when they had returned home. At end of Training, Trainees felt "very satisfied" (71.4%) or "satisfied" (25.4%) with their training compared with their feelings after they had returned home (57.7% and 42.3% respectively). While a few Trainees felt "very dis-

satisfied" (3.2%) at end of training, none (0.0%) did so after they had returned home. These data may indicate that over time, the Trainees' level of satisfaction with the program shifted from "very satisfied" to "satisfied". However, we must note that the two instruments were different. One was a Questionnaire and the other was a personal interview. This change may also have contributed to the shift. Notwithstanding, satisfaction remains strong over time.

CAPS Trainees from Costa Rica left for the U.S. prepared with information about the CAPS training program and an orientation about life in the U.S. Predeparture training in these areas was very useful. Most trainees reported that English language training had been provided, but they would have liked more. Most indicated that they felt ready to undertake training in the U.S. and that training in a specific area of knowledge or in the English language was their goal. At the end of training, an overwhelming majority of Costa Rican Trainees felt that they had achieved their training objectives and felt that training had met or exceeded their original expectations.

In sum, while the training objective appears to be realized, only part of the Experience America Component objective is being actualized. Trainees do feel positive attitudes towards the U.S. and a greater understanding of life and culture in the U.S. However, ongoing ties, be they social, professional, or economic are not being established. This may in part reflect a lack of understanding of contractors of the importance of this CAPS objective and of how they might realize this objective. This may in part also be due to a lack of follow-up services for returned Trainees that could potentially support the formation of ties between U.S. and Costa Rican citizens.

Chapter 4

CHAPTER FOUR

ADMINISTRATION

The purpose of this chapter is to provide information on the administration of the CAPS program in Costa Rica vis-a-vis the CTP. Information is drawn from the data collected from Trainees reported in earlier chapters, direct observations made by Aguirre International/Checchi staff during technical assistance and evaluation visits, and from direct interviews with staff from the CAPS project, Mission, Embassy, Costa Rican intermediary agencies, and in-country training contractors. The data are organized into two sections: Program Objectives and Program Implementation.

PROGRAM OBJECTIVES

Are CAPS program objectives as listed in the CTP being met?

The following lists the objectives cited in the CTP and a brief summary of their status:

CTP Objective 1: Broaden and increase democratic "linkages" with the U.S.

Status: As noted in Chapter 3, this objective is not being met at this time. However, CAPS managers' decision to select Trainees that demonstrate leadership or potential leadership from a broad spectrum of Costa Rican society provides a significant pool of returned Trainees from whom such linkages could be realized given appropriate and significant follow-up services.

CTP Objective 2: Increase training from traditional areas to training in new fields.

Status: As noted in Chapter 3, the Costa Rican program is most assuredly providing training in new fields. This is best portrayed through outstandingly creative short-term training programs such as those for firefighters, journalists, dancers, and high school students.

CTP Objective 3: Increase participation of people otherwise unable to study in the U.S., i.e. poor, women and indigenous groups.

Status: The Mission is successfully meeting this objective through the careful attention given to the use of selection criteria targeting these groups and the choice of content for training (e.g., rural firefighters, rural teachers, women in small business), and special recruitment efforts for specific sectors of the population, (e.g., targeting of special regions, women, youth).

CTP Objective 4: Increase participation of Trainees from the rural population.

Status: Chapter 3 clearly documents that this objective is successfully being met.

CTP Objective 5: Respond to Costa Rica's training needs in light of the country's re-orientation to an exported economy while improving production and marketing capabilities of agriculture and other natural resources sectors.

Status: While CAPS is providing training to increase agricultural production, little training is provided in natural resources, and none is provided in

marketing. Although CAPS Managers indicated that the natural resources and marketing objectives are addressed by ROCAP, serious consideration should be given to a role in this effort for the CAPS program.

CTP Objective 6: Strengthen private sector organizations in many fields.

Status: This objective is being addressed at the present time through some private sector organizations such as the firefighters association and private volunteer organizations such as 4-S. However, it appears that only the 4-S organization has been strengthened. This has been accomplished as a result of 4-S's efforts to implement the Mission's guidelines for improving the high school student recruitment process. This has caused 4-S to expand the areas in which they work and increase their communication within 4-S as well as between 4-S and the various communities which they serve. More effort could be focused on strengthening other private sector organizations participating in CAPS, as well as using other private sector agencies (e.g. business, arts, health).

PROGRAM IMPLEMENTATION

This section attempts to summarize the administration of the CAPS program with respect to implementation of specific program functions. The summary is organized in terms of strengths and issues for each function. Recommendations for each are provided as needed.

RECRUITMENT, SCREENING AND SELECTION PROCESS:

Equity of access by CAPS aspirants is a function of recruitment procedures, distribution of the application forms, screening and final selection. CAPS Managers developed the following recruitment and selection procedures for short-term (which includes the high school program) and long-term scholarships.

The Short-term Program:

A target group is identified (e.g., rural firefighters). An intermediary institution is contacted. The intermediary institution is charged with recruitment and screening of the candidates in accordance with the objectives and selection criteria which have been carefully delineated by the Mission. The institution submits a short list of screened candidates to the Mission. The Mission's short-term selection committee is comprised of the short-term training coordinator, a representative of the intermediary institution and at least one other Mission member. This Committee reviews applicant files and selects the candidates.

Finding: The implementors have been successful in transmitting the goals, objectives and selection criteria to the intermediary institutions. However, a systematic procedure for keeping records of the number of application forms distributed to the intermediary institution, and the number and destination of application forms distributed by the intermediary institution, is lacking. There is no systematic record of pre-candidates that were rejected by the intermediary institution. There seems to be a heavy reliance upon intermediary governmental institutions. The Ministry of Education has been used for several short-term training groups, i.e., English teachers,

one-class room teachers, secondary school supervisors. Efforts to use private sectors agencies should continue and be expanded.

The High School Program:

The selection procedure is similar to that used for short-term training programs. They differ in that the intermediary institution (the Costa Rican 4-H) requests applicants from high schools in specific geographical areas, screens the applications, and presents a short list to the Mission for final selection. The Mission targets a geographic area of the country to be served each year, most likely rural areas. The intermediary agency then concentrates recruitment efforts only in that area for that year. The 4-S/4-H intermediary institution keeps a list and a record of the candidates that were rejected at the screening stage. The selection Committee is comprised of the high school program coordinator from the Mission, the Mission's short-term training coordinator, a member from another Mission agency and a member of the intermediary institution.

Finding: 4-S/4-H personnel as recruitment intermediaries understand the goals and objectives of the CAPS program. Following the Mission's guidelines, the 4-S organization has complied with the selection quotas established for women, distribution of rural and urban Trainees, and geographical area to be canvassed.

The Long-term Programs

The Mission, with the cooperation of USIS, places advertisements in the local newspapers, sends letters, and personally contacts universities. The major responsibility for the screening of the candidates lies in the hands of the CAPS Program Officer and his immediate staff. A short list of

candidates is reviewed by the Training Office and the candidates are interviewed by a committee. The files are then sent for review by the Costa Rican Advisory Committee, which recommends candidates. The recommendations of the Advisory Committee are taken into consideration. The AID Mission makes the final selection.

Finding: There is no record of the number and destination of application forms distributed. The Mission does, however, keep a record of the rejected candidates both at the screening and selection stage.

There seems to be insufficient advertising in local newspapers. The advertisements are usually very small, sometimes being included as part of a general news column. Consequently they are not easily detected. There seems to be a heavy concentration of awards to undergraduates from higher education institutions located in San José and Heredia, and not from branch campuses.

RECOMMENDATIONS:

- All application forms should be numbered. The Mission should maintain a record of the number of application forms distributed to each intermediary agency. In turn, the intermediary agency should keep a record of the number of and destination of the application forms distributed, the number of application forms returned to the agency and the final number processed. The intermediary agency should also keep a record of the candidates that did not make the first cut, reporting the information to the AID Mission as soon as the intermediary agency screening is completed for the group being considered.

