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PD-ABG-187

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ACTION MEMORANDUM TO THE MISSION DIRECTOR

FROM: Elizabeth Warfield, C/PDSO  
THROUGH: Stephen Wingert, Deputy Director  
DATE: April 21, 1993

Action requested:

That you sign below approving the attached PACR.

Discussion:

The Central American Peace Scholarship Project reached PACD on July 31, 1992. The attached PACR was prepared by Elvira de Tejada, ODDT, and reviewed by PDSO. It is in accordance with M.O. 3.2: PACD and Project Phase Out Procedures.

APPROVED: Stephen Wingert DATE 4/27/93  
Terrence J. Brown  
Director

DISAPPROVED: \_\_\_\_\_ DATE \_\_\_\_\_  
Terrence J. Brown  
Director

Drafter: EdeTejada E. de Tejada Date 04/21/93  
Clearance:  
C/ODDT: BARELLANO B. Arellano Date 4/21/93  
PDSO: TDelaney TRD Date 4/21/93

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PROJECT ASSISTANCE COMPLETION REPORT

USAID/GUATEMALA

CENTRAL AMERICAN PEACE SCHOLARSHIPS PROGRAM (CAPS)

Nos. 597-0001.10 - 520-0362

EXECUTIVE SUMMARY

The Central American Peace Scholarships Program was initiated in 1985 with the signature of a Grant Project Agreement dated June 28, 1986, between the Agency for International Development through USAID/Guatemala and the Secretariat General of the National Economic Planning Council (SEGEPLAN) of the Government of Guatemala. The initial authorization of the Project called for a two year term and a US\$4,857,528.67 funding level. Subsequent amendments extended the project for five additional years and increased total funding to US\$36,200,000. The project completion date was July 31, 1992. During the life of the project US\$26,000,000 in A.I.D. resources were disbursed. This financing resulted in 4,108 recipients of short-term overseas training and 900 of long-term overseas training. In addition, 1,800 short-term participants completed four modules of in-country follow-on training.

BACKGROUND

The CAPS program was a major nontraditional scholarship initiative recommended by the National Bipartisan Commission on Central America (NBCCA) and the Caribbean and Latin American Scholarship Program (CLASP) Project Paper. USAID's strategy for CAPS was to target resources toward closing human capacity and work force gaps across a range of functional areas critical to the support of

democratic processes as well as the achievement of economic development objectives in both the short and longer-terms. Its particular focus was on upgrading skills and providing opportunities within Guatemala's indigeneous population, with a specific emphasis on reaching females and economically/socially disadvantaged groups. A second, equally important objective of this program was to strengthen bridges of friendship and understanding between the peoples of the U.S. and Guatemala.

The scholarship program responded directly to both USAID and the Government of Guatemala's development strategies. Over the past decade, the Guatemalan Government has focused increasingly on the seriousness of the country's socio-economic problems, identifying the wide inequities in well-being which have existed historically between the modern sector and the traditional agricultural economy, and between the Ladino and indigenous populations.

With a newly elected democratic government in place in 1986, when the program became operational, the very considerable challenge of the GOG was to strengthen and deepen the processes of democratic governance. CAPS then focussed on short-term scholarships for representatives of the rural communities.

#### PROJECT DESCRIPTION

Technical short and long term programs in the U.S. were designed to train rural leaders in technical and academic areas critical to Guatemala's social and economic development; provide a first hand experience of the democratic form of life in the U.S. through Experience America; and develop a follow-on in-country program to continue training and linkages between Guatemalans and Americans.

Virtually all CAPS scholarships targetted rural groups such as teachers, cooperative leaders, community development representatives, health and education promoters, other civil servants, small entrepreneurs, agribusiness representatives and trainers, as a means of promoting the objective of strengthening democratic processes.

The long-term programs varied from nine months to three years, depending on the design of the program and included the areas of: Agricultural Science; Technology and Business; Hotel Management and Tourism; Primary Health Care and Nutrition; Economics and Business Management; Computer Science and Engineering; Electrical, Chemical and Industrial Engineering; Finance Management and individual studies in Liberal Arts.

Since more than fifty percent of Guatemala's population is composed of indigenous persons for whom Spanish is a second, and or frequently remote language, we resolved this constraint by introducing the "groups-in-Spanish" model which was very effective for the short-term programs (all training provided abroad was given in the Spanish language to overcome this constraint).

The long-term Academic training focused on faculty upgrading and enhancing the natural role of future and present university professors as a catalyst in the promotion of ideas, particularly at extension sites around the country. Subject areas of special interest were: traditional development concerns; promotion of democracy; economic policy; public administration and planning; interpersonal relationships, and civic responsibility, among others.

