

**An Evaluation Of The Central American
Peace Scholarships Program in Guatemala**

January 1, 1985- December 30, 1987

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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, DC 20036-3193

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EXECUTIVE SUMMARY

The Agency for International Development (AID) was charged by the U.S. Congress to implement the Central American Peace Scholarships (CAPS) project to achieve two primary goals. AID's Caribbean and Latin American Scholarships Program (CLASP) Project Paper, revised in 1987, expresses the dual goal as follows:

The goal of CLASP is to (a) contribute to the formation of more effective manpower resources, thereby assuring the leadership and technical skills needed for the progressive, balanced, and pluralistic development of selected Caribbean basin and South American countries, and (b) strengthen mutual understanding between the United States and its Latin and Caribbean neighbors.

This report provides the Guatemala Mission and other interested individuals with information regarding the extent to which this dual goal is being realized and suggests ways they can continue to improve the implementation of the CAPS project. The findings reported represent an analysis of data gathered from various sources: (a) exit questionnaire/interviews with 1,114 Trainees prior to their leaving the U. S.; (b) returnee questionnaire/interviews with 391 returned Trainees collected by an Aguirre International team in Guatemala during May 1988 (All 2457 Guatemala Peace Scholars who completed training in the U.S. between March 1985 and March 1988 served as the population from which a 16 percent random sample was drawn.); and (c) interviews with Guatemala's project managers and staff and with representatives of grassroots referral agencies.

GENERAL CONCLUSIONS

Overall, Guatemala's CAPS project is an example of successful project implementation. The Mission has complied with CLASP policy mandates in selecting the intended target groups as well as in meeting important performance standards set for CLASP projects. Though there are some aspects of project implementation that need refining, the project is clearly promoting its primary goals in that Trainees report (a) that training has helped them reach their own and their country's objectives and (b) a positive image of the U.S.

The successful implementation of the CLASP project in general, and Guatemala's CAPS project to date can be attributed to:

- high profile of the CLASP program within AID/W;
- strong direction of the CLASP program by a high-level AID/W oversight committee;
- strong direction of the CAPS project by AID/W project managers;
- intense involvement by USAID/G's management team;
- Mission Program Officer's effective interpretation and implementation of CAPS vision;

- strong commitment of CAPS Guatemala's Training Officer as the CAPS project manager;
- strong commitment of the representatives of Guatemalan grass-roots referral agencies;
- efficient technical procedures;
- effective use of the Management Information System (CLASP Information System--CIS);
- innovative grassroots recruitment and preselection processes;
- successful selection of the target groups;
- adequate recruitment, preselection and selection procedures and documentation;
- effective use of the CLASP process evaluation contractor; and
- cost-effective programs.

ASSESSMENT MODEL

The Assessment Model adopted for Guatemala's CAPS project is the same as that used for other CLASP projects. The Kissinger Report, the General Accounting Office (GAO) Report to the Congress of the United States entitled, "U.S. and Soviet Bloc Training of Latin American and Caribbean Students: Considerations in Developing Future U.S. Programs," and the CLASP Project Paper are the source documents for goals, specific objectives, and performance standards. The Mission's Action Plan and CAPS Country Training Plan define strategies for achieving these goals and objectives.

The Report of the National Bipartisan Commission of Central America (Kissinger Report)

The Kissinger Report contains the policy goals to be assessed: (a) a foreign policy/democracy goal and (b) a training goal. The central message of the report was that Central America's crisis is real and acute; that the U.S. must act boldly to meet it; and that the stakes are large for the United States, for the hemisphere, and most poignantly, for the people of Central America. The Commission expressed the conviction that political, social, and economic development goals must be addressed simultaneously. Three of the report's most potent recommendations follow from that conviction:

- establishing a program of 10,000 government-sponsored scholarships to bring Central American students to the United States;
- targeting carefully to ensure participation from all social and economic classes; and

- providing adequate preparation, such as English-language training or necessary remedial academic work, in order to satisfy admission requirements for programs in the United States.

The GAO Report

By publicizing the nature of U.S. and Soviet Bloc programs to a wide audience, the GAO Report had a large impact on the policy and program direction followed by AID in developing its specific response to the Kissinger Commission recommendation that the U.S. initiate a scholarship activity to benefit 10,000 Central Americans. The GAO Report established the importance of these priorities:

- countering Soviet Bloc activity;
- recruiting socially and economically disadvantaged individuals as a target group;
- programming undergraduate training rather than graduate training; and
- designing follow-up (Follow-On) activities after training.

Finally, it highlighted the importance of the socio-cultural context by pointing out that the scholarship activity should be flexible; consistent with the nature of the local education institutions; and based on the identified needs of each country rather than on a more generalized, homogenous, and rigidly regional approach.

The CLASP Project Paper

The CLASP Project Paper specifies four target groups: the socially/economically disadvantaged (70 percent); women (40 percent); rural and urban youth; and actual and potential leaders. (Exact percentage targets for youth and leaders have never been indicated although the expectation of significant participation is implied.)

CLASP is intended to incorporate four programmatic elements now known as the "democracy" objectives:

- CLASP candidates are to be selected on the basis of membership in specific leadership groups that are of special local concern, rather than on the basis of expected impact on more general development goals or objectives;
- CLASP Peace Scholars are to have an opportunity to engage in the American way of life and its democratic processes (to experience America);
- CLASP Peace Scholars are to have an opportunity to share their culture and values with North Americans; and

- CLASP Peace Scholars are to receive training that will facilitate achieving the goals of the program: (a) the application of training upon their return home (through a Follow-on program), and (b) continued contact leading to the development of strong friendship ties over time between individual Latin Americans and North Americans.

RESULTS

SELECTION

The data indicate that the Guatemala's CAPS project has exceeded AID/Washington targets. The data also indicate that the project has reached the intended population and has shown equity in the types of services provided to the special subgroups. Figure 1 reflects results of the Mission's selection process. Nearly all Trainees were economically disadvantaged (97 percent) and perceived as leaders of their communities (97 percent). Almost all (88 percent) came from rural areas. Since the inception of the project, women have received 43 percent of all CAPS awards. The AID Mission also successfully targeted Indigenous minorities (45 percent).

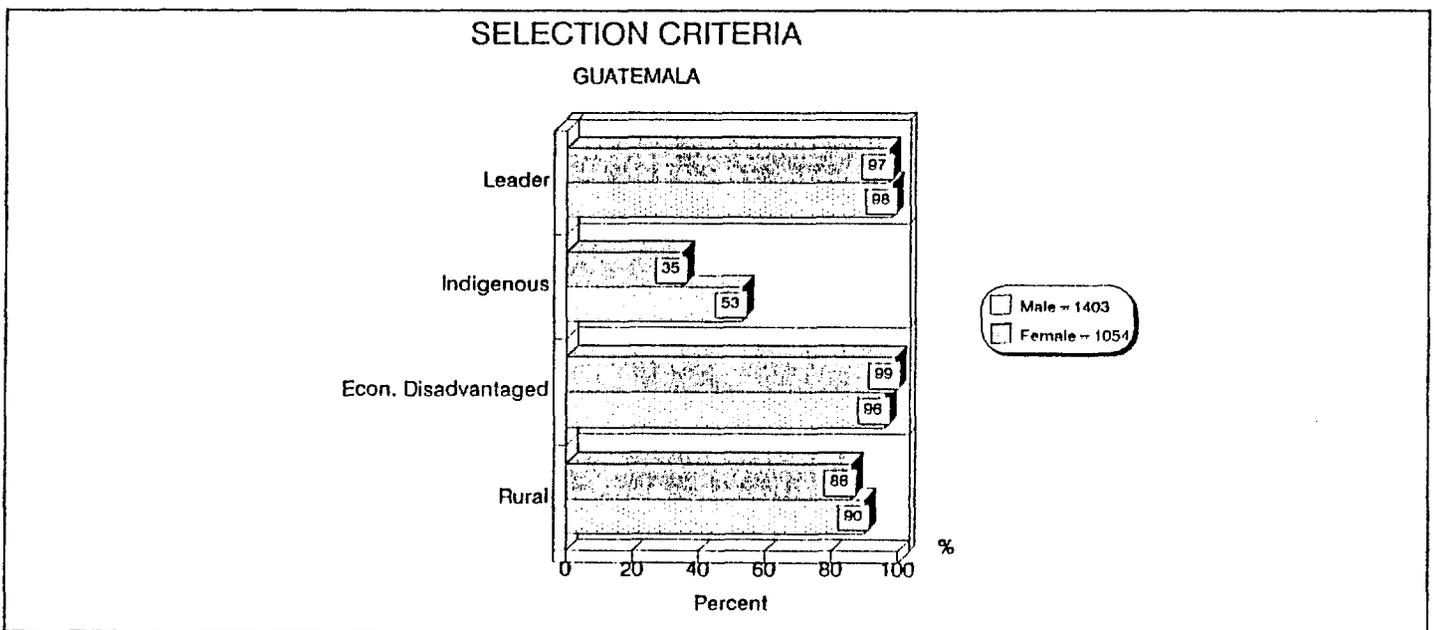


Figure 1

Sectors Being Served

Responding to one of the Kissinger Report's suggestions, Guatemala's CAPS project is serving primarily the private sector. The majority of Guatemalan Trainees (92 percent) are involved in the private sector (12 percent work for private non-profit institutions, and 80 percent work for private for-profit institutions) with the remaining 8 percent in the public (government) sector (see Figure 2).

GUATEMALA: TRAINEES' TYPE OF INSTITUTION
OF EMPLOYMENT PRIOR TO SELECTION

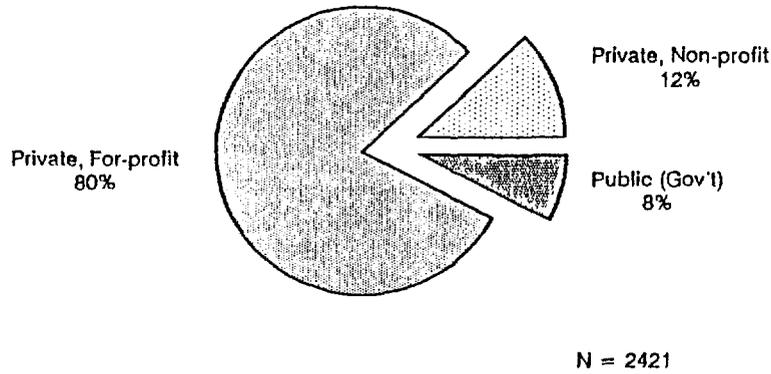


Figure 2

SERVICES BEING PROVIDED

Predeparture Preparation

All Trainees had received at least one day of predeparture orientation and one day of preorientation. Satisfaction with the amount of time between notification of selection and actual departure is much higher for FY 1988 (see Figure 3). Satisfaction with the amount of information provided before departure is slightly higher for FY 1988 (see Figure 3).

EXIT: PREDEPARTURE PREPARATION

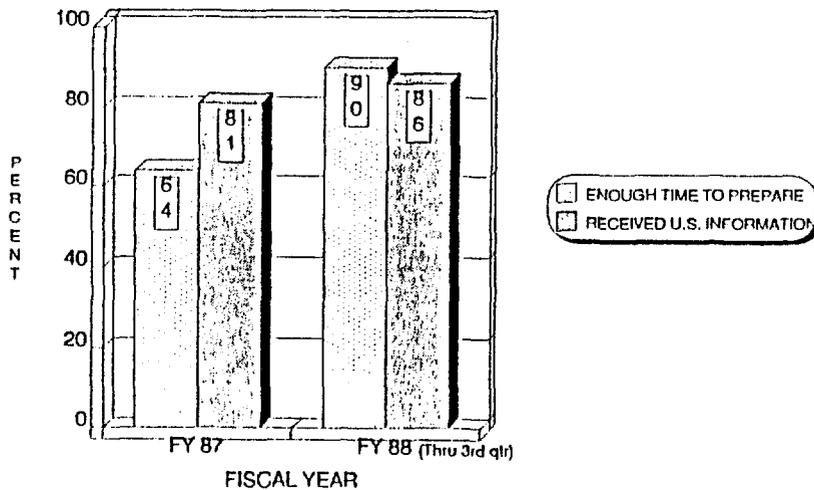


Figure 3

Training Programs

Guatemala's training programs through December 1987 have been primarily short-term (99 percent). There has been a steady upward trend in the number of training days for the short-term programs--from an average of 29 days in FY 1985 to an average of 48 days in FY 1988, as indicated in Figure 4. Fiscal year differences also were noted concerning satisfaction with the length of training. The proportion who indicated the length of training was "just right" rose from 46 percent in FY 1987 to 70 percent in FY 1988 (see Figure 5). There are fiscal year differences concerning satisfaction with training programs. While in FY 1987 81 percent of Trainees surveyed said that they had learned all they wanted to, in FY 1988 an even larger proportion (95 percent) answered in the affirmative.