- AID Mission staff should be careful not to rely too heavily upon intermediary agencies related to the public sector.
- The American Field Service does not seem to be using local networks for recruitment. They should be encouraged to do so.
- Short-term training programs for women executives in finance, banking or private sector management are recommended. (To date men have received most of rewards in this area).
- CAPS Program Managers and staff pay meticulous attention to the screening of candidates which involves many manpower hours. They should consider using a surrogate indicator for "economic disadvantage" which is based on location, as determined by the high school address for short-term programs. These procedures would expedite the pre-screening phases. For example, in the case of long-term programs, a combination of the high school address (based on a properly notarized and registered document from the Ministry of Education), and the work address might determine the present relative wealth of the candidate.
- Regarding the weighing system developed by the Mission, we suggest that a grid be developed. If grade point average is given equal weight as income, location, and leadership, a weight scale thus determined is biased towards the more advantaged student. A grid could be developed whereby the poorer student from a less urban area would need a lower grade point average in order to qualify for the first cut.
- Target more Blacks from Limón.

- Target more rural people from the southeast of Costa Rica.

PRE-DEPARTURE ORIENTATION/TRAINING PREPARATION

STRENGTHS:

- Mission management specifically assigns a staff person (.25 F.T.E.) the responsibility to develop and implement pre-departure orientation and training activities. This provides the minimum attention needed to ensure that the pre-departure needs of Trainees are addressed.
- Each CAPS staff member, be they professional or support, extends him/herself to each Trainee. Each tries to personally get to know each Trainee and make him/herself available to each. This is evident from the quality and frequency of communication from CAPS staff to Trainees from the moment Trainees are selected, throughout pre-departure orientation/training, and while in the U.S. This personal support of Trainees by CAPS staff is exemplary.
- Mission management requires that all future pre-departure orientation/training for short-term training programs will be comprised minimally of two weeks. This training will include expanded English language training and a strong U.S. cultural component.
- Mission management requires that all Trainees, short-term and long-term, have English language training in their country prior to departure. The English language training that is provided is well organized, allows for flexible skill groupings, and focuses on oral language skills. Training

provided to long-term Trainees also focuses on developing/strengthening written English language skills.

- CAPS management should be complemented on excellent long-term planning in identifying more than one agency to provide pre-departure orientation and training. This provides managers with greater flexibility and program options for Trainees.
- CAPS management requires, to the extent feasible, homestays in San José as part of each Trainee's pre-departure training. This is exemplary and innovative. Attempts are made to provide homestays with U.S. families in San José. If there are not enough U.S. families, Trainees are placed with Costa Rican families. As the majority of Trainees are from rural areas, for many their stay in Costa Rica is their first venture outside their home. Both homestay situations serve to introduce Trainees to a variety of social customs and situations comparable to what they will encounter in the U.S.
- CAPS management requires that the contractors in San Jose providing pre-departure orientation/training offer Trainees a strong U.S. cultural component. This is exemplary in that it allows a good integration of English language training with U.S. cultural activities.

ISSUES:

- Trainees once selected must pay up front costs for various expenses related to securing a visa, e.g., physicals, x-rays, dental check-up, etc. While Trainees are eventually reimbursed, they were

selected on the basis of being economically disadvantaged. Consequently, having to pay for these expenses up-front is matter of concern.

- When interviewed, Trainees were not clear as to CAPS program objectives.
- While in-country training institutions are doing a good job at articulating an English as a Second Language Program, (ESL) the majority of instructional staff are not trained ESL teachers, but learn the curriculum by staying ahead of the Trainees. Better recruitment of ESL teachers is needed.

RECOMMENDATIONS:

- CAPS management should continue their efforts to find a way in which the Mission can pre-pay the various expenses currently encountered by Trainees such as medical and visa costs. This is a real hardship for the majority of Trainees who, while selected for their economic need, must pay up-front for a variety of expenses and await reimbursement.
- Pre-departure orientation/preparation activities should include an assessment of the degree to which Trainees understand the objectives of the CAPS program.
- CAPS management should request/require that the in-country training institutions providing English language training recruit trained English as a Second Language (ESL-teachers).
- While S&T/IT offers to provide technical assistance to discuss the English language training provided in the country, it has not followed through with these services as requested by the Mission.

- AID/Washington should facilitate the Mission's request that S&T/IT follow through with their technical assistance offer to review the Mission's ESL training.

U.S. TRAINING

STRENGTHS:

- CAPS managers provide a program description of the desired training program to S&T/IT which includes a statement of the training objectives. This is exemplary and should be continued.
- CAPS managers have effectively looked for ways to reduce training costs.
- CAPS managers require S&T/IT (i.e. P.I.E.T./U.S.D.A.) to look for good training at the lowest price.
- The CAPS Mission includes a post-training evaluation in Costa Rica of all returning Trainees.
- CAPS managers require that all U.S. training have a cross-cultural component (i.e., Experience America) and homestays for all Trainees.
- CAPS Managers provide a written description for S&T/IT and U.S. contractors, the training objectives and requirements for each program. This is exemplary.
- CAPS Managers increased program compliance with LAC Bureau directives, i.e. program training in HBCU's.
- CAPS Managers ensure a diversity of programs by limiting repeat programs to 30%, thereby requiring that 70% of the programs offered be in new areas.

ISSUES:

- Trainees comment that training must be better focused, practical, and applicable to Costa Rica.
- U.S. contractors do not appear to clearly understand the objective of the Experience America Component. While Trainees do seem to have a great many opportunities to visit different sites in the U.S., they do not seem to have many opportunities to develop friendship or professional ties with U.S. citizens that would be the basis for long-term relationships.
- While CAPS training is being publicized in the U.S. by U.S. training institutions and contractors, AID is not always receiving recognition as the funding agency.
- CAPS Managers do not have sufficient information as to the nature of activities provided during U.S. training or progress of Trainees participating in the training.
- There is at this time, little substantive coordination between the ROCAP, CASP, and CAPS programs. More thought need to be given how these programs can complement and support one another.
- Trainees who have received free work related materials during their U.S. training have been unable to get them home either because of cost to transport them or of import fees.

APPENDIX C

SUMMARY OF KEY EVALUATION QUESTIONS

AID posed eight "key questions" which this evaluation must answer. The evaluation of the Costa Rican CAPS Program has addressed many more than these eight key questions. The purpose of this appendix is to present the eight questions in a unified fashion.

Key Question 1: Do in-country selection committees select CAPS Trainees according to required criteria (i.e., socially and economically disadvantaged, gender).

Yes. The Costa Rican Mission selects Trainees according to established selection criteria, for women, leadership, and the economically disadvantaged (including rural residents). Out of a total population of 742, Trainees were distributed as follows: women, 309; leadership, 730; economically disadvantaged, 706; and youth, 294. See Chapter Two, Figure 2.1 for additional information and discussion of this issue.

Both AID's Project Paper and the Country Training Plan for Costa Rica indicate the importance of youth and ethnically disadvantaged populations (e.g., the population from Limón). According to the CIS data system, only 294 of 732 Trainees were selected on the basis of youth. The Mission claims that its program focuses on youth or "youth related" populations. Indeed, the average age for FY 1985-87 is 25 years. There appears to be an under repre-

sentation of trainees from Limón (which has a large black community); of 723 awards issued to date, only 27 Trainees came from Limón.

FINDINGS

Key Question 2a: How has the Costa Rica Mission Country Training Plan (CTP) responded to the special focus of CAPS?

Chart 1.1 (Chapter One) shows how the Costa Rican CTP derives from AID's Project Paper (PP) and the Kissinger Commission Report on Central America. The Costa Rican Training Plan (CTP 1987 update) summarizes the Mission's underlying rationale for the implementation design and the countering of Soviet Bloc strategy which are: to reach leaders and potential leaders in a broad spectrum of social, economic and political areas, especially those who already or are most likely to influence opinion and policies in the future; to give access to the financially disadvantaged and other target groups; to grant awards to some prior Soviet Bloc scholarship recipients; and to provide training at the same levels as the Soviet Bloc countries, with the exception of primary education.

Selection quotas for rural populations were not stipulated in the PP. However, CAPS Managers gave high priority to the inclusion of a large number of Trainees from rural areas in all programs. Rural was defined by the Mission as including the whole country (except for metropolitan San José), and the provincial capitals of Cartago, Heredia and Alajuela). Special attention was to be given to candidates from the province of Limón, which has a large Black population, and the southern regional areas which had not had significant representation in the past.