Through careful monitoring of early program performance, the Mission identified effective ways to include a high percentage of participants from the target group, including women, indigenous Guatemalans, and other socially and economically deprived persons. Concentration on these target groups was viewed as particularly valid, not only for social and economic development, but also as a means of supporting the growth and extension of democratic processes.

The program was considered successful in its ability to recruit and motivate large numbers of such persons, and also to design and implement highly useful activities for them in both development and political terms.

We were very pleased with the success of the Spanish model, because it helped to maximize the number of participants and to deal with the deeper language and culture shock phenomena these groups could expect to encounter during training in the United States. In addition we carried out follow-on and evaluative activities to deepen the experience gained in the United States.

#### PROGRAM OBJECTIVES

The three major objectives of this program were:

1. To offer Guatemalan Peace Scholars the opportunity to "Experience America" in order to promote cultural and educational interchange between the trainees and the American people and to provide a first hand experience of the democratic form of life in the United States.

2. To provide technical training to socially and economically disadvantaged rural leaders in areas critical to Guatemala's development.

3. To strengthen democratic processes by providing Guatemala's socially and economically disadvantaged groups, especially its indigenous population, with technical and academic training and to strengthen bridges of friendship and understanding between the peoples of the U.S. and Guatemala.

Subsequently a fourth objective was added, based on an analysis of participant status after the US-based training:

4. To develop an in-country follow-on component to provide additional training and continued linkages between Guatemalans and Americans.

#### ACCOMPLISHMENTS

The CAPS I Program in Guatemala trained 5,000 leaders from the rural areas, of which the majority were socially and economically disadvantaged, 47% were women and 10% attended HBCUS. This program served more scholars than planned during the life of the program. The ASOPAZAC, the Alumni Association, elected Boards of Directors in the twenty two departments of Guatemala, of which seven Presidents of these boards formed the National Coordination Committee. This committee continues to meet several times a year to solve community problems or to implement projects. The departmental affiliate associations are particularly active.

Returned Junior Year Abroad Scholars formed an advisory committee which provided voluntary technical services to the Boards of Directors of ASOPAZAC or to any individual member who requests assistance. They also monitored, in conjunction with the communities, the 45 rural projects undertaken as part of their follow-on component. The Job Support Office of ASOPAZAC offered voluntary administrative services to its nine month participant members, and placed more than 100 students with institutions in both the private and public sectors.

Major outputs of the program included:

- 1) U.S. five week short term technical training with a coverage of all the rural area of the country for 4,108 participants.
- 2) In-country reinforcement follow-on training in Guatemala for short-term participants. (4 modules of one-week training each for 2000 scholars of which 1,800 completed their four modules and received a diploma).
- 3) Nine-month technical training in the U.S. for 450 students.
- 4) One-year academic training in the United States for 350 university students.
- 5) Two-year academic training for 50 professionals.
- 6) Four-year academic training for 50 university students.
- 7) Creation of a Student Association (ASOFAZAC), legally recognized and with representation throughout the country to which the majority of the students continue to belong.
- 8) A newsletter written by the students and published every two months since 1988 was distributed to all returnees throughout the country.
- 9) 45 rural community projects carried out by short-term participants in many rural communities.

### AUDITS/EVALUATION

This being a new type of program for the Agency which involved extensive funding and keen interest from the U.S. Congress, it was closely monitored by AID/Washington and the Mission to measure its progress and impact. Several financial, impact and administrative audits were done throughout the life of the project and before its closing. These documents indicate that funds were utilized correctly and that the goals of the project were largely met.

All office equipment and vehicles from the PAZAC office and the Experiment for International Living contract were officially transferred to SEGEPLAN as specified in Grant Agreement.

### LESSONS LEARNED

Given the fact that each Mission was given room to be innovative in the design of the country training program under CAPS I, USAID/Guatemala learned the following from its specific experience:

- a) Informal short-term training for rural dwellers committed to the growth and development of their communities is a valid use of the U.S. government resources;
- b) The target group is actively producing the economic and social changes that will contribute to Guatemala's long-term development;
- c) Managed by a Guatemalan institution, the project served a larger number of people since the administrative costs were kept very low (0.02 of project funds) compared to what it would have cost to manage the project through an institutional contractor.

d) It has been systematically demonstrated that the Peace Scholars will not forget the excellent training experience provided to them through the CAPS I Program. The Experience America Component achieved the impact expected as was proven in Aguirre's and SES's impact evaluations.

STATUS OF PROJECT

1. Final agreement was reached on pending payment to META Contractor. Voucher has been processed and payment has been made.
2. Unused funds have been deobligated for transfer to AID/W.
3. Final payment to Experiment for International Living, follow-on contractor is pending.

UPON COMPLETION OF THIS FINAL ACTION, THE PROJECT WILL BE CLOSED-OUT.