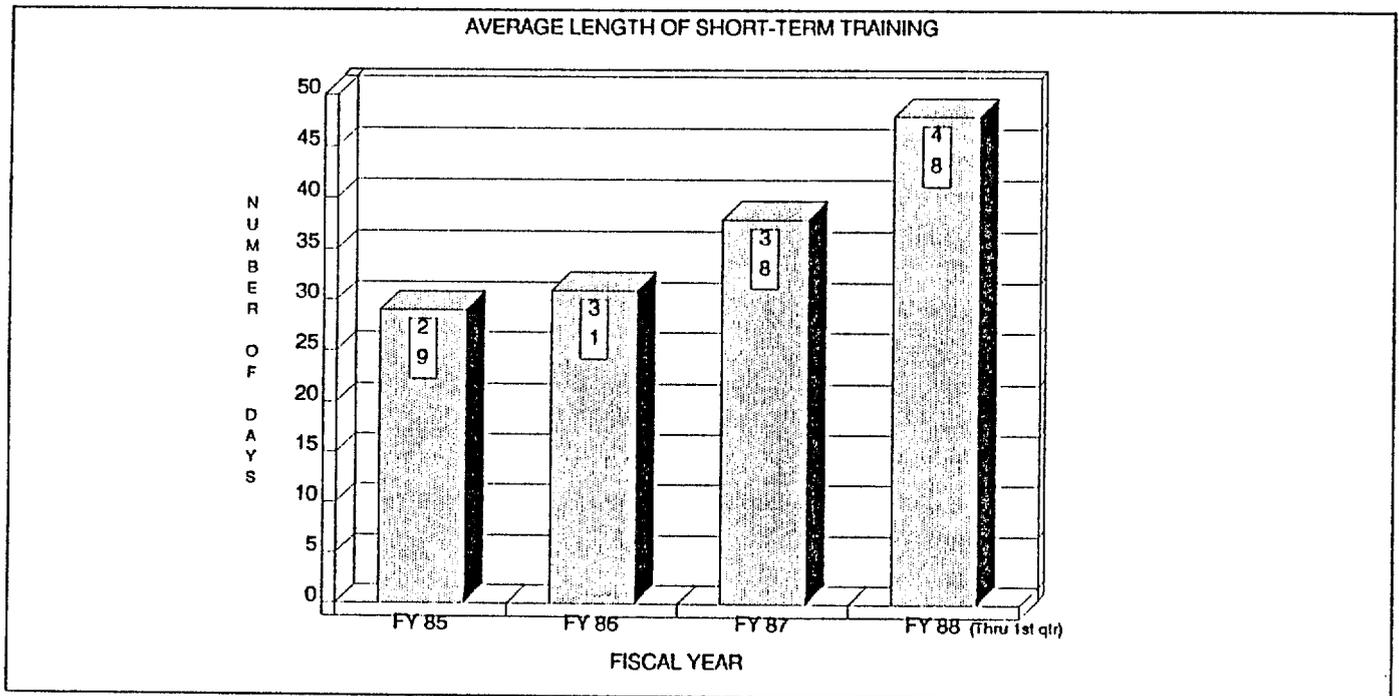


Figure 4

EXIT: TRAINEES' SATISFACTION
WITH LENGTH OF THEIR TRAINING PROGRAM

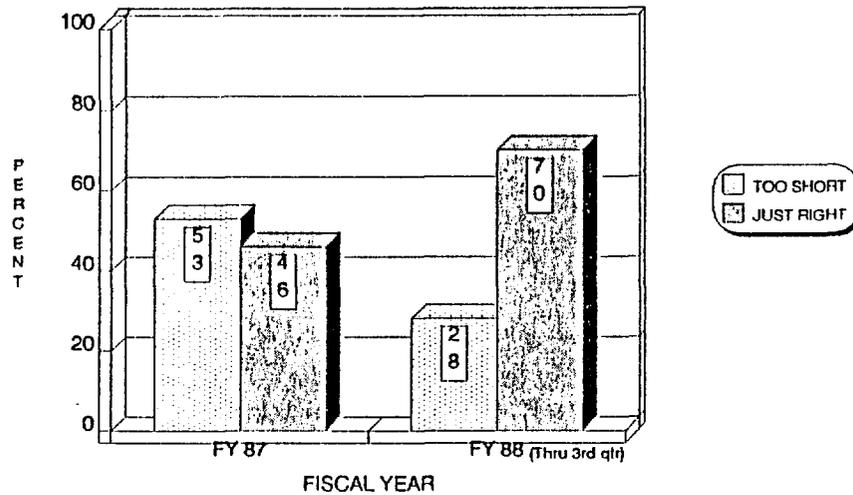


Figure 5

Among the 391 Trainees surveyed at least 3 months after return to Guatemala, there was a high overall level of satisfaction with the training received (mean = 4.5 on a 5-point scale); by comparison, the extent of having their expectations met in the training program was only slightly lower (mean = 3.8 on a 5-point scale). Regardless of training field, the majority of returnees felt their competence on the job had been improved by training.

Experience America

The project is clearly promoting its primary goals to the extent that Trainees report a positive image of the U.S. (see Figure 6). Although recent Trainees are more active in conveying information to U. S. citizens about Guatemala and discussing U.S. culture with them, the contact appears to be occurring less frequently in homes as the Mission has cut back on homestays and less often providing Trainees with the opportunity to "get to know North Americans well" (see Figure 7). Nevertheless, Trainee satisfaction with opportunities for "doing and seeing" what they wanted to in the U.S. is much higher now than in the previous fiscal year.

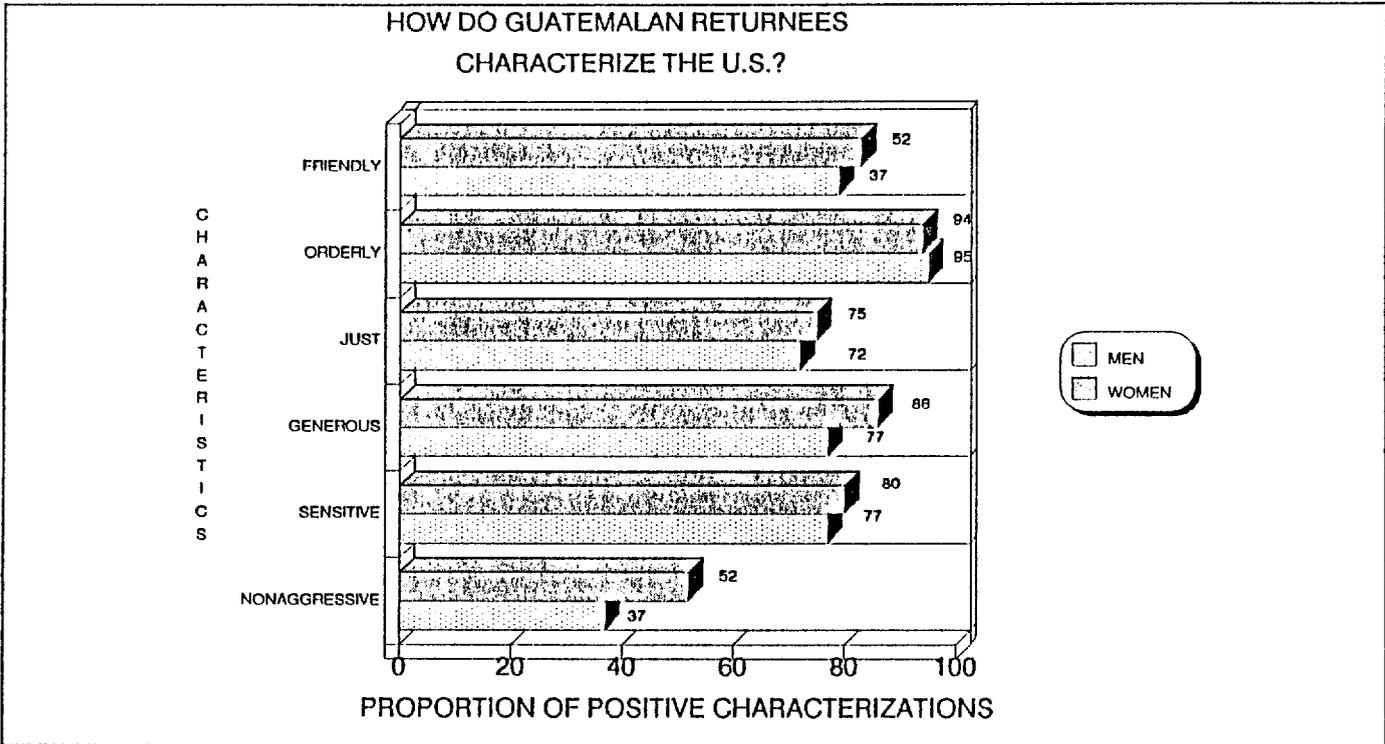


Figure 6

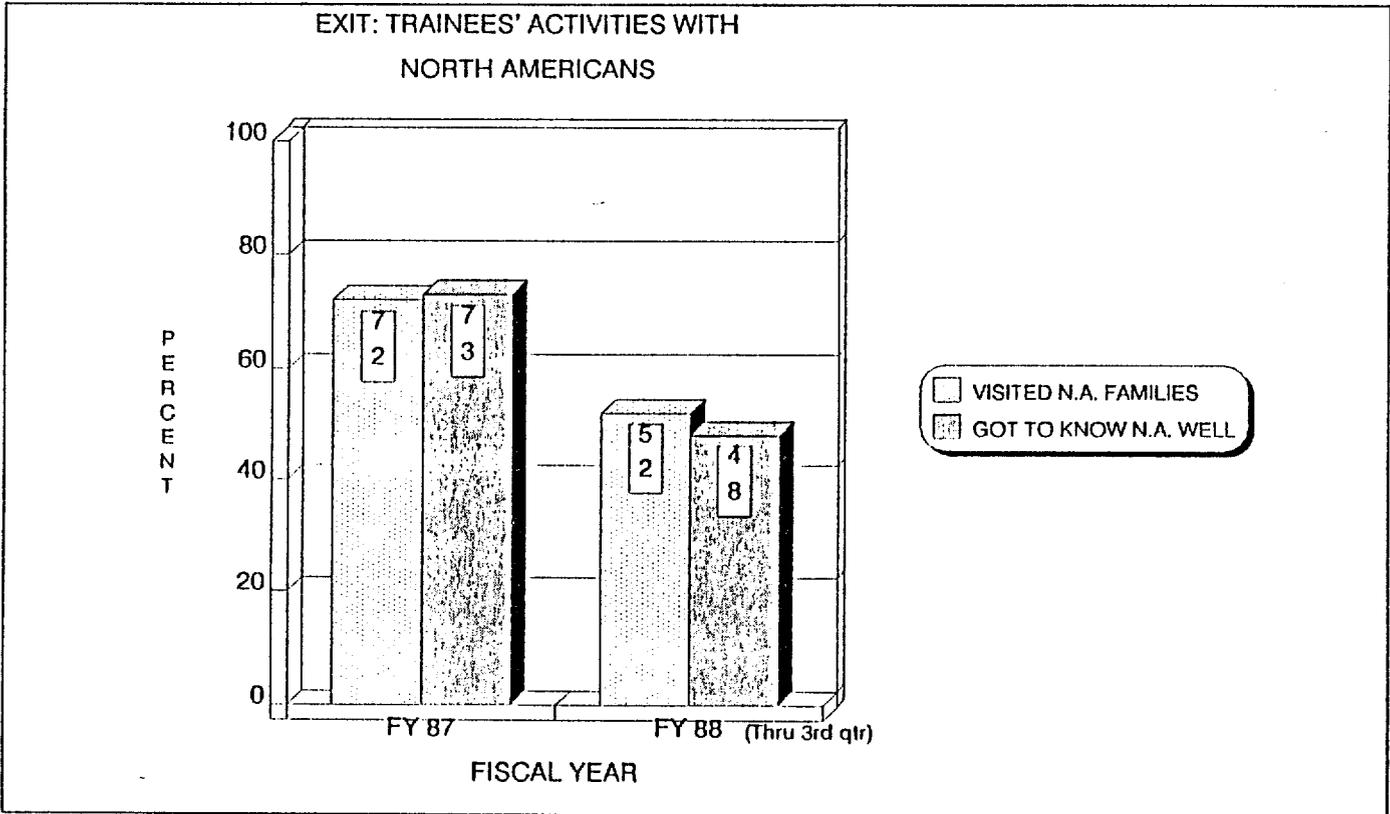


Figure 7

Follow-On

Guatemala's CAPS Follow-On program provides a model for other Follow-On programs. The alumni association has enrolled 1,800 Trainees. The Follow-On program includes an alumni association, a newsletter, training courses to reinforce leadership and technical skills, and an opportunity to apply skills through self-directed development projects which are funded through the alumni association from non-CAPS sources.

Based on responses from a random sample of returned Trainees, two-thirds have benefited from Follow-On efforts--most often provided in the form of literature and most often provided by the Mission.

The Trainees who had received Follow-On rated the usefulness of the information or services provided. They responded on a scale of 1 to 5, with 1 indicating "of no use" and 5 indicating "very useful." For those receiving Follow-On from the Mission, the overall mean for usefulness was 3.2. Ratings given to Follow-On from the other sources noted below ranged from 2.85 to 3.17. Findings reported below are based on comparisons of group means. Only differences significant at the .05 level of probability are reported. The more recent returnees rated the usefulness of the Follow-On program higher than did early returnees (FY 1985) as indicated in Figure 8.

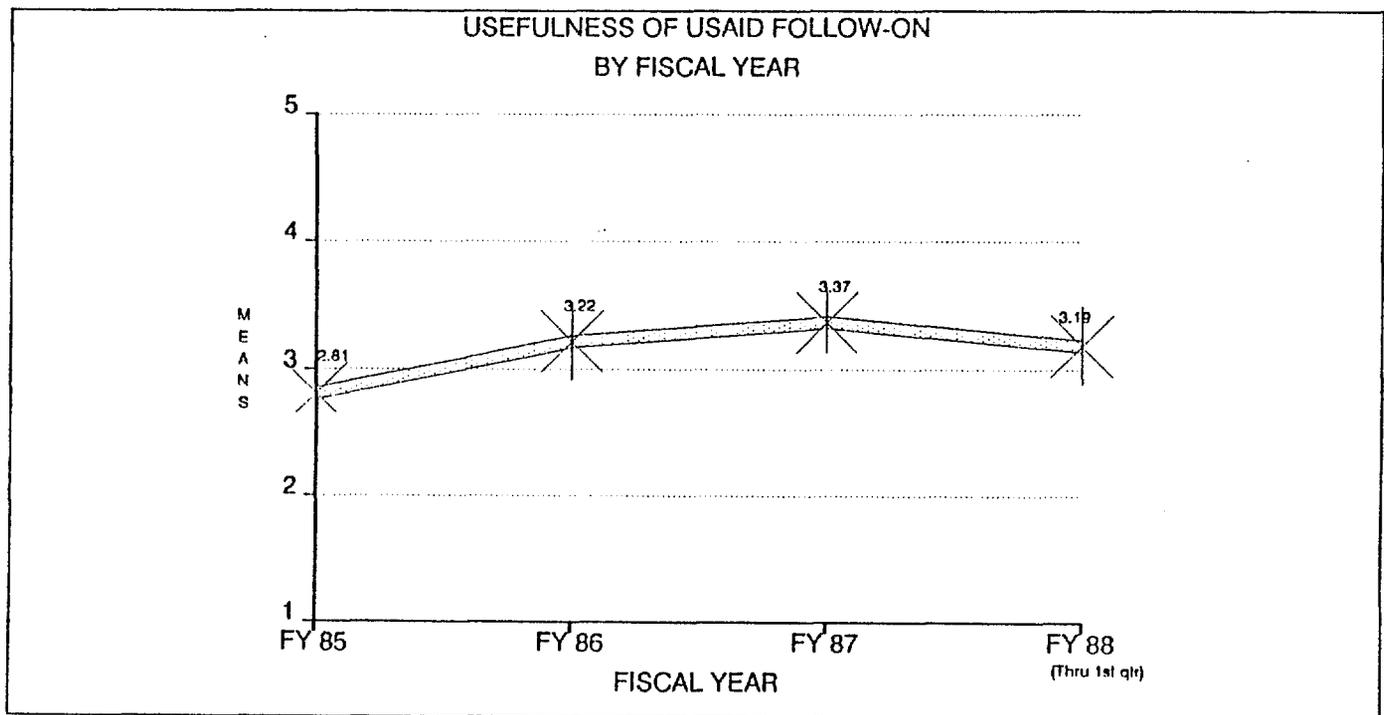


Figure 8

14

BENEFITS OF TRAINING

The evaluators considered two types of training benefits (1) benefits to Trainee careers and (2) benefits to development of ties with the U.S.