With respect to the economic criteria required for the screening and selection of Trainees, CAPS managers used the discretion afforded by the AID Project Paper, and developed different economic means criteria in accord with the programs considered appropriate for Costa Rica (see Chapter Two). The PP's mandates of forty percent women and seventy percent economically deprived were maintained.

Key Question 2b: How has the CTP been implemented?

Output targets and program goals outlined in the Costa Rican CTP have been met. The Costa Rican CAPS program is divided into 4 distinct sub-programs, each of which has an Experience America and skills training component: 1) the short-term program which offers technical skills upgrading lasting a month or more; 2) the high school program which places high school juniors (mostly from rural areas) in U.S. homestays with 4-H and AFS; 3) the undergraduate program which places Costa Rican university students in U.S. schools to finish degrees; and 4) the graduate program which offers Master's level training. The following sections discuss activities in each of these areas in terms of project output targets and objectives.

Has USAID/Costa Rica met its objectives for the short-term program?

Yes. Three hundred seventy (370) Trainees have been selected for the short-term program to date: 32 in FY 1985; 190 in FY 1986; and 148 in FY 1987. The revised target was only 275; however, the program manager has been able to increase the number of scholarships awarded due to very cost-effective programming (see Chapter Five).

The general objective for the short-term program stated in the CTP is to offer training opportunities to individuals in fields which have not previously been eligible for AID scholarships, and to expose private sector leaders to the U.S. and its business practices. Selection has been made in areas where no AID projects are currently active. Moreover, some selection has been made in areas where AID traditionally does not participate. For example, Trainees have come from areas such as dance and music. The Mission fully justifies these selections based on overall CAPS objectives of countering Soviet influence among these influential groups. It should be noted that artists often have much more influence in the Latin American context than in the American. Many renowned writers, for example, have served as Ambassadors in Latin America.

The training requests given to the United States placement contractors specify the technical training objectives.

With respect to designing creative and innovative programs, CAPS managers have excelled (see Appendix C for a listing of short-term programs offered to date). For example, they have chosen women as a special target and designed technical courses to suit their needs. Some of the programs directed to women have been: women managed small business enterprises, rural women agro-industrial school teachers, and English language teachers (the majority have been women).

Other innovative short-term programs have been: rural multi-grade primary school teachers for the southern region; rural community leaders; local development of leaders for Guayabo Project rural secondary school teachers, and rural fire fighters.

Has USAID/Costa Rica met its objectives for the high school program?

Yes, although the actual number of departures is slightly lower than planned. Two hundred seventy-four (274) high school Trainees have participated to date: 165 in FY 1986; 109 in FY 1987. The revised output target for two years was 310. This program is cost-effective (see Chapter 5). The high school program certainly falls into the category of innovative. High school juniors are chosen from all over Costa Rica using well specified selection criteria (see Chapter 2). Utilizing the expertise and the in-country networks of the 4-S and its sister 4-H organization in the U.S., up to 8 months of Training in the U.S. are provided. Homestays form the backbone of this program. All Trainees stay with U.S. families (often with several families in different communities).

Has USAID/Costa Rica met its objectives for the undergraduate program?

Yes. Fifty-one (51) Trainees have departed for the U.S. in this program to date: 12 awards in FY 1985; 8 in FY 1986; with a sharp increase to 31 awards in FY 1987. The output target has recently been changed from no more than one-third of the total awards, to at least one-fifth of the total awards. The revised output target for FY 1985-87 was 42. The quota increased due to cost savings realized in the short-term training and high school program.

Has USAID/Costa Rica met its objectives for the graduate program?

Yes, although actual departures are slightly lower than planned. Forty-eight (48) Trainees have been selected to date in this program: 31 in FY 1986, and 16 in FY 1987. The revised target is 53. The CAPS managers argue that very few scholarships

are granted at this level as it is not a high priority in CAPS. The awards are only granted in fields of specialization not available locally and for the financially disadvantaged.

It should be noted that the undergraduate program and the graduate program comprise virtually all the long-term (over 9 months) training programs in Costa Rica. The overall target for these programs is 20%. To date, Costa Rica has selected slightly over 13% academic. Thus, although the Mission is meeting its own targets, it is not yet meeting AID/W targets.

Does the Mission provide adequate predeparture orientation and/or training to CAPS Trainees?

Yes. All Trainees receive predeparture orientation of at least one day. The average length of this orientation increased to two days in FY 1987. With respect to predeparture Training (English language, cross-cultural and other skills) the Mission has excelled. The portion of Trainees receiving predeparture training has increased annually: 14% in FY 1985; 47% in FY 1986 and 96% in FY 1987. The average length of this training is 5 weeks in FY 1987. Long-term 4-H Trainees receive considerably more weeks of English language training.

Does the Experience America program as designed and implemented reflect the objectives of the CTP?

Yes. CAPS managers recognize that Experience America is the primary element of the total training experience. However, there is little mention of the Experience America component in the CTP, nor how it is to come about. The CTP calls Experience America cultural training. The CTP highlights homestays and face to face activities.

The CTP does not define nor specify the objectives or activities which are to be included in the cultural component. The underlying assumption is that homestays and face to face exposure are sufficient to acquaint Trainees with US culture and life.

Services provided to Trainees, the areas of study and training pursued by Costa Rican CAPS Trainees corresponds to or exceeds those areas specified in the CTP.

Key Question 3a: Are Trainees adequately oriented?

Yes. All Trainees receive predeparture orientation of at least one day. The average length of this orientation increased to two days in FY 1987. The portion of Trainees receiving predeparture training has increased annually: 14% in FY 1985; 47% in FY 1986 and 96% in FY 1987. The average length of this training is 5 weeks in FY 1987.

Trainees at end of training were virtually unanimous in their views that the pre-departure program was useful: English language training (93%) information (91%) and orientation to U.S. life and culture (92%). In addition, over three-fourths of the Trainees felt that they were either very prepared (65%) or prepared (65%) for the trip to the training program in the United States. (Figure 3.14)

Only a slight percentage felt unprepared (10%), and very unprepared (1.0%) to undertake the CAPS training.

In summary, the Costa Rican pre-departure training program is successful in providing the Trainees with useful orientation to U.S. culture and life, information on the training program, and English language training. See Chapter Three for additional information.

Key Question 3b: Are CAPS Trainees adequately prepared in English language skills?

Yes. See above. It should be noted that many Trainees felt that they needed additional English language training; however, it should be remembered that learning a foreign language is not accomplished in a short amount of time and it is unlikely that any CAPS in-country English language training program could make short-term Trainees fluent.

Key Question 3c: Are candidates receiving enrichment programs in the U.S.?

Yes. Experience America activities (the word "enrichment" is no longer used since it connotes cultural bias) are provided to Trainees.

Trainees at end of training indicated, that they participated in a wide variety of activities while in the United States: cultural events (100%), athletic events (98%), contact with families (94%), travel around the U.S. (89%), and attendance at civic activities (78%).

Key Question 3d: Are candidates receiving follow-up support upon return?

No, although a follow-up program is being developed. CAPS Managers hired a program evaluator who debriefs all Trainees upon return to Costa Rica. In addition, the Mission is beginning to design follow-up activities. When 118 returned Trainees were asked if follow-up services were offered by AID and other agencies or people involved in the training, 52.7% responded "yes" and 47.3% "no." When follow-up was offered, the people in the U.S. (22.0%) provided most follow-up activities, followed by the contractor (17.5%), and AID (17.1%).

When follow-up was provided, it was consistently considered useful by the Trainees. While most of the Trainee follow-up was provided by people in the U.S., the Trainees found the services provided by the contractors either "very useful", and "useful" (70%), the services provided from "other" sources was found either "very useful" or "useful" 69% of the time, and a lower percentage rated the services provided by the people in the U.S. and AID as either "very useful" or "useful" (59% and 58% respectively).

Contractors mostly provided literature, technical articles (64%), and some other type of correspondence (14%), material to evaluate the program (8%), and visits by professors (6%). (Figure 3/28) Considering the importance of the objective of establishing ties between the U.S. and the home country, a much greater proportion of Trainees, if not all, should be receiving follow-up services.

Key Question 5a: Are innovative models used in training, especially those related to cost-sharing and youth programs?

Yes. Costa Rica provides considerable predeparture training to both long- and short-term Trainees. English language training programs have been established by the Mission and seem to work well. The youth training offered through the 4-II (4-S) organization is quite successful in fulfilling CAPS objectives. This type of training is not unique, but the use of it by Costa Rica to keep costs low and to meet project goals is.

No evidence of cost-sharing exists.

The Mission has also selected from groups not traditionally served by AID, such as artists. Given the stature of artists in Central American countries (and Costa Rica in particular) and the East Bloc's attention to this

group, the Mission is justified in focusing its efforts on these Trainees.

Key Question 5b: What percentage of Costa Rican Trainees are women?

Forty-two percent (42%) of all Costa Rican CAPS Trainees are women. This exceeds the goal of 40% set for the project.

Key Question 5c: How has AID collaboration with USDA and Peace Corps been carried out? With what results?

There was no evidence of collaboration.

Key Question 6: Do CAPS Trainees return home, are they being followed-up and are the skills they have acquired being used productively?

Yes, Trainees return home. Of the sample of over 200 Trainees with whom we spoke, no incidents of return to the U.S. were noted (either among respondents or those they knew).

No, only about half of the returned Trainees are being followed up. When asked if they had received follow up services, of the 118 that responded, ninety-six (52.7%) responded "yes" and 47.3% "no." When follow-up was offered, the people in the U.S. (22.0%) provided most follow-up activities, followed by the contractor (17.5%), and AID (17.1%)

When follow-up was provided, it was consistently considered useful by Trainees. While most of the Trainee follow-up was provided by people in the U.S., Trainees found the services provided by the contractors either "very useful" and "useful" (70), those from "other" sources either "very useful" or "useful" 69% of the time, and those services provided by the people in the U.S. and AID

as either "very useful" or "useful" with (59%) and (58%) respectively.

Contractors mostly provided literature, technical articles (64%), and some other type of correspondence (14%), material to evaluate the program (8%), visits by professors (6%), the remaining categories, information or meetings about the program, and the organization of ex-participants each received 3% of the responses.

It should be noted that Costa Rica has hired a part time professional to handle such activities as predeparture orientation and follow-up programming.

Key Question 8: Are CAPS training costs in Costa Rica equal to or less than those of the Office of International Training?

The majority of CAPS training provided by Costa Rica are programmed through the Office of International Training. The only significant programming conducted outside this office are the 4-H type programs which are very cost effective (much less expensive per training-month than the Office of International Training's costs). However, the type of programming offered by 4-H is not comparable to that offered by OIT; thus any direct comparison is infeasible.

The CAPS Program in Costa Rica is very cost effective in both technical training and academic training. This is surprising given the wide variety of training offered by the Mission, the rapid rate of expenditure and the large number of training-months programmed. Not only are costs low, but they have dropped significantly over the past two years. Project management can be credited with careful attention to costs reduction.

During the first three years of the CAPS Program in Costa Rica, over 742 Trainees have received training in the U.S. Of these, 99 are Academic Trainees (pursuing training which will lead to a degree) and 643 are Technical Trainees (all others not defined as Academic).

RECOMMENDATIONS:

- CAPS managers should require that S&T/IT and/or the LAC Bureau find a way to include pre-training visits by contractors as well as post-training in-country evaluation and follow-up services. Both are needed so that the contractor can tailor the training to the needs and level of the Trainee. CAPS managers should require that contractors submit a detailed outline of the training to be provided prior to contract approval. The training plan should outline how the Mission's training objectives will be realized (i.e. the plan should clearly relate training objectives, activities, monitoring, and assessment procedures). A final evaluation report should be submitted by each contractor for each training group.
- CAPS Managers should require that the U.S. contractor submit a syllabus of critical vocabulary to the Mission prior to pre-departure training for inclusion in the English language training in Costa Rica (and for the U.S. if language training is also provided there).
- CAPS Managers should require that contractors provide Trainees with personal contacts in the U.S. that would be the basis for establishing links (personal and/or professional) with U.S. citizens and/or organizations. (This might be done by getting the contractor to find a local organization to sponsor a group as was done with the firefighters.)
- CAPS Managers should require that contractors publicize the CAPS training in the U.S., clearly identify the training program as an AID project, and submit copies of all media coverage with the evaluation reports. (We realize that contractors have no control over final media coverage).
- To the extent possible, Mission staff should visit training sites in the U.S. especially those that provide long-term training or wherever evaluation suggests problems. For those sites that cannot be visited, arrangement should be made for periodic pre-arranged telephone contacts with at least one Trainee from each training group. Elect/Appoint a group facilitator, for each group prior to departure who can report to the Mission on the progress and/or problems of the group.
- CAPS management should consider contracts with agencies in addition to those with P.I.E.T./U.S.D.A. that can arrange for and provide training.
- CAPS Managers should continue efforts towards increasing the coordination of Trainees served by the ROCAP and CASP Programs.
- CAPS managers should continue efforts to de-brief ROCAP and CASP training groups upon their return to Costa Rica.
- CAPS managers should determine whether an A.A. program is needed for high school graduates and in addition to CASP.
- The Mission should identify procedures to assist Trainees who receive training materials in the U.S. so that they can be delivered easily to Costa Rica without having to pay for airline excess baggage costs or import tax fees (e.g. rural teachers).

- Costa Rican Trainees who have been placed at HBCU's for part or of all of their training have been quite vocal against their placement. They have adamantly complained about negative treatment by HBCU students and their discomfort at being in such setting.

- If any part of U.S. training is to take place at an HBCU, CAPS Managers should ensure that prospective applicants clearly understand this before submitting departure applications. Secondly, CAPS Managers should require that all learning institutions that provide training should submit a plan by which their student body will be informed about the CAPS program and its objectives as well as any steps necessary to facilitate positive communication and interaction between Trainees and the institution's student body.

- Little or no follow-up services are provided to returned Trainees.

FOLLOW-UP

CAPS management should develop a plan to provide follow-up services to Trainees which would be implemented immediately. The objectives of the plan should minimally include:

- reinforcing networking among returned Trainees
- reinforcing/establishing ongoing linkages between Trainees and U.S. contacts.
- reinforcing U.S. training efforts in country

- detailing CAPS Mission and LAC Bureau responsibilities with respect to Follow-up activities.

PROGRAM MANAGEMENT:

Program Management: Efficient and effective program implementation depends heavily upon project staff and their values and attitudes towards the policy goals. The acting Mission Director (previously the Deputy Director) and other Mission senior management have been very influential. They placed high priority on the CAPS program; and appointed a high ranking Foreign Service Officer as the CAPS Project Manager. The Project Manager is highly committed to the CAPS program, has a broad understanding of Costa Rica, understands the project's objectives and is able to marshal commitment from others in the Mission. During our numerous visits to the Mission over the past two years, we have observed a high level of commitment and cooperation in the Training Office staff as well. Examples of the commitment of the program staff members were observed during the in-depth process evaluation visit. The CAPS Training Officer and the program secretaries coordinated a going away party for a small group of academic Trainees who had recently finished their in-country English language and pre-departure training and were to leave for the U.S. the following day. The Training Officer received the Semester grades for some of the academic Trainees and was overjoyed that one of the Trainees got "straight A's. We should put this news in the newspapers. We want everyone to know how good our Trainees are." There is considerable evidence of personal attention given to each Trainee by the Training Office beyond the necessary paper handling.

The following figure (Figure 4.1) shows the organization of the CAPS functions in the Mission. Except for Belize, the Costa Rica Mission is the only Mission in Central America which has elected not to hire contractors to provide in-country services. Rather, the Training Office was expanded and equipped to handle the increased work load. The Project Officer explains that Mission management felt that it would lose contact with the project if the in-country activities were put into the hands of contractors.