Benefits of Trainee Careers

Trainees rated the usefulness of training to the present job. The returnees responded on a scale of 1 to 5, with 1 indicating "not at all (useful)" and 5 indicating either "very useful," to a very great extent" or "very much," as appropriate. Mean responses ranged from 4.22 (for the overall usefulness of training to present job) to a low 1.90 (for the extent training helped increase salary). Responses were compared on the basis of sex, ethnic group (Indigenous or Ladino), fiscal year (for 4 years), and field of training. (Most respondents were trained in one of six fields--health, education, cooperatives, small business, community development or volunteer organizations) Findings reported below are based on comparisons of groups means. Only differences significant at the .05 level of probability are reported.

Results for the returnee sample indicated that (a) women found the training to be more useful in their present jobs than did men; (b) Indigenous persons were less likely than Ladinos to feel they had the resources for putting training into practice; (c) compared to Trainees in other fields, those trained in small business gave more credit to their training for increases in salaries; and (d) those trained in either education or community development/volunteer organizations gave more credit to their training for advances in their careers (see Figures 9, 10, 11 and 12).

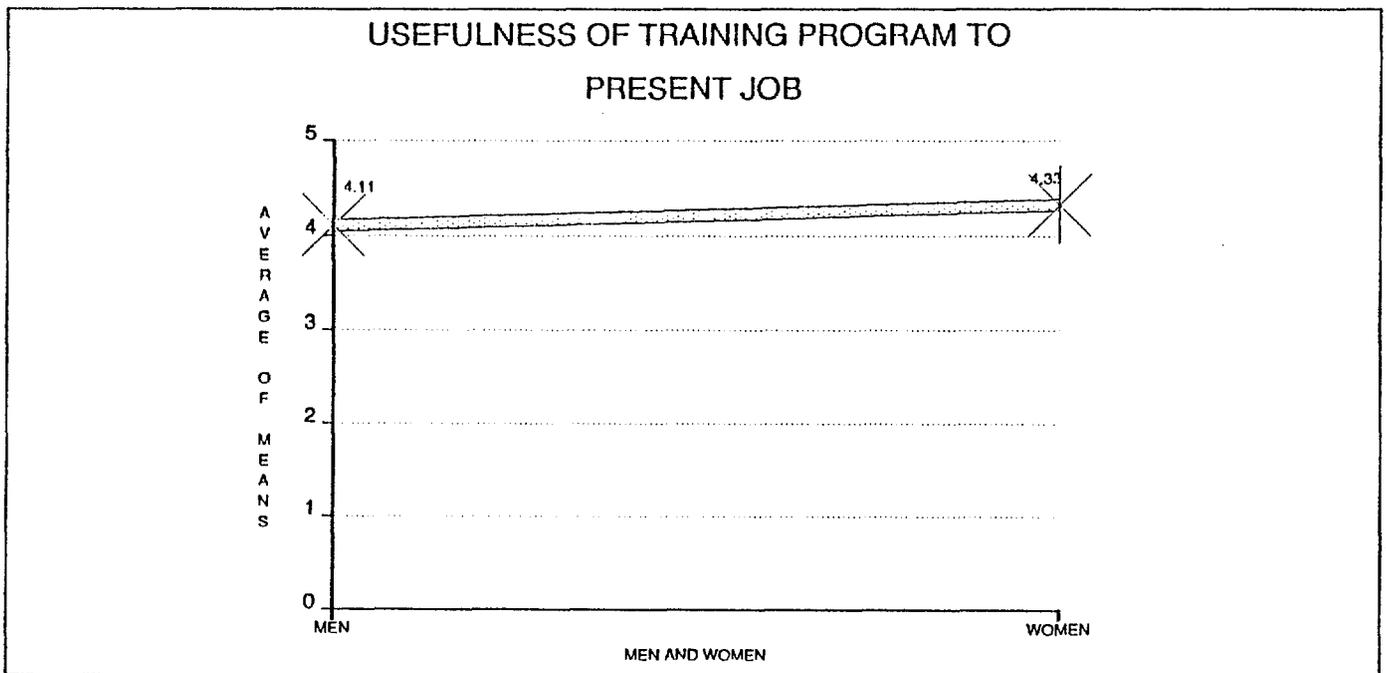


Figure 9

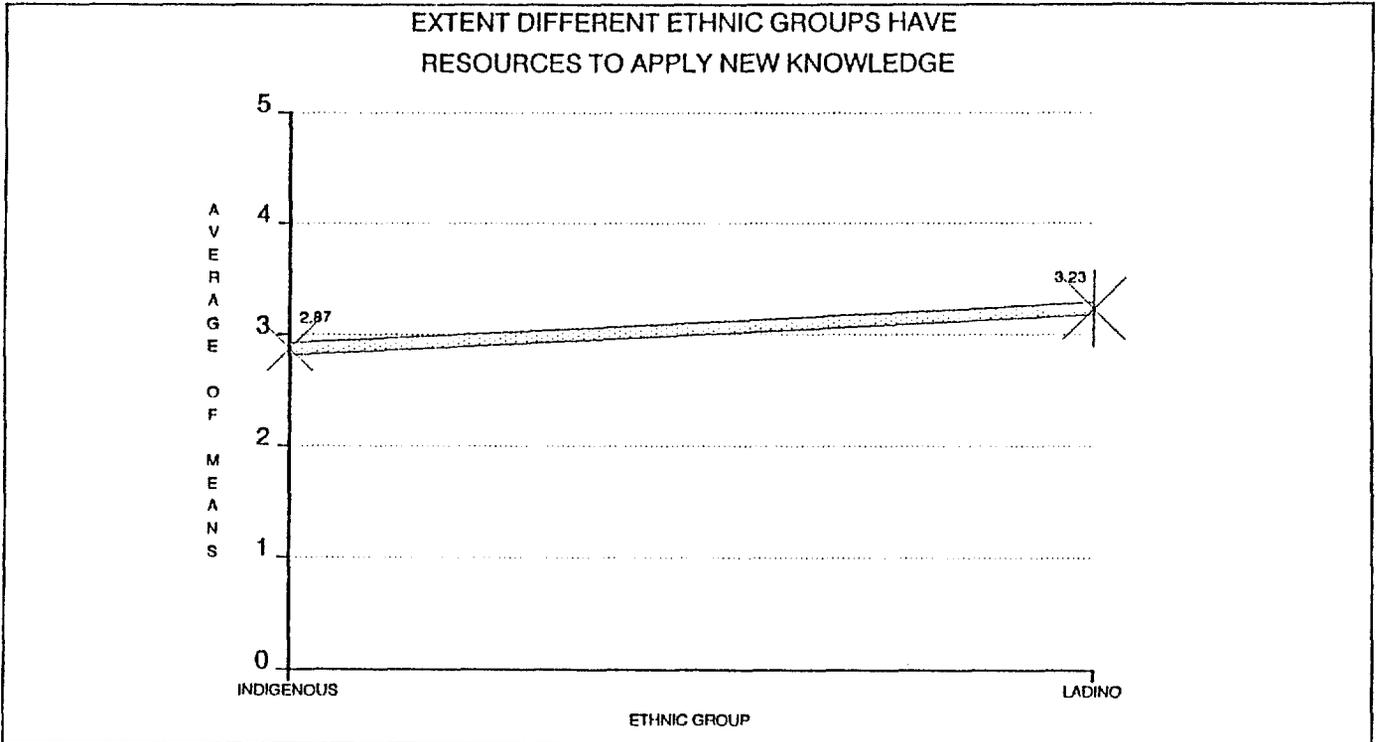


Figure 10

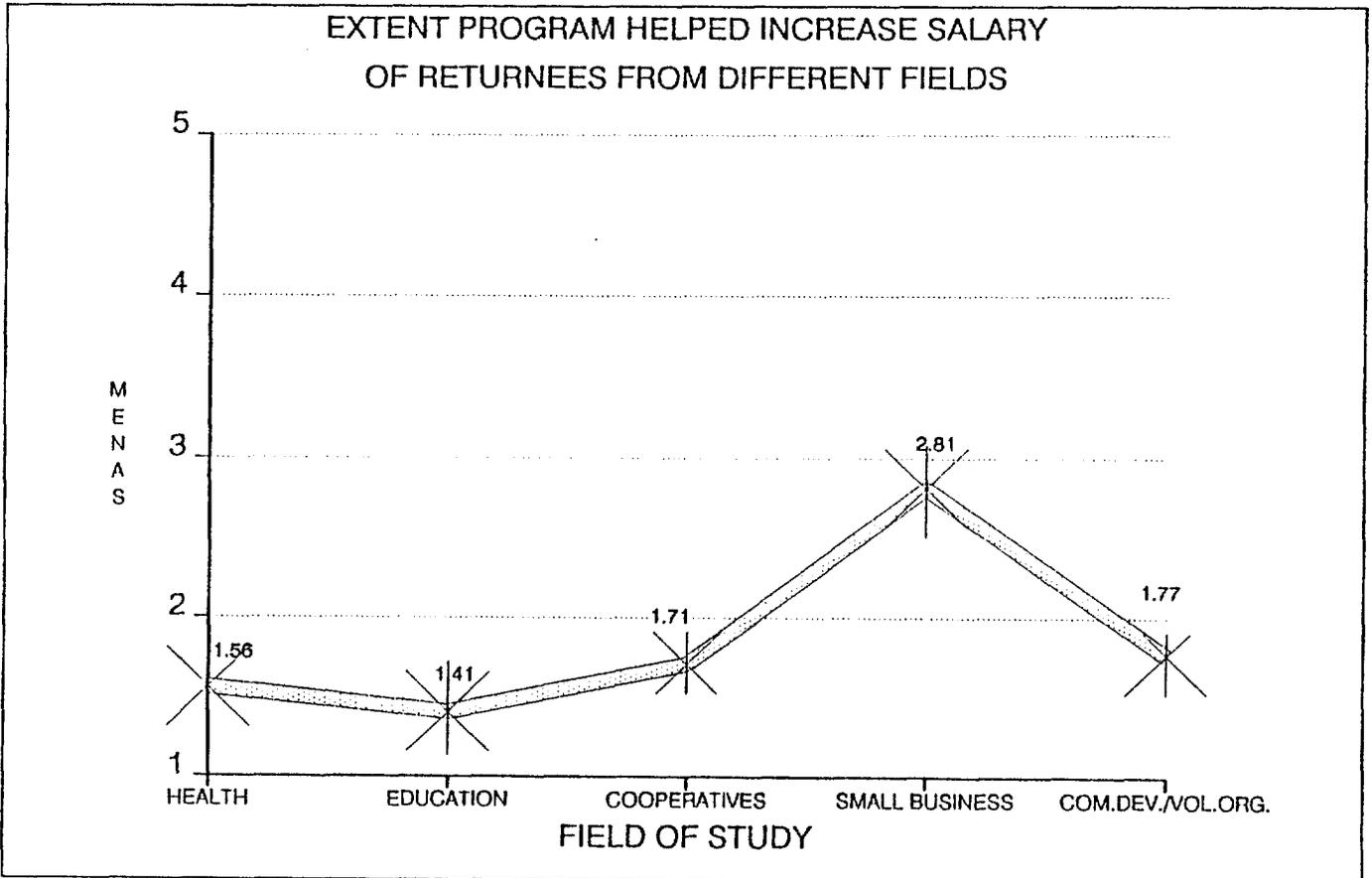


Figure 11

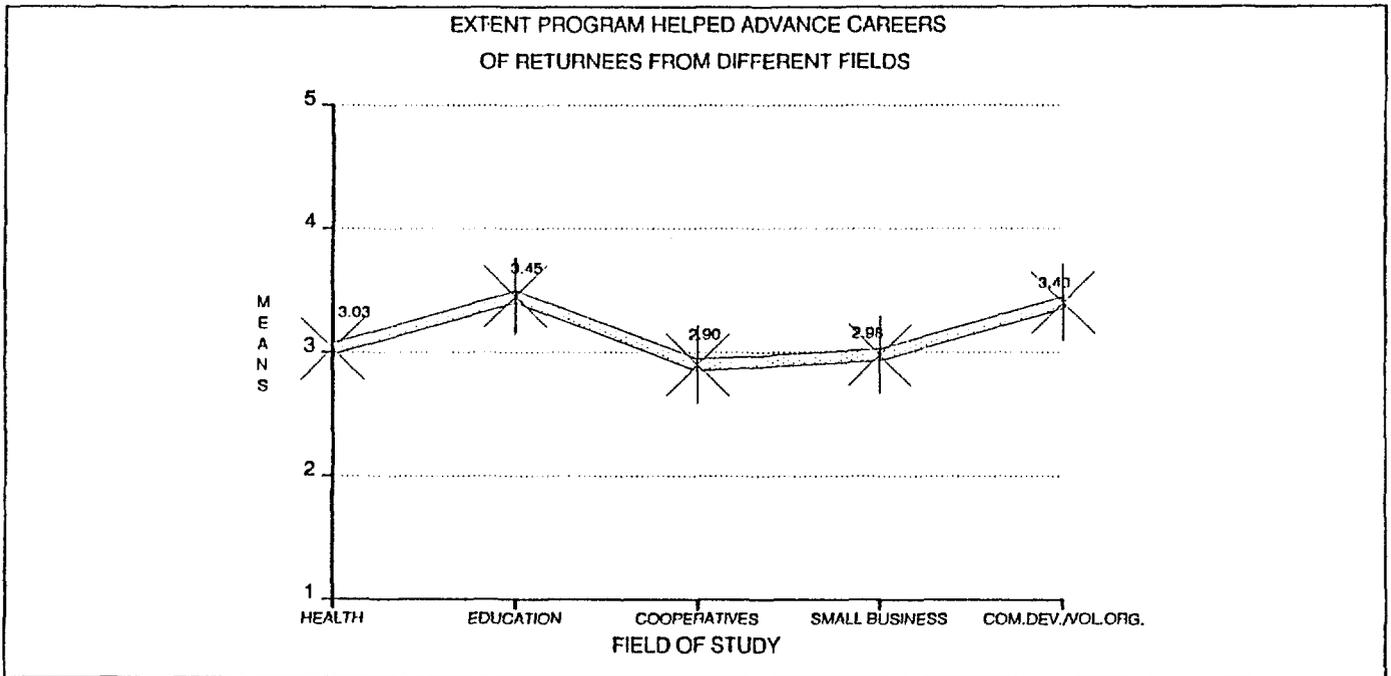


Figure 12

Benefits of Development of Ties with U.S.