CONTRACTING PROCEDURES

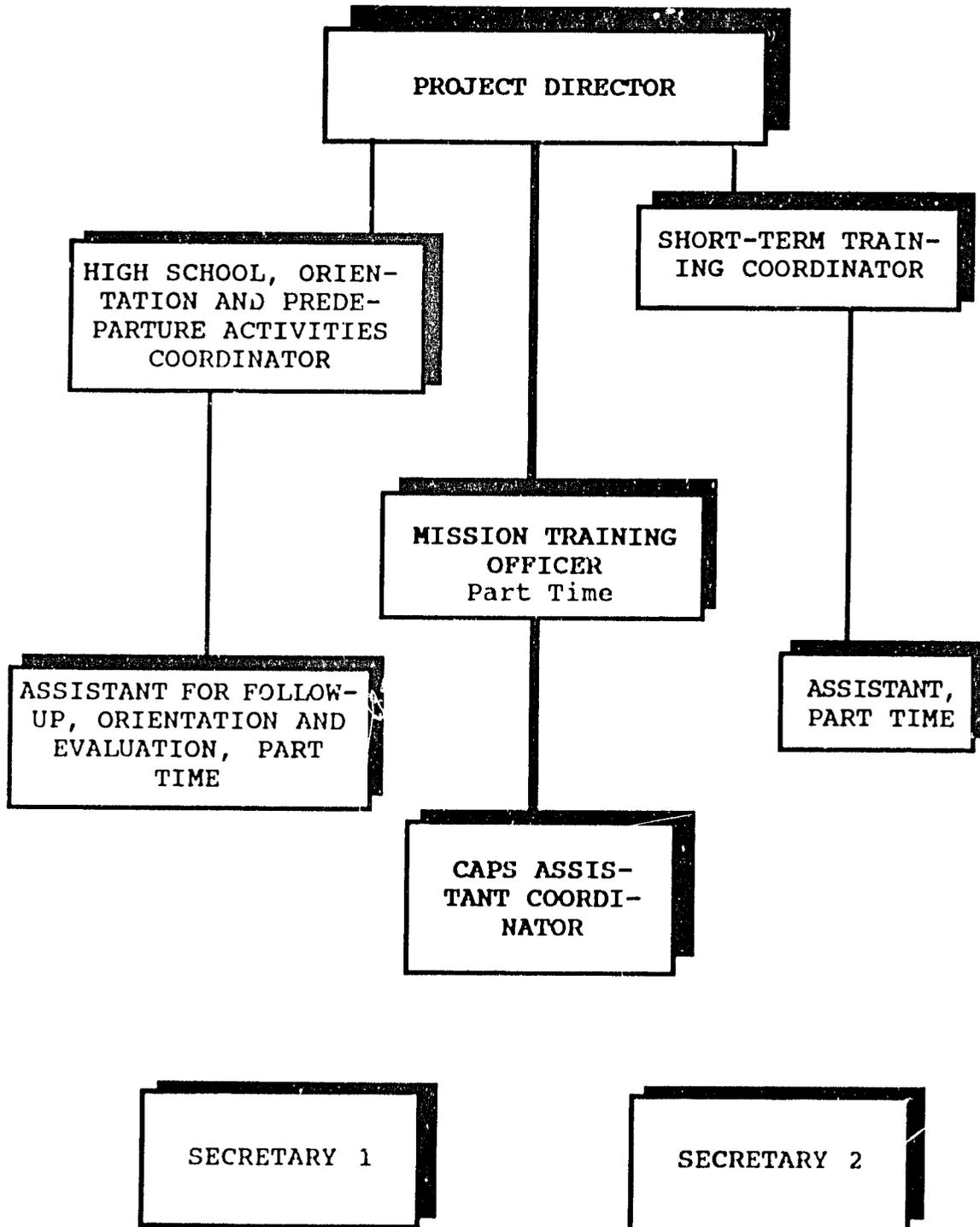
CAPS placement and monitoring in the U.S. is presently accomplished using AID's internal placement system (through the Office of International Training). However, Mission staff are frustrated over their lack of control over U.S. activities of the Agency contractors. The Mission is not technically a party to the contract. The Mission Staff realizes that it could select another contractor as other Missions have done; however AID contracting procedures are quite complex and time-consuming. Costa Rican managers would ideally like a variety of contracts to handle a wide range of types of programs as determined from Trainees' needs; however, the time and resources needed to arrange such contracts will surely constrain such flexible programming. In a broader context, contracting of all types has become increasingly complex in the Agency. There may be many reasons for this, including too few Contract Offices to handle the requests and AID policy encouraging contracting out rather than employment of direct-hire personnel. Discussion of these issues is beyond the scope of this report. However, since it is a major impediment to project activities, it must be mentioned.

We note that the new TCA provides standardized contractor procedures, but appropriate training is needed to make the TCA an effective procurement tool.

STRENGTHS:

- As noted, CAPS staff are caring, involved, and committed to the CAPS program and Trainees.
- CAPS managers have made tremendous strides in organizing the CAPS office, and providing program direction.
- CAPS managers have done an outstanding job in trying to implement a "flexible innovative" program within a bureaucratic funding and contracting structure that constrains flexibility.

FIGURE 4.1 COSTA RICA CAPS ORGANIZATION



- CAPS Managers have increased coordination between the Mission and the external evaluator to reinforce one another's efforts and to minimize duplication.

ISSUES:

- Some project staff as well as non-project personnel (e.g., Mission and intermediary agencies) do not clearly understand the responsibilities of everyone on the project. Moreover, some staff may be functioning out of classification, (i.e., FSN 10 working as project managers).
- The staff evaluation position while responsible to monitor all programs, reports directly to the coordinator of high school programs. This structure serves to isolate the evaluator and impede the flow of information to the Project Officer.
- The coordinator of short-term programs is part-time and on loan from another project. Nonetheless, the short-term program is the largest of the training options offered through CAPS. The success of the short-term program rests upon the coordinator's level of skill, creativity, and energy to identify innovative programs. In addition, this part-time position limits the coordinator to focus only on training development and severely constrains his ability to monitor Trainee progress or contractor activities.
- The volume of short-term program applicants appears to be consistently high. This results in delays in processing applications in a timely fashion.

- Outside of the CAPS staff, few people in the Mission or Embassy, are familiar with the CAPS program. Yet, the comments made by the acting Mission Director, no other program has generated as much goodwill for the U.S. for so little funding as the CAPS program.

RECOMMENDATIONS:

- Develop written description of the CAPS organizational structure which details responsibilities (i.e. activities) of each staff person.
- The staff evaluation person assigned to CAPS should report directly to the Director of CAPS, as these activities cross all training programs and the information needs are directed towards office management. This would also hopefully increase the cohesiveness of project staff.
- Establish a 1 F.T.E. position to coordinate the short-term training programs. The coordinator could then provide greater personal contact with Trainees and training institutions.
- Increase support staff to facilitate processing of paperwork for short-term programs.
- Expand public relation efforts within the Mission regarding CAPS by distributing information to all Mission and Embassy staff regarding the number and types of programs and participants, news releases on CAPS, etc.

RECOMMENDATIONS FOR LAC BUREAU:

- Explore with AID management how to provide a more flexible funding/contracting mechanism.
- Continue LAC Bureau Staff's efforts to maintain their visibility among Trainees while Trainees are in the U.S.

Chapter 5

CHAPTER 5

TRAINING COSTS

PURPOSE OF THIS CHAPTER

The purpose of the chapter is to describe USAID Costa Rica's CAPS training program in terms of cost per training-month, and to assess these costs in light of Agency efforts to contain training costs.

INTRODUCTION AND SUMMARY OF CONCLUSIONS

The CAPS Program in Costa Rica is very cost effective in both technical training and academic training. This is surprising given the wide variety of training offered by the mission, the rapid rate of expenditure and the large number of training-months programmed. Not only are costs low, but they have dropped significantly over the past two years. Project management can be credited with careful attention to costs reduction.

During the first three years of the CAPS Program in Costa Rica, over 742 Trainees received training in the U.S. Of these, 99 are Academic Trainees (pursuing training which will lead to a degree) and 643 are Technical Trainees (all others not defined as Academic).

Thirty-two separate technical training programs have been offered since June 1985. More than \$3.5 million has been spent on the 643 Trainees who have participated in technical training programs. The total budgeted cost for the 99 academic Trainees

is over \$4.5 million during the first two years of program implementation.

Appendix D offers a listing of all training programs along with cost, total training-months and other relevant information.

LIMITATIONS OF THIS ASSESSMENT

Costa Rica maintains very good cost data on all training. The majority of the mission's training (and all the academic training) is programmed through S&T/IT. To date, S&T/IT contractors are not using the Agency's new Training Cost Analysis (TCA) reporting format, thus academic training costs used here are budgeted costs rather than actual expenditures. However, technical training costs reported here reflect actual funds spent, even though the expenditures cannot be broken out in standard line items due to the lack of standard TCA data reporting. This limits cost comparison among training programs to total expenditures (for technical) and total budgeted costs (for academic). It is expected that S&T/IT will implement an actual expenditure reporting procedure in the next few weeks.

FINDINGS

What is the cost of technical training offered by the mission and how does this compare to that offered by other missions? Not only are Costa Rica's costs very low, they have programmed almost twice as many training-months of technical training as any other mission and have expended their funding at a faster pace than all missions except Guatemala. In addition, the Mission has developed a wide variety of programs serving a broad range of Trainees.

As can be seen in Table 5.1, the costs of technical training offered by USAID/Costa Rica is \$1462 per Trainee per month which is among the least costly of any mission's costs. (It should be noted that these figures will be updated for other missions in the annual report due in December 1987. Except for Costa Rica and Salvador, the figures presented here are several months old.)

Note: The training-month is the standard unit of training and is defined as one Trainee in training for one month. For example, 10 training-months could be comprised of ten Trainees each of whom receives one month of training, or one Trainee who receives 10 months of training, or any other such combination.

TABLE 5.1
COSTS OF TECHNICAL TRAINING
AMONG CAPS MISSIONS

	TRAINEES PER MISSION	TOTAL TRAINING MONTHS	TOTAL PROGRAM COST	COST/ TRAINEE- MONTH
USAID				
BELIZE*	79	112	\$372,275	\$3,320
COSTA RICA	642	2397	\$3,503,481	\$1,462
GUATEMALA*	1263	1344	\$4,906,03	\$3,652
HONDURAS*	377	287	\$1,305,408	\$4,544
PANAMA*	126	1059	\$715,898	\$676
ROCAP*	265	686	\$1,928,342	\$2,811
SALVADOR	586	549	\$2,179,908	\$3,971
TOTAL	3338	6431	\$14,911,347	\$2,318

*DATA ON THESE MISSION PROGRAMS WILL BE UPDATED IN DECEMBER, 1987.

A primary factor in maintaining low costs is the use of youth programming. Appendix D shows that several hundred youths have been programmed through the Costa Rican 4-II (4-S) organization at very low cost (around \$700 per training-month). These programs significantly lower mean costs for all mission training.

The following Figure 5.1 displays the relative cost of technical training among missions.

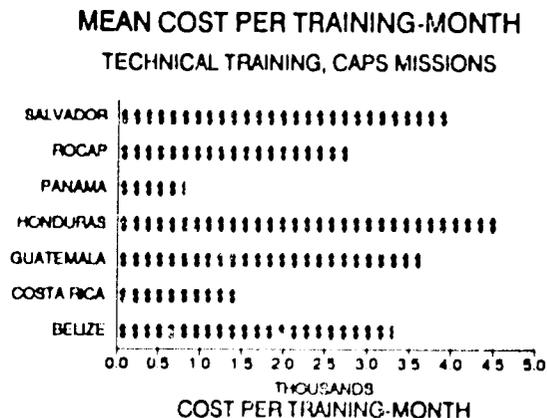


Figure 5.1

What is the cost of Academic training offered by USAID/Costa Rica?

Costa Rica has programmed 99 long-term academic Trainees through FY 87 at a total budgeted cost of \$4,604,787. The average budgeted cost per Trainee is \$1,684 per training-month. Comprehensive data from other missions is not yet available; however data which exist indicate that this cost is comparatively mid-to low-range. As mentioned earlier, cost data on academic Trainees are budgeted costs rather than actual expenditures to date. When contractors begin reporting expenditures regularly using TCA, comparisons among contractors and missions for actual expenditures can be made.

Has there been a noticeable trend in costs of USAID/Costa Rica's CAPS programming since the program began?

Yes. Training costs have dropped significantly since the beginning of the program. Figure 5.2 indicates the scope of this drop. For technical training, cost per training-month in FY 85 was \$2,085 per training-month. In FY 87 this figure had dropped to \$1,441.

TREND: COST PER TRAINING MONTH
ACADEMIC AND TECHNICAL TRAINING BY FY

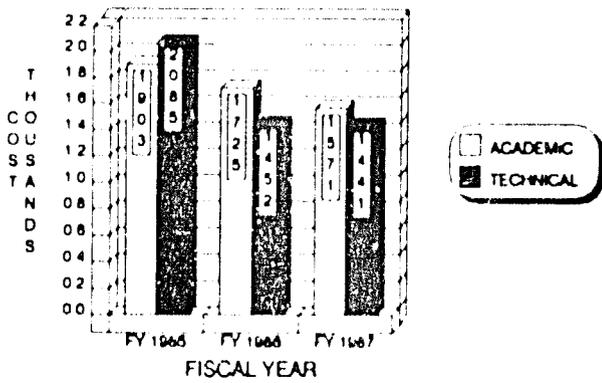


Figure 5.2

For academic training, FY 85 figures are \$1,903 per training-month and FY 87 budgeted costs are \$1,571 per training-month.

What is the range of costs of CAPS technical training programming in Costa Rica?

Figure 5.3 indicates the percentage of total technical training expenditures for each cost range. For example, the figure indicates that 25% of all expenditures for technical training were for programs costing around \$500 per training-month. Indeed, 38% of all expenditures for technical training programs were spent on programming costing less than \$1250 per training-month. This accounts for the low mean cost for technical training programs in Costa Rica.

On the other end of the scale, very few expensive programs were purchased. Less than 1% of total expenditures were for programming costing in excess of \$7500 per training-month. Only two programs could be termed very high cost. One of these programs, 50098, cost about \$14,000 per training month; however only one person was in this program and it lasted less than one month.

PERCENT EXPENDITURES PER COST RANGE
TECHNICAL TRAINING THROUGH FY 87

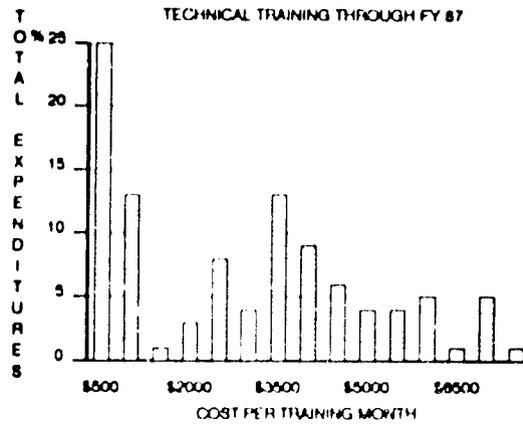


Figure 5.3

A comparison with other mission expenditure patterns indicates that Costa Rica concentrated on developing low cost programming, while avoiding very high cost programming. In other words, if this pattern persists, Costa Rica will be able to program twice as many training-months of technical training as the average CAPS mission with the same funding level. Additionally, Costa Rica will be able to program almost four times as many training-months of technical training as the highest cost mission with the same level of funding. Figure 5.4 displays Costa Rica CAPS training costs relative to the mean cost for all CAPS Missions.