The benefits of training to the development of ties with people in the U.S. varied both according to the returnees' fields of training and according to the length of training. Compared to Trainees in other fields, those trained in either education or community development/volunteer organizations found the training more useful. Recent returnees found the training more useful for developing ties than did those trained in the first two years of the project (see Figures 13; 14).

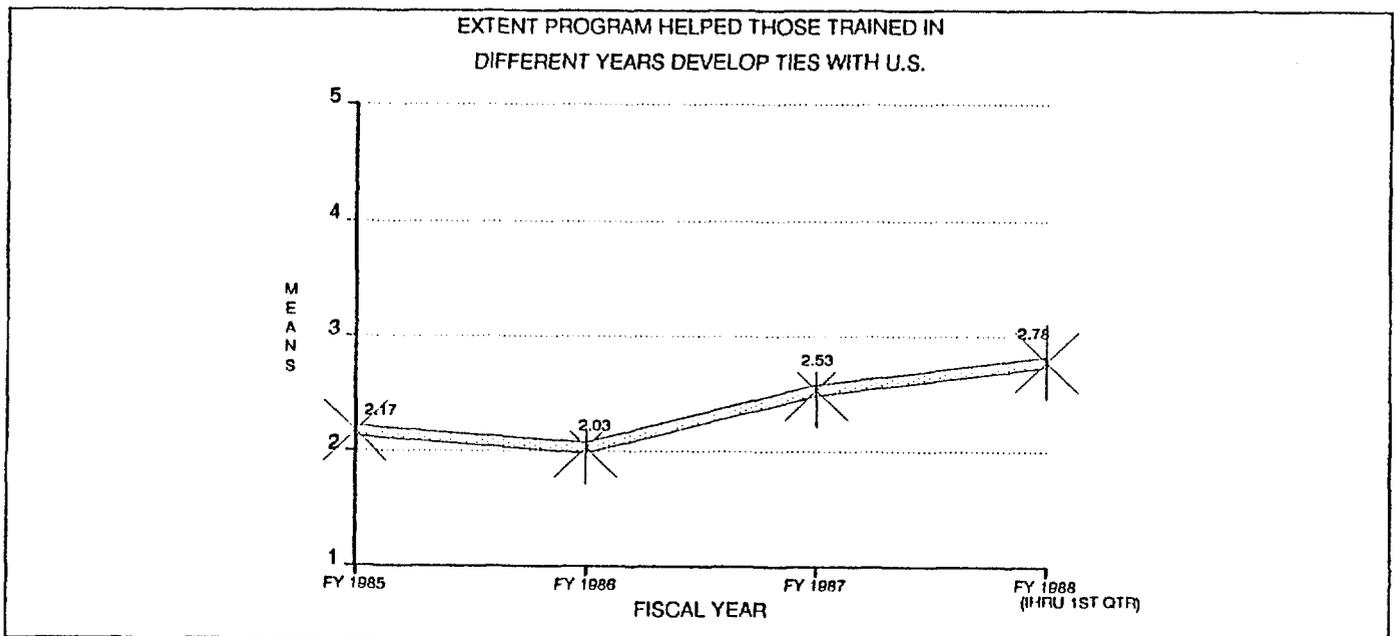


Figure 13

17

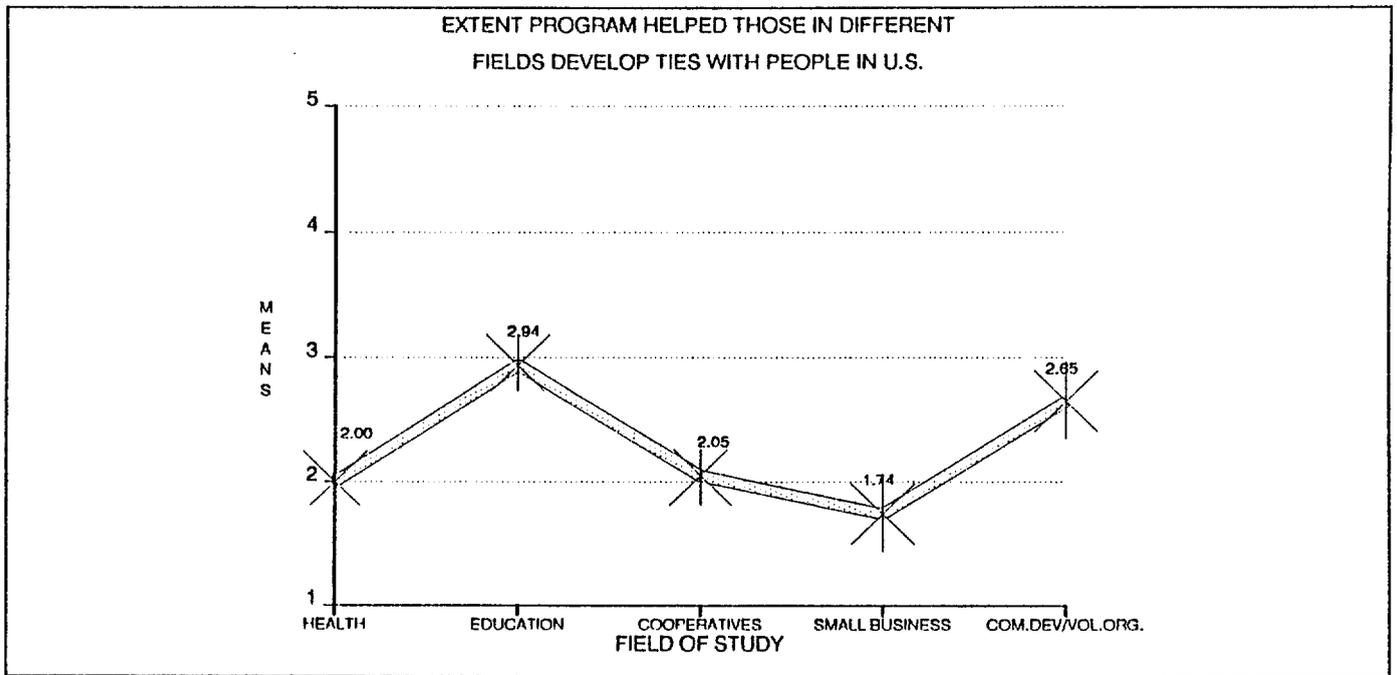


Figure 14

PROJECT MANAGEMENT

USAID/G's project management and staff is the major strength of the CAPS project. The Mission project management has been able to interpret and communicate CAPS vision and to marshal the grantee agency's staff (PAZAC [Paz en America Central]) and representatives of the referral agencies. The organizational agreement with the Secretaria General de Planificacion (SEGEPLAN) has proved convenient, and management is efficient and cost effective.

The technical processes for the most part have been efficient. The Mission has developed credible recruitment, preselection and selection procedures. The recruitment process (distribution of application forms) would improve if the Mission reverted to previous procedures that guaranteed a more ample pool of candidates from which to preselect and select. The recruitment, preselection and selection processes are adequately documented.

Compared to technical training costs for other Missions, Guatemala's CAPS technical training costs have been low. Moreover, compared to other Missions, Guatemala's CAPS technical training costs have demonstrated a cost decline over the period of project (see Figure 15). On the other hand, compared with other Missions, Guatemala's costs for long-term academic training, in spite of the Mission's insistence that cost be reduced by the contractor, rank as the most expensive. One of the reasons is that the Mission is tied to one contractor, who is obligated by AID's previous and costly contractual agreements with sub-contractors [e.g. American Language Institute of Georgetown University (ALIGU), and Washington International Center (WIC)].

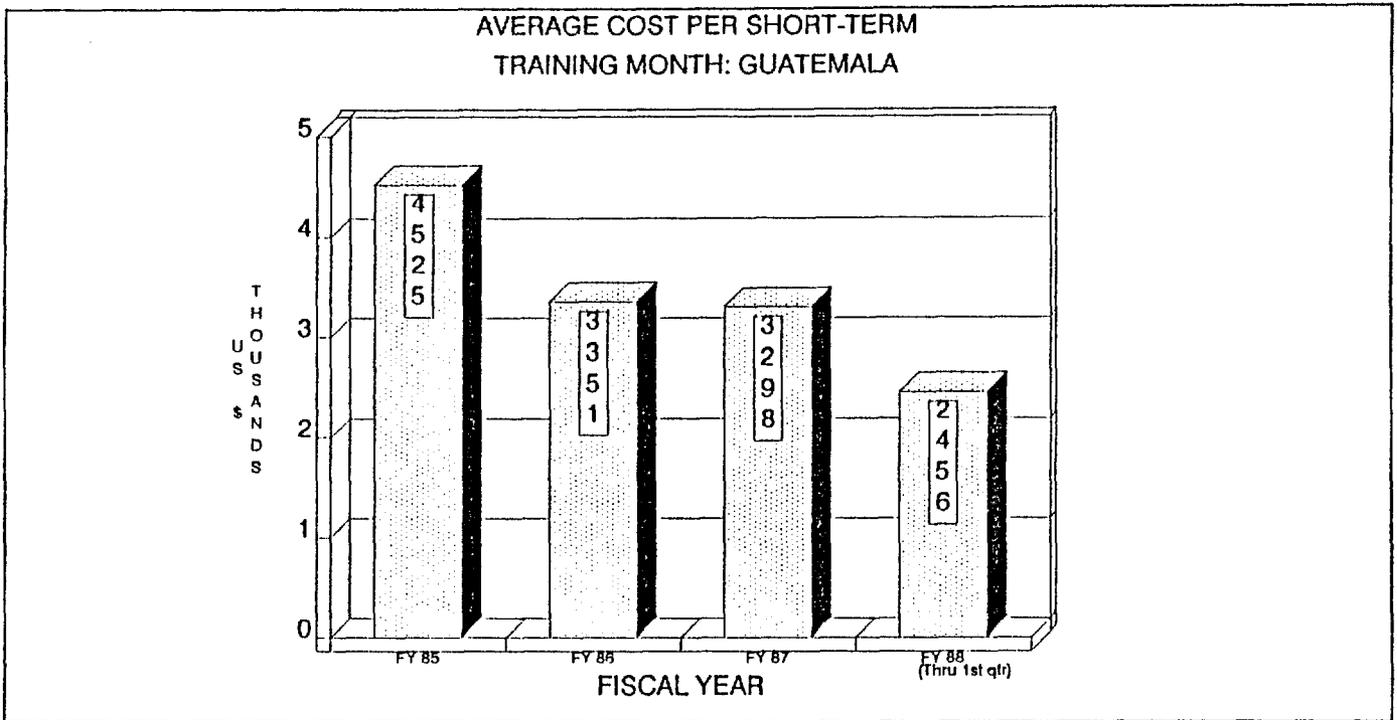


Figure 15

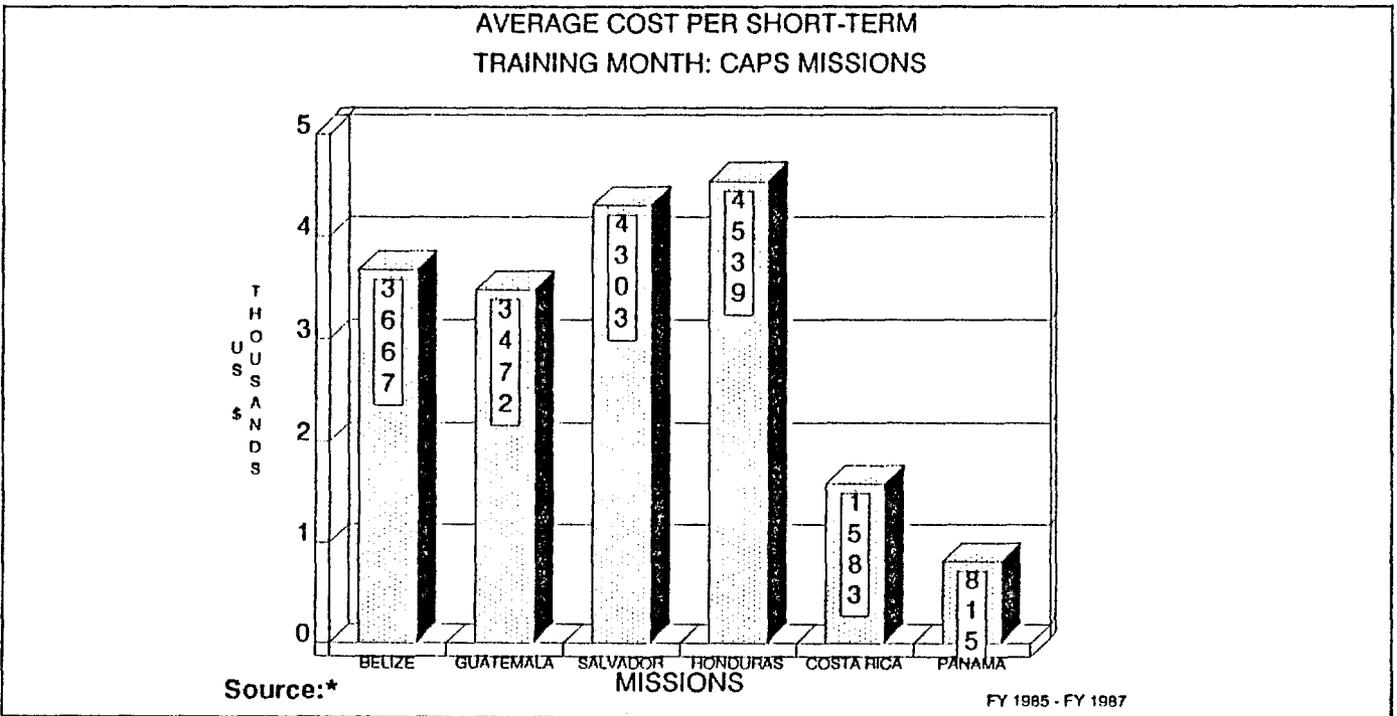


Figure 16

Source: Aguirre International: Second Annual Report,
October 1, 1986 to September 1987.