COST PER TRAINING MONTH
COMPARED TO CAPS AVERAGE

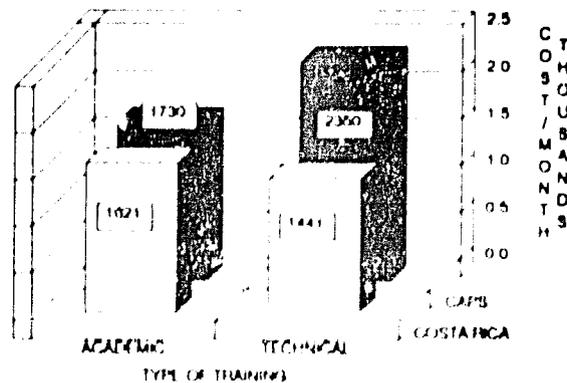


Figure 5.4

CONCLUSIONS

The fact that Costa Rica has developed very creative programming across a wide range of program types, reaching out to groups never before touched by AID, might have led to high costs. In fact, just the opposite is true. Costs are very low. Returnee interviews indicate high levels of satisfaction with programming, thus low costs have not seriously affected programs (i.e., the programs were inexpensive, not cheap).

RECOMMENDATIONS

The Mission should continue to strive for or emphasize low costs with their contractors (i.e., continue to do what they're doing). In addition, as S&T/IT's contractors begin to use TCA formats for reporting of actual expenditures by each Training groups PIO/P number, the mission should require quarterly expenditure accounts on every academic Trainee to ensure that the low budgets for academic training evolve into actual low expenditures.

Appendix A

APPENDIX A

METHODOLOGY

The Exit Questionnaires were administered to the Trainees upon completion of their training programs in the United States and prior to their return to Costa Rica. The Questionnaires were administered in the Spanish language by the contractors.

The Returnee Interviews were conducted to assess whether or not the Costa Rica CAPS program is realizing its goals of (1) fostering positive feeling towards the United States and its citizens and agencies; and (2) increasing the technical skills of citizens in support of their countries and their own needs, training. This pool of Trainees is divided into three groups; 1) those who have been home for more than 12 months; 2) those who have been home from six to eleven months; 3) those who have been home for three to five months. A random sample of Trainees is selected from each group with replacement and is distributed equally among the three groups according to length of time since their return from the training program.

The Returnee Interview has two purposes: 1) to minimize any "halo" effects that may have been generated by participation in the training program (the "halo" effect would have biased the Exit Questionnaire), and 2) to gather data which are only available after the Trainees have had a chance to reestablish themselves in their home countries. Contacting and interviewing the returned Trainees was not extremely problematic in

Costa Rica; however, many of the addresses that were on file were no longer valid. Over two-thirds of the Trainees originally targeted were located. When targeted Trainees could not be located, in each instance they were replaced by another trainee from their respective group. The results of the Returnee Interview are representative of the Costa Rican Trainee population. However, the results of the Exit Questionnaire, because it was given to only two groups, is not representative. This restricts comparison between Exit and Returnee instruments except for groups similar to those for whom we have received Exit Questionnaires. It has been possible to match and compare data from one group of 4-H Exit Questionnaire with data from the same 4-H groups' Returnee Interviews, thus providing opportunity for trend analysis in this case.

Interviewers were trained and closely monitored by Aguirre International staff to ensure consistency of procedure. Interviews were conducted at a location mutually convenient for the interviewer and Trainees, which was usually the Trainees's workplace or home. Trainees in both urban and rural localities were interviewed.

A total of 11 Costa Rican interviewers were trained over a four day period in September, 1987. Interviews were conducted over a two-week period in September, 1987.

RETURNEE CHARACTERISTICS

Who was interviewed?

With respect to the Returnee Interviews, slightly more than half (57.4%) of the CAPS Trainees were men, and slightly less than one-half (42.6%) women. These data confirm that the random sample reasonably reflects the characteristics of the entire population of Costa Rican Trainees through 1987, as these proportions closely resemble the CAPS/CIS data for gender described in Chapter II of this report.

What type of training did they receive?

The overwhelming majority of the returned Trainees in our sample had attended short-term, technical training, (98.0%), as opposed to the small percentage (2.0%) who received academic training. The proportion of academic Trainees in the sample is considerably lower than that reported in Chapter 2. This difference results from the fact that since academic training takes longer, very few Costa Ricans in this category had returned home by September 1987, of those, five CAPS Trainees were interviewed.

In what areas were Trainees trained?

Returnees in our sample had been provided training in several fields of study. Most received training in Agriculture (specifically in management or production programs) (14.8%); Student Cultural Exchange (23.5%); Business Management (13.7%); and Education (17.5%); Public Affairs

(10.9%); English as a Foreign Language (7.7%), and other fields. (Table A.1).

TABLE A.1
TRAINEES FIELDS OF STUDY

	N = 183
BUSINESS MANAGEMENT	13.7%
PUBLIC AFFAIRS	10.9%
AGRICULTURE	14.8%
EDUCATION	17.5%
HOME ECONOMICS	5%
ENGLISH	7.7%
ORGANIZATIONAL SKILLS	1.1%
RENEW NATURAL RESOURCES	5%
MARKETING & DISTRIBUTION	1.6%
COMPUTER/INFORMATION SCIENCES	5%
PRODUCTION	1.6%
VOCATIONAL HOME	5%
VISUAL/PERFORMANCE	4.4%
STUDENT-CULTURAL EXCHANGE	23.5%
GENERAL (ie. ACADEMIC)	5%
OTHER	5%
TOTAL	77.5%

Were returned Trainees employed?

Yes. Virtually all of the Trainees were employed (91.4%) at the time of the interview. Of the nine people who reported themselves as unemployed, only two were looking for a job. In some rare instances, the training received had caused problems on the job.

This was the case for two of the 244 Trainees interviewed, who reported having lost their employment as a consequence of the training. Three-quarters of the Trainees (75%) held the same job they had held before the training. Roughly one out of four had changed positions.

Of the Trainees interviewed, 22.4% were self-employed. At the time of the interview, the remaining employed Trainees (77.6%) were employed in the following areas: Public Sector (59%), Private Sector (29%), Volunteer Job (8%) and Other (4%) (Figure 3.5).

Trainees were holding the following positions: Educators (34.2), Managers (10.8%), White Collar workers (5.4%), Skilled Technicians (3.6%), Merchants/ Businessmen (7.2%), Social Workers, (6.3%), Agriculture (1.8%), Performing Artists/Art (5.4%), Journalists (5.4%) Semi-Skilled Workers (5.4%), Other (7.2%) (Table A.2).

TABLE A.2

TRAINEES' EMPLOYMENT AT THE TIME OF INTERVIEW

N = 111

MANAGER	10.8%
EDUCATION	34.2%
MERCHANT/BUSINESS	7.2%
SKILLED TECHNICIAN	3.6%
SEMI-SKILLED	5.4%
WHITE COLLAR	5.4%
SOCIAL WORKER	6.3%
AGRICULTURE	1.8%
COOP	.9%
PERFORMING ARTIST, ART	5.4%
JOURNALIST	5.4%
SCIENTIST	.9%
STUDENT (4-11)	3.6%
OTHER	7.2%
TOTAL	70.7%

In summary, the data collected on the characteristics of the Returnees establish that the sample is representative of the total pool of Trainees trained through September 1987. Therefore, the responses obtained with the Returnee Interview Questionnaire are considered representative for the entire population of the Costa Rican Trainees who have returned to Costa Rica.

LIMITATIONS

As noted above, the Exit Questionnaires are available for only a limited number of all Costa Rican CAPS Trainees because one of the major contractors declined to distribute the LAC questionnaire (discussions with this contractor are being carried out to ensure that future Trainees from Costa Rica receive the Exit Questionnaire). As is nor-

mally the case in such surveys, the number of respondents and/or responses per item vary throughout this report. In some instances, the variation occurs because the item did not apply to the Trainees. In other cases, the respondent simply chose not to reply. The reader is therefore cautioned to read percentages with the understanding that they may represent the proportion of responses to a given item based on a small number of Trainees. (Percentages on graphs and tables may not sum up to 100% due to rounding error.)

The Costa Rican CTP calls our attention to the Costa Ricans' generally favorable attitude toward the U.S. The present process evaluation does not administrate a "pre" and "post" test to measure a gain of positive attitudes of the CAPS Trainee in respect to U.S. citizens. The findings reported from the actual process evaluated, describes the Trainees' present attitudes toward the U.S.