RECOMMENDATIONS

The results of the Guatemala's CAPS process evaluation have led to a number of recommendations:

- USAID/Guatemala should revert to the previous method of distributing application forms in order to ensure an adequate preselection and selection pool.
- Increase the number of candidates that go to the USAID/Guatemala final selection committee to ensure a sufficient pool from which to select.
- Ensure that final selection remains in the hands of a broad based USAID/Guatemala committee (which includes a member of the special concern committee).
- Hold periodic workshops (attended by the Training Officer and other Mission staff) for the members of the referral agencies on how to implement the CAPS project's dual goals and selection criteria, in order to keep CAPS vision present before all personnel.
- Require the signatures of the members of the USAID/Guatemala final selection committee on the final selection *Acta*.
- USAID/Guatemala should develop a systematic weighted scale to categorize and rank applicants both at the preselection and selection stage.
- USAID/Guatemala application forms should include items that permit systematic classification of applicants as Indigenous.
- USAID/Guatemala should include primary and secondary school addresses as indicators for classifying an applicant as rural/non-rural for long-term training.
- USAID/G should improve the quality of its PIO/Ps and seek to write PIO/Ps which adequately describe the Trainees, their social context, their training needs and Follow-On activities. If necessary the Mission should seek training for its Training Officer in PIO/P preparation.
- USAID/Guatemala should provide the placement contractor (PIET) with detailed PIO/Ps to ensure that training programs include more direct involvement with North American families.
- USAID/Guatemala should provide PIET with detailed PIO/Ps so that training programs targeting the Indigenous can be designed according to their specific needs--and with consideration of Guatemala's level of development.
- USAID/Guatemala should require of PIET that training sites be more widely distributed throughout the U.S.

- USAID/Guatemala should provide returnees with clear and concise alumni association information that establishes the relationship of the alumni association and the Follow-On program and describes its benefits.
- USAID/Guatemala should clarify the organizational structure of PAZAC and its authority level with the Government of Guatemala.
- USAID/Guatemala should ensure consistency of data by charging one PAZAC staff member with the responsibility for the entry of the entire data base.
- USAID/Guatemala should insist that OIT require contractors (PIET, WIC, ALIGU, and HAC) to use TCA;
- USAID/Guatemala should require that PAZAC use TCA reporting forms for all vouchers and reporting schedules.
- USAID/Guatemala should arrange for an evaluation of the quality of Exit and Re-Entry data collected in-country by the Mission, and if appropriate, should arrange for the coding and analysis.

Additional detail on the implementation of the Guatemala's CAPS project is contained in the report that follows.

CHAPTER ONE

INTRODUCTION

GENERAL INTRODUCTION AND BACKGROUND

Several documents provide the basis for implementation of the Central American Peace Scholarships (CAPS) project in Guatemala. Two of these, the Report of the National Bipartisan Commission of Central America (the Kissinger Report) and the Caribbean and Latin America Scholarships Program (CLASP) Project Paper, set forth general objectives and guidelines applicable to the Central American Peace Scholarship (CAPS) projects in all countries where the project exists. A third document is an audit report by AID's Inspector General, "AID's New Caribbean and Latin American Scholarship Program Can Be Improved." The LACI audit was carried out during the development of the CLASP project and also served to refine and clarify policy.

The seminal document for CLASP was a General Accounting Office (GAO) report to the Congress of the United States entitled, "U.S. and Soviet Bloc Training of Latin American and Caribbean Students: Considerations in Developing Future U.S. Programs." The report noted that Soviet Bloc scholarships offered to Latin Americans had increased by 250 percent from 1972 to 1982, while U.S. programs in the region over the same ten-year period declined by 52 percent.

Two Mission-developed documents delineate the Guatemala CAPS project--the Mission's annual Country Training Plan (CTP) and its Action Plan. The CTP for FY 1985 through FY 1987 provides context-specific interpretations of the general CAPS objectives and guidelines. The CTP information is summarized annually in the Mission Action Plan. An assessment of the project's performance in Guatemala must take these documents into account as each contains information critical to the design and implementation of CAPS.

In this chapter we describe the assessment model used as the framework for evaluating the performance of the CAPS project in Guatemala. The model incorporates the GAO Report, the Kissinger Report, the CLASP Project Paper and Guatemala's annual CTP. (The Action Plan document is not included because it summarizes the information already presented in the CTP). The roles of the GAO Report, Kissinger Report and the CLASP Project Paper are discussed in detail. Finally, we describe the role of the Country Training Plan and the particulars of the CTP as the Guatemala CAPS project has evolved over time (CAPS Phase I and Phase II). Changes in the document reflect responses to evaluation data, to AID/Washington policy guidance and project changes, and to opportunities and constraints in the host country.

THE ASSESSMENT MODEL

The purpose of this process evaluation is to assess the extent to which the goals for the CAPS project in Guatemala have been met. Figure 1 (see Page 3) represents the assessment model used in this evaluation by showing the relationships of the major elements that influenced the design and implementation of the CAPS project.

- At the broadest policy level two documents, the GAO Report and the Kissinger Report, provide the rationale for developing a strategy for countering Soviet and Bloc scholarship programs in Latin America and the Caribbean.
- At the level of AID project design, the CLASP Project Paper and its Amendment provide a (dual) goal for the program and further detail for addressing that goal
- At the implementation level, further planning requires an analysis of the specific social and historical context in which the project operates. The Country Training Plan and related documentation provide details of how a USAID Mission (such as that in Guatemala) plans to carry out the project within its host country context.

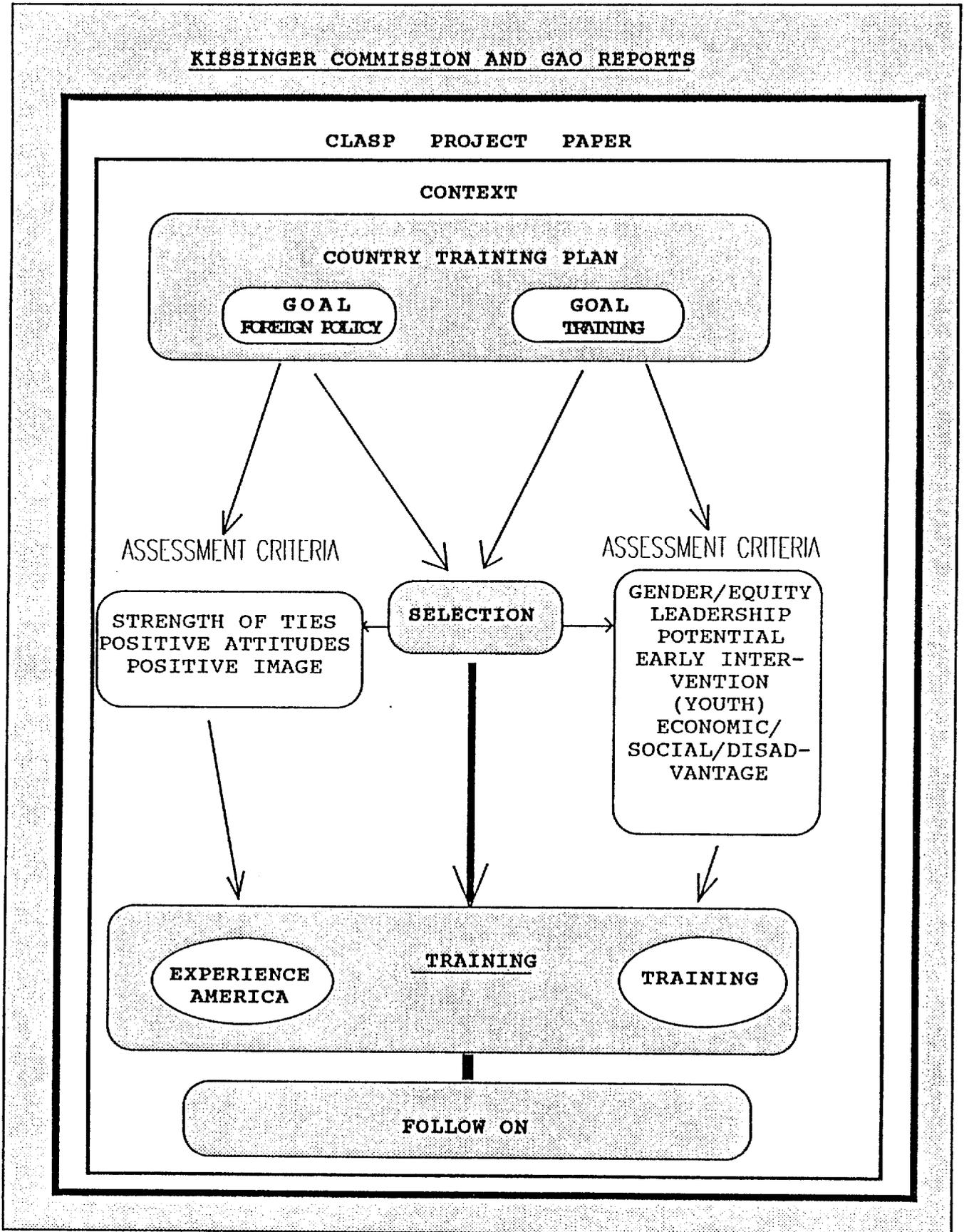
A Mission has three basic tasks to perform in order to carry out the CAPS project:

- Selection: Selecting project participants. Target groups include women and the economically disadvantaged as well as youth, potential leaders, and those from rural areas.
- Training: Designing the training program. Each program must incorporate both Training and an Experience America component. Experience America should afford the Trainee with the opportunity to see and participate in the democratic form of life.
- Follow-On: Designing the Follow-On program. The Follow-On program must incorporate additional training and establish linkages with the United States.

The Mission, in its Country Training Plan and related documents, describes how these three tasks are to be accomplished. (The assessment model will be used to examine specific assessment criteria based on Mission programs and will assess how these relate to the CAPS dual objectives and the three Mission tasks listed above.) We analyze data from several sources to evaluate the performance of the Guatemala CAPS project. Evaluations of the project by other firms are also discussed.

The focus of this chapter, however, is on the primary project documents and the context within which specific plans have been developed. Here we examine the requirements of the GAO Report and its considerations in developing future U.S. programs, and we examine the Kissinger Report and the CLASP Project Paper in terms of the local situation. This allows us to analyze how well Guatemala's various Country Training Plans, procedures, and programs have addressed policy requirements over time.

FIGURE 1.1
ASSESSMENT MODEL



REPORT OF THE NATIONAL BIPARTISAN COMMISSION OF CENTRAL AMERICA (KISSINGER REPORT)

The Caribbean and Latin American Scholarships Program (CLASP), encompassing the Central American Peace Scholarships project (CAPS), was created in part as a response to a January 1984 report prepared by the National Bipartisan Commission on Central America. That document is frequently referred to as the Kissinger Report. The central message of the report is 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." The Commission expressed the conviction that "political, social, and economic development goals must be addressed simultaneously."

However, the Commission recognized that the United States alone 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 Commission felt that the vision and process could only be achieved by "engaging the initiative, the energy, and the dedication of the Central Americans themselves, with the cooperation of their allies."

The report also strongly emphasizes that social and economic progress cannot be obtained without "providing access to that process for those who have not before been an integral part of it." Socio-cultural relevance has been a missing link in development planning.

Three of the report's recommendations directly address the issue of socio-cultural relevance:

- the establishment of a program of 10,00 government-sponsored scholarships to bring Central American students to the United States;
- careful targeting to ensure participation of young people from all social and economic classes; and,
- adequate preparation, such as English language training or necessary remedial academic work, in order to satisfy admission requirements for programs in the United States.

The Kissinger Report provided direction for CLASP. However, more delineation of objectives and procedures was needed to structure CLASP. This was accomplished through two additional documents, the GAO Report to Congress and the CLASP Project Paper.

THE GAO REPORT

Suspected rapid growth in Soviet Bloc educational scholarships offered to Latin American students prompted the United States General Accounting Office to carry out a study to document the magnitude and significance of Soviet Bloc scholarship activities, to compare with U.S. programs the kinds of individuals targeted, methods of recruiting and kinds of training offered by the Soviet Bloc, and to explore alternative U.S. programs for countering these Soviet Bloc programs. This GAO Report is titled "U.S. and Soviet Bloc Training of Latin American and Caribbean Students: Considerations in Developing Future U.S. Programs." The GAO Report indicated that Soviet Bloc scholarship programs to the Latin and Central American region increased by 250 percent from 1972 to 1982 while U.S. government programs to the region over the same ten-year period declined by 52 percent. The Report established a rationale or justification for a U.S. response (countering strategy) to deal with the increasing amount of Soviet Bloc scholarship and training activity in the region.

The GAO Report had a major impact on the policy and program direction followed by AID in developing its specific response to the Kissinger Commission recommendation that the U.S. initiate a scholarship activity to benefit 10,000 Central Americans. The GAO Report established the importance of:

- countering Soviet Bloc activity;
- recruiting of socially and economically disadvantaged individuals as a priority target group;
- programming undergraduate training rather than graduate training as a priority activity; and
- designing follow-up (Follow-On) activities after training.

Finally, it highlighted the importance of the socio-cultural context by pointing out that the scholarship activity should be flexible; consistent with the nature of the local education institutions; and based on the identified needs of each country rather than following a more generalized, homogeneous, and rigidly regional approach.

THE CLASP PROJECT PAPER

The Agency for International Development (AID) was charged with the design and implementation of the Caribbean and Latin American Scholarships Program (CLASP). AID was to establish 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 from Central and South America. CLASP was divided into two separate regional projects: (1) the Central American Peace Scholarships project (CAPS #596-0130) and (2) the Latin American and Caribbean Regional Training Initiatives II project (LAC II #598-0640). At least 10,000 students or Peace Scholars would be trained. The Central American Peace Scholarships

(CAPS) would train 7,063 (later revised to 8,500) and another 3,000 scholarships would be funded through the United States Information Agency (USIA). Originally, LAC II would train 770 individuals. Ultimately, LAC II would provide U.S. scholarship opportunities to approximately 5,000 "Peace Scholars," largely through two additional projects (regional sub-components of LAC II): the Presidential Training Initiative for the Island Caribbean (PTIIC) and the Andean Peace Scholarship Project (APSP).

The CLASP Project Paper specifies four target groups: the socially/economically disadvantaged (70 percent); women (40 percent); rural and urban youth; actual and potential leaders. (Exact percentage targets for youth and leaders have never been indicated although the expectation of significant participation is implied.) Thus, the final decisions are left to implementors at USAID Missions. They decide what percentages to assign to targeted subgroups in accordance with demographic and social conditions existing in a given country.

CLASP is intended to incorporate four programmatic elements now known as the democracy objectives:

- CLASP candidates are to be selected on the basis of membership in specific leadership groups that are of special local concern, rather than on the basis of expected 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 North Americans.
- CLASP Peace Scholars are to receive training that will enable them to achieve the goals of the program: (a) the application of training upon return home, *and* (b) continued contact leading to the development of strong friendship ties over time between individual Latin Americans and North Americans.

In view of these guidelines, each Mission is to develop selection criteria that take into account the financial need of the individual; academic performance and leadership potential; membership in a USAID Mission-defined special concern group, Indigenous populations, Blacks, or other ethnically restricted groups; the importance of the training to the development needs of the country; and the appropriateness of the training level to the requirements of the country.

With regard to prescreening and selection procedures, the CLASP Project Paper stipulates the following:

- Each Mission is to develop an Economic Means Test.
- The screening process is to be fully described in the CTP.
- Trainees are to be selected on the basis of an Economic Means Test and not on the basis of development objectives.

- Each Mission is to establish a crucial screening and selection committee to exercise an in-country implementation responsibility including follow-up (Follow-On) activities after training.
- In general, screening is to be separated from selection, be conducted by broad-based committees with strong non-governmental representation, and not be placed in the hands of any one individual.
- Final selection authority is to reside with the Mission.

The Kissinger Report and the CLASP Project Paper set forth policy and guidelines that are to be reflected in the Mission's implementation activities, in project reports and other documents, and in the Country Training Plan. Guatemala's Country Training Plan is discussed later in this chapter. As background for the discussion of the CTP, we describe some socio-economic factors that influenced the design of CAPS in Guatemala.

THE CONTEXTUAL BACKGROUND

Introduction

Guatemala is a country which is finally emerging from a history of deep and sometimes bitter divisions--divisions of culture and language, differences of religion and political philosophy, and inequalities in access to the means of economic and social opportunity. These internal divisions have combined with external forces to leave Guatemala with a legacy of political instability and a narrow base of political and economic power, impeding its development as a nation, and limiting its ability to take full advantage of its considerable potential. The early 1980s was a time of especially great internal political turmoil. Political life was haunted by kidnapping, assassinations, and intimidation. A bloody guerrilla movement continued unabated for years. Governments changed leadership through questionable elections and military coups. The country's rural population was savaged and brutalized by the right and the left, and the continued existence of Guatemala's future as a state was in question.

The patterns of violence, conflict, insurgency, and retaliation which have characterized Guatemala until recently can be traced directly from colonial history. As with a few Andean countries, Guatemala has a dual economy in which Indigenous populations constitute the major portion of an impoverished, traditional sector in contrast to a small, affluent elite. An understanding of this Guatemalan socio-economic context that forms the backdrop of the CAPS project is a requirement for process evaluation. The sections that follow highlight aspects of the Guatemalan context that significantly shaped the Guatemala/CAPS project design and implementation.

The Social Context

Historically, the Guatemalan society has been characterized by an array of cleavages that are reflected in class, ethnic, religious, and regional differences (Nyrop, 1983, p. xxiii). The main Guatemalan ethnic groups are the Indigenous, the Ladinos, and the Black Caribs. Somewhat more than one half of the nation's estimated 7.6 million residents are Indigenous, who still live within a traditional culture in the 1980s. Fewer than one-half are Ladinos (mixed Indigenous and Spanish). Guatemala's middle class (approximately 20 percent of the population) is primarily Ladino. The elite in Guatemala constitute less than one percent of the population. Yet, some writers claim, the elite control 50 percent of private finance, 20 percent of coffee production, and nearly 100 percent of the largest industries (Nyrop, 1983, p. 51).

Income Distribution

Like most developing countries, income distribution also demonstrates the depth of class differences. There is an overwhelming concentration of wealth in the top quartile, which received two-thirds of total income in the 1980's. The bottom quartile received only 6 to 7 percent (Nyrop, 1983, p. 50). World Bank calculations estimate that as much as three-fourths of the population lives below the poverty line. The sources of part of this problem appear to be in the low level of modernization of the country and the fact that about 50 percent of the population is of Indigenous origin. Communication is through twenty-three Mayan spoken languages and one hundred dialects (World Bank, 1978, p. 11).

Labor Structure

Problems of class are reflected not only in the distribution of income and basic literacy skills, but are also obvious in the structure of labor. The majority of the Indigenous population reside in rural areas where subsistence agriculture is the principal source of livelihood. Some twenty or thirty years ago, men were, however, increasingly engaging in seasonal agricultural work as wage laborers. Some men also found work in small-scale enterprises. For all these workers the conditions were difficult, the wages minimal, and the benefits limited. Conditions are changing fast in the western highlands, however. More Indigenous farmers are producing for the non-traditional export market and are earning cash incomes two to five times higher than previously. Indigenous women and rural Ladinos, in order to supplement agricultural wage labor, may be involved in producing handicrafts or in sewing. Women, both Indigenous and Ladino, not capable of supplementing their role in agriculture, see migration to the city to work as domestic servants as the primary solution to their poverty. In contrast, the urban Ladinos (nearly 80 percent of the urban population) have a more fluid social structure, spanning all levels from the elite to landless plantation workers (Nyrop, 1983, p. 52). Ladinos generally consider themselves the social superiors of the Indigenous--in part because of their knowledge of Spanish, the national language, and because of their higher level of literacy (Nyrop, 1983, pp. 52, 54).

Regional Factors

Similar distinctions can be seen in terms of regional factors. Seventy percent of the Indigenous are concentrated in the country's highlands. The Ladinos settled in the lowlands and coastal regions; the Caribs, a distinct minority, are located along around the Caribbean coast. Thus ethnicity and regional differences are intertwined. Ladinos are primarily urban: 80 percent live in urban areas. Earnings of the urban middle-income worker, both Indigenous and Ladino, are considerably higher than those of a worker in the highlands or in the central region (Nyrop, 1983, p. 50). Lowest of all are the earnings of the Indigenous in the western highlands (Nyrop, 1983, p. 50).

The Economic System

Guatemala's present-day economic system is successfully overcoming a past which was an expression of the interrelatedness of its inherited political and economic structures. Guatemala's economic structure as a colony was not even a true "feudal" system because it was focused almost entirely on the export of agricultural products. In the 1870s and 1880s, with the "Great Liberal Reforms," the nation's economy in effect became divided into an export sector and a subsistence sector although some overlapping between the sectors had occurred through the flow of seasonal wage laborers from the subsistence sector to the agricultural export sector (Newfarmer, 1984, p. 54). Today, the small Indigenous farmers are the center of a major export growth in non-traditional crops and are fully participating in that sector's growth and in the benefits of that growth.

In the 1970's poverty and inequality were constantly on the rise due to the unstable political climate. To make matters worse, the 1976 earthquake left nearly one-fifth of the nation's population homeless--increasing the demand for basic social services. The impact of the violent and unstable political situation in the 1970's, coupled with the periodic collapse of the efforts at modernization, produced a blatantly evident decline of the standard of living among the subsistence sector. World Bank statistics report that more than one-half of the population did not have the means in 1984 to purchase a "food basket" that would provide minimum daily nutritional requirements (World Bank, 1984, p. 19). Although the situation of the rural poor was particularly desperate (74 percent live in absolute poverty), 66 percent of the urban population were also at or below the poverty line in the early 1980's (World Bank, 1984, 1.). Some studies point out that 81 percent of Guatemala's children under the age of 5 suffered from measurable malnutrition in the 1970's (Newfarmer, 1984, p. 55).

There has been progress of late, however. On the economic front, the present government has instituted courageous reform measures. The nation's continuing economic problems, while serious, are not nearly as intractable as they appeared to be several years ago. For example:

- Domestic price and cost inflation is now between 10 and 14 percent, down from 40 percent several years ago.
- Interest rates are now positive in real terms and are rising; price inflation is subsiding.

- A sustained 6-year contraction of GDP was halted in 1985 and reversed in 1987 as real growth of 2.5 percent was realized.
- Investment of a percent of GDP rose from 7.6 percent in 1986 to 8.4 percent in 1987. Tax revenues rose from 7 percent of GDP in 1986 to 7.8 percent in 1987.
- Foreign debt is a relatively modest \$2.6 billion and an excessively tough short-term repayment portfolio has been largely rescheduled on favorable terms.
- Public expenditures account for only about 10 percent of GDP and are increasingly focused on economic growth and equity programs.

The Educational System

Guatemala has one of the smallest public sectors in the world. Consequently, a social indicator, such as educational expenditure per capita is much lower than in other Latin American countries. Illiteracy remains the principal problem; as of 1973 the combined male and female illiteracy rate was 53 percent. Women, however, have a higher illiteracy rate (54 percent) than men (46 percent) (UNESCO, 1984, p. 20). Education and literacy efforts are difficult to implement given the fragmented geography and the existence of twenty-three separate Mayan languages and one hundred dialects. There is also the marked difference in the literacy rates of rural and urban populations and ethnic groups. As noted, the overall rate of illiteracy is 53 percent, reaching 69 percent in rural areas (World Bank, 1978, p. 99). (The rate of illiteracy stands at 31 percent even in urban areas.) Among the Indigenous population, where Spanish is a second language and written languages or material are largely non-existent, it is even higher, reaching 82 percent, whereas for Ladinos it is 63 percent (Nyrop, 1983, p. 52).

Educational expansion commenced in the 1960s increasing primary school enrollments from 277,816 to 1,064,308. Secondary-level enrollment increased sevenfold from 30,172 to 221,789. However, educational access remains a problem--only 60 percent of all children between 16 and 18 years of age attended school, decreasing to approximately 14 percent for those between 16 and 18 years of age (Institute of International Education, 1986, p. 95).

The present educational system accommodates both private and public schooling although private schools are more prominent at the secondary level. In 1986 over 80 percent of the primary schools were government-run whereas 59 percent of the secondary schools were operated by private interests (Institute of International Education, 1986, p. 99). A third category of schooling--cooperative schools, certified by the Ministry of Education--differs from state-run schools in both governance and funding. Cooperative schools are governed by local governing boards and are funded primarily by student fees, subsidies, and contributions. The cooperatives, were established through community participation to provide more educational opportunities at the secondary level in rural areas (Institute of International Education, 1986, p. 99). A major bilingual education effort is providing relevant education to an increasing number of Indigenous children. More children are enrolled in formal education programs and are remaining in school longer due to this frontal attack on educational problems in the western highlands.

The Current Situation and Its Relevance for CAPS

Mission Guatemala background documents have reported that changes have occurred in Guatemala in the last two years. Once categorized as the country with the "least chance of democratic development," since 1984 Guatemala has surprised many of its critics with its strong movement toward representative government. Honest and open Constituent Assembly elections in July 1984 were followed in October and December 1985 by nationwide elections for president, vice president, and Congress and local offices, offering a broad spectrum of choice to the Guatemalan people.

The political and military violence of earlier periods also has been overcome. After decades of internal turmoil and military rule, the first two years of successfully restored democratic government have resulted in visible and substantial progress in economic stabilization coupled with promising signs of renewed private sector-led economic growth. The challenge for the present is whether Guatemala can fully erase the divisions of the past and achieve a brighter future for all its people.

The one strong feeling that is pervasive in the society, in spite of all of the problems and challenges facing Guatemala, is that the vast majority of Guatemalans--private and public sector, urban and rural, rich and poor, Indigenous or Ladino--are determined to make democracy work. Expectations for the new democratic regime are high and there has been some frustration at the failure to immediately solve all national problems in its first two years, but few Guatemalans would like to go back to the days of coups, unchecked political violence, and international isolation.

In the evolving situation described above, the principal objective for the USAID in Guatemala is to support the consolidation and strengthening of Guatemalan democracy. U.S. efforts to buttress Guatemala's nascent democracy take many forms, one of which is the CAPS project. This project in conjunction with a number of other AID activities, focuses on providing opportunities to the disadvantaged--both Ladino and Indigenous.

The return to democracy as the government's social debt program is being implemented is providing the foundation for enhanced economic and social progress for Guatemala's poor. Guatemala's CAPS project has the strengthening of democracy as its key focus. Guatemala's CAPS project is designed to provide its Peace Scholars with exposure to U.S. democratic institutions and values as an integral component of the U.S. training program. The CTP described below has been designed based on the constraints of the Guatemalan contextual environment.

THE COUNTRY TRAINING PLAN

At the implementation level, the Country Training Plan and related documentation provide details of how USAID Missions plan to carry out the CAPS project and other training within a host-country context. The following section gives a general discussion of the advantages of working within the framework of a Country Training Plan; a description of the development of the "generic" Country Training Plans, including appropriate policy guidance cables; and an account of the evolution of the Guatemala Country Training plan with the subsequent LAC/DR guidance cables.