Appendix B

CAPS TECHNICAL PROGRAM COST INFORMATION: COSTA RICA

PIO/P NO.	PROGRAM DESCRIPTION	FIELD CODE	PROGRAM ENHANCEMENTS AFFECTING COST	CONTRACTOR	DEPT DATE	RETURN DATE	TRAIN. MONTHS/ PROGRAM	TOTAL TRAIN- EES	TOTAL TRAIN. MONTHS	TOTAL BUDGET	COST PER TRAINING MONTH
50021	No Information	6		INCAE	23-Feb-86	23-Mar-86	0.9	1	1	\$3,450	\$3,746
50032	Grain Storage and Marketing course.	8			06-Feb-86	27-Jul-86	5.6	3	17	\$17,609	\$1,043
50036	Institute for Studies of Non-formal education conference.	13		PIET	01-Jun-85	30-Jun-85	1.0	8	8	\$18,009	\$2,360
50038	Emergency Disaster Science Course	18		PIET	07-Aug-85	07-Dec-85	4.0	1	4	\$2,500	\$623
50052	No information	1	Interpreter services	USDA	29-Mar-86	30-Apr-86	1.1	3	3	\$17,795	\$5,635
& 5005	No information		substantial U.S. travel.								
50059	Agricultural Cooperative Studies, on-the-job training.	2	Considerable U. S. travel.	ACDI	14-Sep-85	15-Nov-85	2.0	20	41	\$88,812	\$2,177
50071	University student leaders tour U.S. Educational Institutions.	44	Considerable U. S. travel.	PIET	24-Oct-85	15-Dec-85	1.7	20	34	\$121,267	\$3,545
50079	Indigenous leaders visit U.S. indigenous communities and organizations and attend Inter-American Indian Congress.	5	Some travel in U. S.	PIET	06-Jan-86	28-Feb-86	1.7	21	37	\$110,643	\$3,022

Continued next page

CAPS TECHNICAL PROGRAM COST INFORMATION: COSTA RICA, CONTINUED

PIO/P NO.	PROGRAM DESCRIPTION	FIELD CODE	PROGRAM ENHANCEMENTS AFFECTING COST	CONTRACTOR	DEPT DATE	RETURN DATE	TRAIN. MONTHS/TOTAL PROGRAM TRAINEES	TOTAL TRAIN. MONTHS	TOTAL BUDGET	COST PER TRAINING MONTH
50080	To study modern and classic ballet and dance in various U.S. institutions.	50	Considerable travel in U.S.	PIET	06-Jan-86	28-Feb-86	1.7	15	\$130,467	\$4,989
50081	English teachers live with US families, visit English teaching organizations, gain exposure to US culture, and attend conferences.	13		PIET	11-Jan-86	08-Mar-86	1.8	30	\$131,025	\$2,371
50084	Green House Operation/Mgmt course	1		USDA	12-Dec-85	31-Dec-86	12.6	1	\$31,656	\$2,506
50098	Instruction in leather production.	50		PIET	09-Apr-86	30-Apr-86	0.7	1	\$9,731	\$14,087
50101	Secondary English School Teacher Training. Cross-cultural and intercultural programming.		International travel paid by AMERICAN FRIENDS grant. Substantial home-stay	SERVICE						
Continued next page										
50103	Secondary School English language teachers upgrading.	60	Home Stay.	EXPERIMENT IN INT'L LIVING	07-Jan-86	02-Mar-86	1.8	15	\$34,905	\$1,310
50121	Training program for business managers from small and medium sized firms.	6		INCAE	23-Feb-86	23-Mar-86	0.9	4	\$13,800	\$3,746
50130	Reinforce practical teaching methodology of rural vocational teachers.	13		USDA	21-Jun-86	21-Aug-86	2.0	20	\$131,720	\$3,282

Continued next page

CAPS TECHNICAL PROGRAM COST INFORMATION: COSTA RICA, CONTINUED

PIO/P NO.	PROGRAM DESCRIPTION	FIELD CODE	PROGRAM ENHANCEMENTS AFFECTING COST	CONTRACTOR	DEPT DATE	RETURN DATE	TRAIN. MONTHS/TOTAL PROGRAM	TOTAL TRAIN. MONTHS	TOTAL BUDGET	COST PER TRAINING MONTH
50103	Secondary School English language teachers upgrading.	60	Home Stay.	EXPERIMENT IN INT'L LIVING	07-Jan-86	02-Mar-86	1.8	15 27	\$34,905	\$1,310
50121	Training program for business managers from small and midium sized firms.	6	.	INCAE	23-Feb-86	23-Mar-86	0.9	4 4	\$13,800	\$3,700
50130	Reinforce practical teaching methodology of rural vocational teachers.	13		USDA	21-Jun-86	21-Aug-86	2.0	20 40	\$11,720	\$3,282
50131	Youth exchange program which brought approximately 100 rural youth (11th grade) to U.S. rural sites for 4 or 7 months.	99	Use of U.S. rural 4-H volunteer families reduced costs significantly.	NATIONAL 4-H COUNCIL	10-May-86	30-Sep-86	4.7	99 466	\$400,455	\$860
50133	Youth exchange program which brought approximately 100 rural youth (11th grade) to U.S. rural sites for 4 or 7 months.	99	Use of U.S. rural 4-H volunteer families reduced costs significantly.	NATIONAL 4-H COUNCIL	10-May-86	31752	6.9	66 456	\$266,970	\$556
50134	Rural small farmers and fishermen observe how rural North Carolina counterparts reacted over the past 30 years to development of their region.	3		EASTERN CAROLINA UNIVERSITY	05-Jun-86	22-Jun-86	0.6	10 6	\$17,340	\$3,101
50136	Practical administrative training for leaders of Costa Rican private voluntary organizations.	6	Home Stays.	SCHOOL FOR INTERNATIONAL TRAINING	26-Oct-86	06-Dec-86	1.3	19 26	\$137,351	\$5,360
50139	Small business enterprise training for rural women homesteaders.	44	Home stays with U.S. families	INSTITUTE FOR INT'L TRAINING	29-Jul-86	24-Sep-86	1.9	20 38	\$146,980	\$3,919

Continued next page

CAPS TECHNICAL PROGRAM COST INFORMATION: COSTA RICA, CONTINUED

PIO/P NO.	PROGRAM DESCRIPTION	FIELD CODE	PROGRAM ENHANCEMENTS AFFECTING COST	CONTRACTOR	DEPT DATE	RETURN DATE	TRAIN. MONTHS/TOTAL PROGRAM TRAINEES	TOTAL TRAIN. MONTHS	TOTAL BUDGET	COST PER TRAINING MONTH	
50140	Journalism	9		USA	18-Aug-86	05-Oct-86	1.6	21	33	\$191,835	\$5,726
50151	Small business entrepreneurs (small retail general store owners).	8	Simultaneous translators & INT'L SCIENCE equipment, considerable U.S.AND TECHNOLOGY		29-Oct-86	06-Dec-86	1.3	20	25	\$171,020	\$6,841
50152	Electrical Technology	15		MRECCA	27-Sep-86	20-Dec-86	2.8	7	19	\$73,038	\$3,776
50154	Skills training for one-room school house teachers. Cross-cultural experiences.		U.S. home stays. Translator	PIET							
50154	Rural Education	13		Creative Assoc.	25-Oct-86	20-Dec-86	1.8	20	37	\$155,900	\$4,232
60056	Secondary School English Teachers	13		AFS	06-Dec-86	06-Mar-87	3.0	21	62	\$51,303	\$225
60057	Secondary School English Teachers	13		AFS	10-Jan-87	18-Jul-87	6.2	9	56	\$20,943	\$374
60070	Fire Fighters	43		PIET	23-May-87	30-Jul-87	2.2	20	45	\$111,400	\$2,490
60110	Rural Municipal Leaders	44		PIET	21-Jun-87	15-Aug-87	1.8	19	34	\$115,539	\$3,361
60111	Public Policy Planning	44		PIET	27-Jun-87	16-Sep-87	2.7	18	48	\$209,948	\$4,379
60124	High School Leaders (4-H)	13		Costa Rica 4-H	09-Aug-87	29-Feb-88	6.7	110	738	\$570,020	\$772
TOTAL PROGRAMS: 30								681	2468	\$3,683,906	\$1,493