Initial Development of the Country Training Plan

Policy implementation and development of the CTP is an evolving process, and the dynamic nature is best appreciated by noting modifications or updates across the life of the project. The present report looks both backward and forward in time--back to the CTP cables and core CTP written from FY 1985 through FY 1988 and ahead to the FY 1989 update as well.

A Country Training Plan (CTP) guides the implementation of the CAPS project in a given country. The CTP offers a level of concreteness and specificity much greater than that of policy documents such as the Kissinger Report and the CLASP Project Paper. The CTP provides clear-cut objectives and strategies to define Mission training programs. Moreover, the CTP furnishes flexibility in the implementation of the CLASP project.

At the time the CAPS project was first implemented (1985), the initial or core Country Training Plans had not yet been written, and CTP cables from Missions to Washington had to fill the gap. It was during FY 1986 that full-fledged instructions for operation, or core plans, were prepared. These were reviewed by AID/ Washington, which offered guidelines for strengthening the documents. The original (February 1985) version of the CLASP Project Paper introduced the element of enrichment but only later was Experience America fully defined. As a result, the original CTP did not emphasize this component. From the inception of the CAPS project, AID/Washington has emphasized cost containment and Follow-On. CTP review cables and guidance cables from AID/Washington beginning early in 1985 have been used to communicate these changes in emphasis and refinements of policy statements.

A FY 1986 CTP review cable directed to all CAPS Missions offered a reaction to the original CTP. The areas in which nearly all of the original CTPs needed strengthening were as follows: (a) specification of a strategy to counter Soviet Bloc influence in the country; (b) elaboration of clear training objectives instead of a list of categories of training; (c) statement of a clear estimate of resources needed to fulfill the training objectives; (d) plans for observance of the Gray Amendment; (e) plans for follow-up (Follow-On) of returned participants; (f) information concerning management of participant training, (i.e., functions to be performed by a contractor and at what costs); and (g) plans for possible cost containment.

The Missions' revisions began to appear in the FY 1987 CTPs. (For the most part, the core CTPs did not have to be rewritten, although yearly updates are still required.) The FY 1987 and FY 1988 output targets (i.e., number of Trainees to be trained) have been updated by means of CTP cables. For the CAPS project, the FY 1987 update was particularly important, as each Mission was encouraged to include revisions in light of its experience during the first year or so of implementation.

Apart from their value for AID/Washington, documents such as CTPs play an important role in this process evaluation. On the one hand, they provide specificity in the articulation of objectives, which facilitates comparison between anticipated and actual outcomes. On the other hand, the CTPs themselves can be studied with regard to clarity in articulating the policy goals. The general, and sometimes vague, policy statements have to be made concrete if they are to facilitate Mission-level decision-making and also serve as the standard to compare outcome data. Cables from AID/Washington--as well as Mission CTP update cables--also are to be considered during project evaluation.

The next part of this chapter summarizes Guatemala's Country Training Plan as it has evolved. The summary is organized according to (where applicable) general goals, specific objectives, target groups, recruitment, selection, economic means test, training programs, output targets, innovative planning, remedial preparation, ELT, predeparture preparation, and follow-up (Follow-On). CTP review cables from AID/Washington offered suggestions for strengthening the CTPs and updates.

The Country Training Plan Matrix shown in Exhibit 1 provides a synopsis of the "Generic" Phase I Guatemalan CTP. (Please note that not all categories listed along the vertical axis of the matrix are applicable to the Guatemalan CTP.)

EXHIBIT 1: COUNTRY TRAINING PLAN MATRIX

	January, 1985	March 1985	September 1985	March 1986	FY 1988
GENERAL GOALS					
Experience America Training	○			●	●
	○	○	○	○	○
SPECIFIC OBJECTIVES					
Experience America Training				○	○
			○	○	○
TARGET GROUPS					
Women	○	○	○	○	●
Disadvantaged	○	○	○	○	○
Rural	○	○	○	○	●
Youth					
Indigenous	○	○	○	○	○
RECRUITMENT					
Procedures			○	○	○
Local Intermediary Orgs.	○	○	○	●	●
Peace Corps				●	●
Varies with target pop.			○	○	○
SELECTION					
Procedures	○	○	○	○	●
Women	○	○	○	○	●
Disadvantaged	○	○	○	○	●
Leadership	○	○	○	○	○
Predeparture outselection	○	○	○	○	●
Indigenous	○	○	○	○	●
Academic Grade Point Avg				○	○
Differential means test	○	○	○	○	●
TRAINING PROGRAMS					
Experience America			○	○	○
Short-term	○	○	○	●	●
Long-term	○	○	○	●	●
Priority Areas			○	○	○
Innovative Planning					
- Experience America	○	○		○	○
- Skills Training			○	●	●
Remedial Preparation	○	○	○	○	●
English language Train.				○	○
Spanish Training	○	○	○	●	●
Predepart. home stay, etc				○	○
FOLLOW-UP					
Exit Orientation				○	○
Newsletter, etc.					●
Alumni Groups				○	●
Follow-up training				○	○
Other				○	●
GREAT DETAIL. = ● SOME DETAIL. = ○ LITTLE DETAIL. = ○					

Evolution of the Guatemala Country Training Plan and Policy Guidance from USAID/W

In response to the Clasp Project Paper and guidance from AID/Washington in a January 11, 1985 (STATE 9534) cable, the Guatemalan CTP unfolded. The evolution of the CTP reflects the assumptions that undergird the documents: a CTP is to be viewed as a flexible document, yet disciplined and well thought out; and CAPS is not a rigidly defined scholarship or training program. (CTP FY 1985 March p. 3.)

In light of the urgency for a rapid "start up," the Mission issued a cable (GUATEMALA 1057) January 1985 providing a provisional operational plan for the five-year program. (CTP March 1985 p. 21.) Subsequently, in March 1985, the initial CTP was proposed (including a separate FY 1985 program design) (Sept 1985 CTP p. 31). The CTP was approved (STATE 216643) in July 1985; however, AID/Washington requested further specification of the Mission's Economic Means Test, Soviet Bloc training activities in Guatemala, follow-up (Follow-On) program, and plans for implementation of the Gray Amendment. The March 1985 CTP was later expanded and modified in September 1985 to incorporate lessons and gains derived during the first six months of implementation.

In March 1986, the CTP defined more specifically the Mission's long-term plans and obligations for FY 1986-89. The CTP described the Mission's Economic Means Test (p. 6.), which was based on parameters established by the Guatemala tax system; described Soviet Bloc activities in Guatemala (p. 15); and explained the Mission's experience with the Gray Amendment. However, a follow-up (Follow-On) program was not clearly specified (p. 20).

In addition, the March 1986 CTP clearly stated that CAPS goals are consistent with the Mission's longer-term development strategy in advancing both growth with equity for all Guatemalans and in promoting a more vigorous private sector to endorse future growth and democracy prospects (CTP March 1986 p. 5). More specifically, the objectives of the CAPS project are to promote democratic processes and to counter direct Soviet Bloc efforts in the region by reducing the exploitable conditions that give them the opportunity to promote their ideas and interests. The target groups identified in the CTP are women, Indigenous populations and the economically/socially disadvantaged--especially among the rural populations.

In order to bridge a gap, an Overview Document was submitted in July 1987. This document differed from a CTP by delineating the Mission's overall training plans (Overview p. 1). The CAPS project was allotted considerable attention by highlighting CAPS accomplishments and the lessons learned and by reviewing results of external evaluations. The general thrust of the Overview Document accents "how" the Guatemalan CTP has been used as a dynamic and flexible document (i.e., by presenting a list of deficiencies in CAPS Phase I (the first year) and the subsequent modifications that took place, p.8). A revised CTP for FY 1988-1992 was submitted in July 1987 and approved (STATE 190188).

The FY 1987 CTP (September 1986) update consisted principally of tables of projections for the various Mission training programs. In STATE 014646 (January 1987) the CTP for FY 1987 was approved, but AID/Washington requested a narrative presenting the fields of study for short-term technical training as well as the progress and problems found during the implementation of the CAPS project. During the same month, the Mission acknowledged in a cable (GUATEMALA 00189) that a full-fledged CTP had not been developed, but the Mission would proceed to do so.

A change of emphasis can be noted in the FY 1988 CTP: the percentage of awards allotted to women is to increase from 30 to 50 percent; the training mix for long-term versus short-term training would be 30 and 70 percent respectively; and the duration of short-term training is to be increased. Follow-On programs are to receive additional attention, and new long-term CAPS buy-in merit scholarships and agricultural training programs are to increase.

The FY 1988 CTP was reviewed in September 1987. AID/Washington requested that the Mission provide a CAPS table and a two-page narrative on CAPS achievements and modifications (STATE 190188). The Mission complied by resubmitting the July 1987 CAPS tables and narrative in the Guatemala Action Plan as its FY 1988 CTP. The review of the expanded FY 1988 CTP (March 16, 1988) praised the Guatemala project but pointed out that the Mission's proposal to do lengthy in-country and third-country training under CAPS is an issue that needed to be addressed because in-country training is clearly not a CAPS objective. The Mission countered that these programs were preparatory training for U.S. placements, not simply in-country training.

Summary of the "Generic" Guatemala Phase I Country Training Plan

General Goals: The CAPS project is consistent with the Mission's longer-term development strategy in advancing both growth with equity for all Guatemalans and in promoting a more vigorous private sector to underwrite future growth and democracy prospects.

Specific Objectives: The principal purpose of the CAPS project is to promote democratic processes and to counter direct Soviet Bloc efforts in the region by reducing the exploitable conditions that give them the opportunity to promote their ideas and interests.

Target Groups: Women, Indigenous populations, and the economically/ socially disadvantaged--especially among the rural population-- are targeted to be served.

Recruitment: Technical committees are charged with publicity and dissemination of information on the training program to interested institutions or individuals. These committees consist of private and voluntary agencies, other public service groups, the Peace Corps, etc.

Selection: Guidelines for the selection process include the following:

- different criteria for different target groups, such as rural and marginal urban, public sector employees, etc.;
- a special academic attainment (compatibility) test to be used for short-term candidates to ensure homogeneity of groups; and
- biographical data forms to be used to provide indications of an individual's capacity to absorb training as well as other important information.

Economic Means Test: The Guatemalan tax system establishes a bare minimum for living (Q, 800.00 or below per annum. The exchange rate in FY 1985 was \$ US 1:1 Q, whereas the exchange rate in FY 1988 is \$ US 1 = Q 2.6). Even income up to Q, 5,000.00 is in fact barely enough for subsistence. Trainees are to come primarily from families living near or below the poverty level.

Training Programs: The two components of training programs are Experience America and Training, as described below.

Experience America component: Each scholarship offering is to be combined with significant exposure to the democratic process and activities that characterize daily life in the United States.

Training: The programs designed for scholarship concentration are those that currently suggest themselves as most compatible with the generally low-income, low-education, and rural backgrounds of the target groups. The general areas of scholarship concentration include:

- strengthening of the democratic process with scholarships to rural officials;
- enhancing Indigenous leadership and administration in Indigenous areas;
- upgrading skills of personnel charged with the collection, analysis, and application of statistics (particularly in rural areas) as well as more general public administration skills;
- promoting commercial export through specific short-term courses;
- upgrading business, managerial, and technical skills;
- improving the administration of rural (primary) education; and
- promoting better administration of public health.

Output Targets: The projected output targets for technical training were to be 240 Trainees in FY 1985; 1,600 in FY 1986, and 1,000 Trainees in FY 1987.

Innovative Programming:

- The Groups-in-Spanish model is to be employed for all short-term training. For these groups, training is provided exclusively in Spanish because the target groups do not speak English.
- The use of Spanish during training maximizes the number of possible applicants.
- A special combination in-country/US Rural Scholarships Program (implemented by the Del Valle university) funded by CAPS is to provide two-year reinforcement courses to qualify long-term candidates for undergraduate scholarships in preparation for two additional years in the U.S. for a BA/BS degree.

Remedial Preparation: As a component of the two-year Del Valle program, the upgrading of skills (especially in math and science) of long-term academic Trainees was offered.

ELT: English language training is offered in-country prior to departure and in the U.S. for long-term Trainees. Short-term Trainees are to be given "survival English."

Spanish Training: Groups-in-Spanish will be the model for all short-term training so as to reduce language and culture shock problems.

Predeparture Preparation: Predeparture orientation will be provided.

Other Provisions: Cost sharing of travel costs by participant or host country sponsor will be waived.

Follow-On:

- An evaluation will be carried out in order to test the impact of political and development objectives.
- Collaborating institutions will provide feedback on progress of Follow-On program to date.

Brief Description of the CAPS/Guatemala Project

The CAPS/Guatemala project consists of two phases: Phase I, which began in FY 1985 and continued through FY 1987; and Phase II, beginning in FY 1988, which was designed based on policy guidance from USAID/W and "lessons learned" during Phase I.

Phase I

The rationale for Phase I was based on a need to counter Soviet Bloc influence in Guatemala as well as supporting the government policy of "paying the social debt." Training was seen as a way to increase the possibility of incorporating the Indigenous from the highlands into the democratic processes. The target would be the Indigenous from the highlands. In order to make a perceivable difference in these geographic areas, the strategy would be to target and train a critical mass--a large number of Indigenous. Moreover, CAPS/Guatemala project design would be compatible with the Mission's overall development strategy.

Since the target group would primarily be the highland Indigenous, short-term programs were the "primary focus during Phase I." Training would be offered under an innovative design called "Groups in Spanish." The Groups-in-Spanish training focuses on language and culture shock problems "foreign students" encounter in the United States and to maximize the number of Trainees served (CTP Sept. 1985 p. 21).

Training in specific development priority areas was not a pivotal concern. The project managers thought that leadership training, observations, and hands-on training would serve the objectives of the CAPS project. Along with the short-term training programs offered, another creative program--the Rural Scholarships Program--was developed in response to a Kissinger Report recommendation "to strengthen regional higher education institutions." The Del Valle Scholarship Program (funded by CAPS) was intended to provide university-level education to the disadvantaged candidates (in a long-term training program) in the Del Valle University in Guatemala to qualify them for undergraduate scholarships in the U.S. (CTP Sept. 1985 p. 5). In addition to this program, a few long-term academic awards for U.S.-based training were to be granted.

The selection of special target groups took precedence over development concerns; however, general priority areas for both short-term and long-term programs were identified based on the Mission's overall Action Plan. The areas were to be health workers (promotores de salud), education, agriculture, and small business. The programs were to be private sector oriented as well.

Phase II

The basic rationale in the design of Phase I applies to Phase II. The target would remain the same--primarily the Indigenous from the highlands. The Mission, however, changed the design of training programs based on policy guidance from AID/W and "lessons learned" during Phase I. The modifications include the following:

- extending the length of short-term training from four to a minimum of five weeks;
- increasing the amount of undergraduate long-term training to over 30 percent;

- eliminating in-country preparatory and language training based on AID/W guidance. AID/W decided to eliminate combination in-country or third-country training with CAPS funds since the U.S. Congressional intent was to provide funding through CAPS for training in the USA only (incurring direct implications for the Del Valle and Merit Scholars program, CTP review FY 1988, March 16, 1988);
- improving the length and content of predeparture orientation and re-entry orientation; and
- beginning significant Follow-On programs which would include the establishment of an alumni association, a quarterly newsletter, and development projects carried out through the Alumni Association but funded with non-CAPS funds. (CAPS/Guatemala--Overview Document: July 1987).

In summary, CAPS objectives and project design closely reflect the thrust of the Kissinger Report, the GAO Report, and AID's Project Paper.

The following chapter describes the efforts and successes of the CAPS project managers in reaching the populations targeted in the CTP.

CHAPTER TWO

WHO IS BEING SERVED?

INTRODUCTION

This chapter considers the question: To what extent is the project reaching its intended target population? We will also comment on the participation of special subgroups of the target population (e.g., male and female or Indigenous), to assess the degree to which they are participating in the services offered. The Economic Means Test will be analyzed to determine the extent to which the Guatemalan 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 in FYs 1985, 1986, 1987 and the first quarter of FY 1988. The discussion that follows describes how these awards were distributed to women, Indigenous, rural/urban Trainees, and the economically disadvantaged.

RESULTS: TARGET GROUPS

As of December 31, 1987, 2,457 Guatemalans had come to the U.S. for training through the CAPS project. Figure 2.1 reflects results of the Mission's use of selection criteria. Nearly all of the Trainees were economically disadvantaged and perceived as leaders of their communities. Almost all (88 percent) came from rural areas. The AID Mission also successfully targeted Indigenous minorities for training. Slightly over one-half of the men and 35 percent of the women were of Indigenous backgrounds. No youth programs had been targeted specifically (such as 4-H or American Field Service); yet the average age of the Guatemalan Trainees was 29, and one-third of all Trainees were under the age of 25.

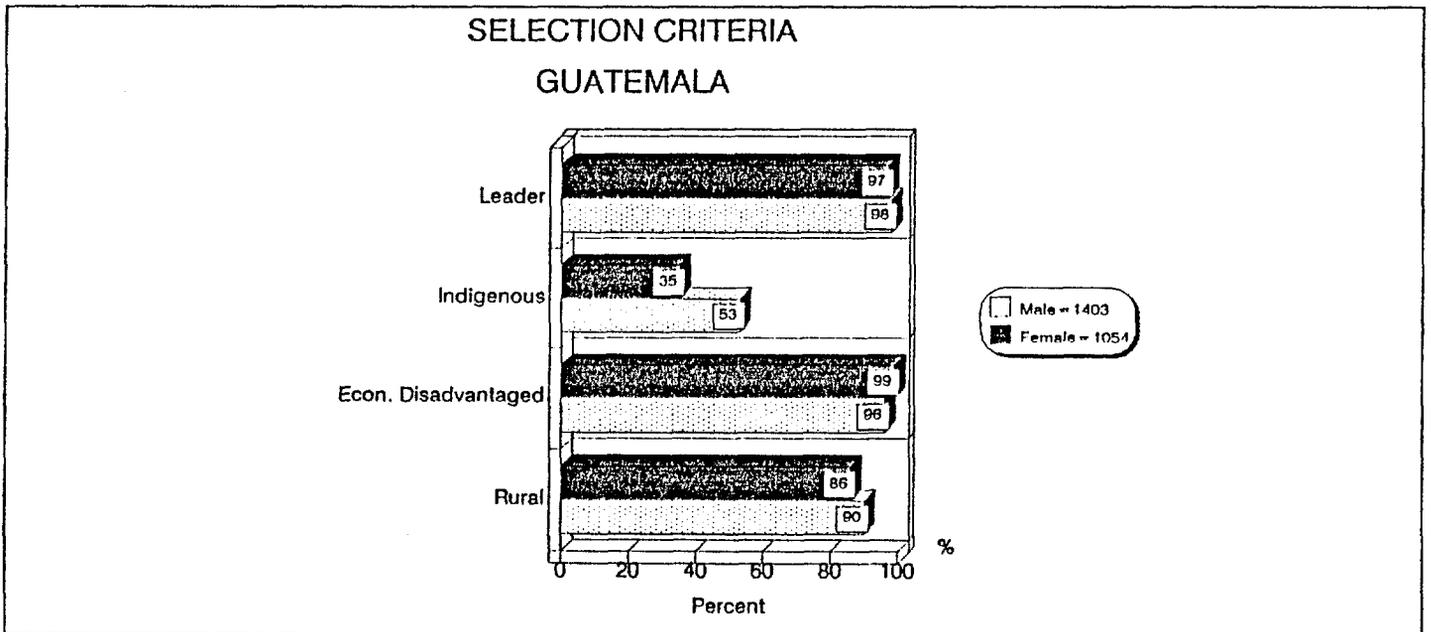


Figure 2.1

Economically Disadvantaged

Regarding the share of awards allotted to the economically disadvantaged since the beginning of the project, 97 percent of all Guatemalan Trainees have been economically disadvantaged (Figure 2.2). Awards to economically disadvantaged have increased throughout the project. In FY 1985, 85 percent of the Trainees were economically disadvantaged. This proportion increased in FY 1986 and FY 1987 to 98.5 percent and 99.5 percent, respectively.

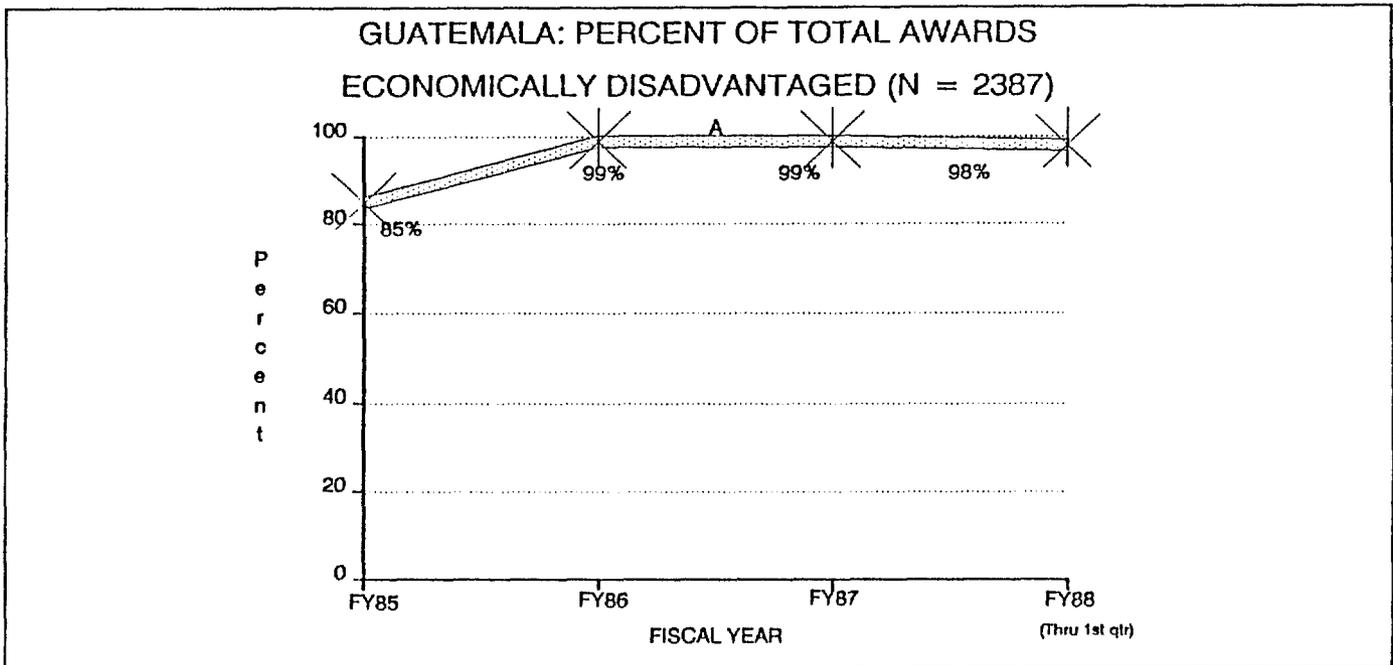


Figure 2.2

Women

Women have also benefitted from the CAPS project. Since the beginning of the project, women have received 43 percent of all CAPS scholarships in Guatemala. For every year except one, women have made up at least 40 percent of the Trainees. While in FY 1986 only 23 percent of the awards went to women, over half of the awards went to women in FY 1987 and through December 31, 1988 (Figure 2.3).

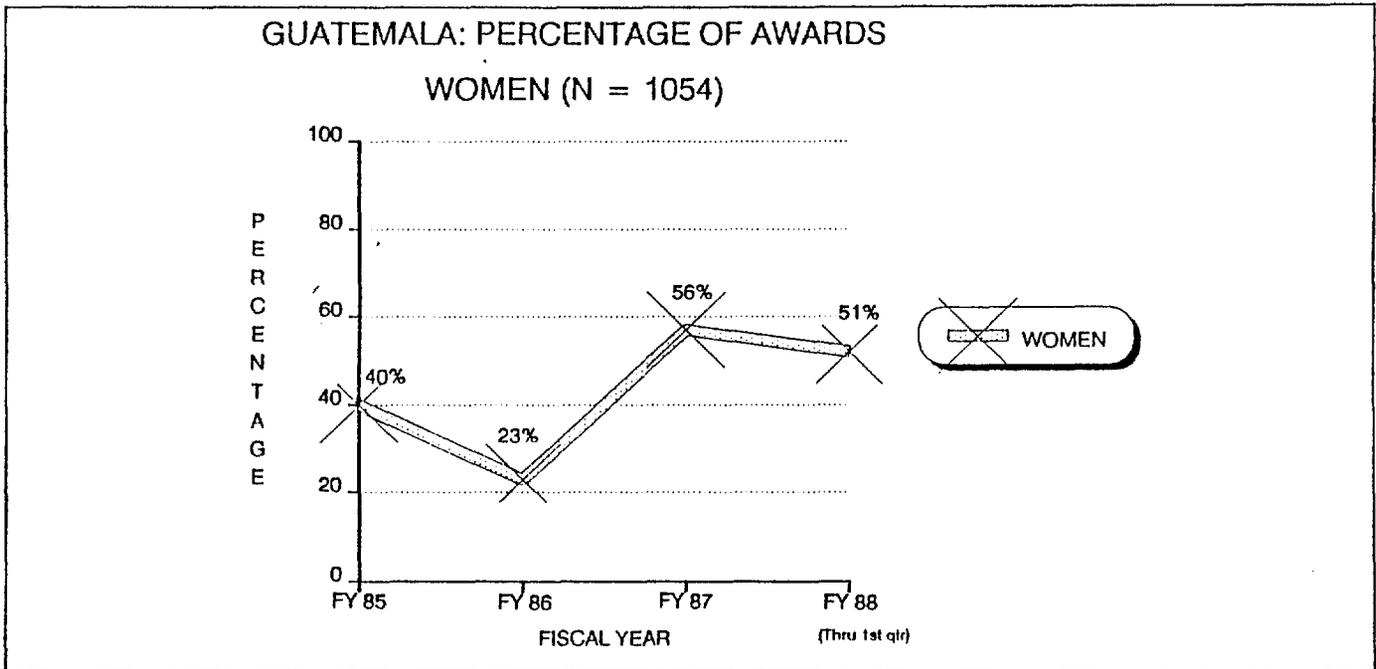


Figure 2.3

There is little difference in the type of training received by men and women. Nearly all of the Trainees (99.6 percent of the women and 98.7 percent of the men) received short-term, technical training that averaged slightly over one month. Only 25 Trainees thus far (less than 1 percent) have been awarded academic scholarships. Of these 25 academic awards, only 4 (16 percent) went to women.

There appears to be little difference in the fields of training received by men and women. Eighty percent of all technical Trainees fall into 6 major areas of training (Table 2.1). A larger proportion of the women--26 percent compared to 14 percent of the men--received training related to small business practice, and 16 percent of the women received training in community development compared to 13 percent of the men. A larger proportion of the men (24 percent) were trained as health workers compared to women (15 percent). Women made up a larger portion of the teachers who were trained, but more men than women were involved with cooperatives. Although 5 percent of the men were in training for natural resources and no women were included, there is no other area in which men and women were not both represented.

TABLE 2.1
GUATEMALA: AREA OF TRAINING BY SEX

Area of Training	% of Women N = 1054	% of Men N = 1403	Total N = 2457
Small Business	26.3%	13.8%	19.2%
Community Development	15.6%	12.9%	14.0%
Health Workers	15.4%	24.1%	20.4%
Teachers	14.9%	2.9%	8.0%
Cooperatives	7.9%	15.0%	12.0%
Training of Trainers	4.3%	7.7%	6.2%
Natural Resources	0.0%	5.1%	2.9%
Volunteer Instit Build	3.4%	2.8%	3.1%
Other	12.2%	15.7%	14.2%
TOTAL	100.0%	100.0%	100.0%

Indigenous Populations

Though not specifically targeted in the CLASP Project Paper, the Mission in Guatemala has targeted its Indigenous population as well as women for recruitment and training. For the purposes of this analysis, we have looked at these two groups (Indigenous and women) independently. Throughout the project, nearly half (45 percent) of the Trainees have been from Indigenous backgrounds. Of these, one-third are women. In the first year of training only 30 percent of those selected were Indigenous while in FY 1986 over half (58 percent) were from Indigenous backgrounds. Only 15 percent of those sent for training during the first quarter of FY 1988 are Indigenous (see Figure 2.4).

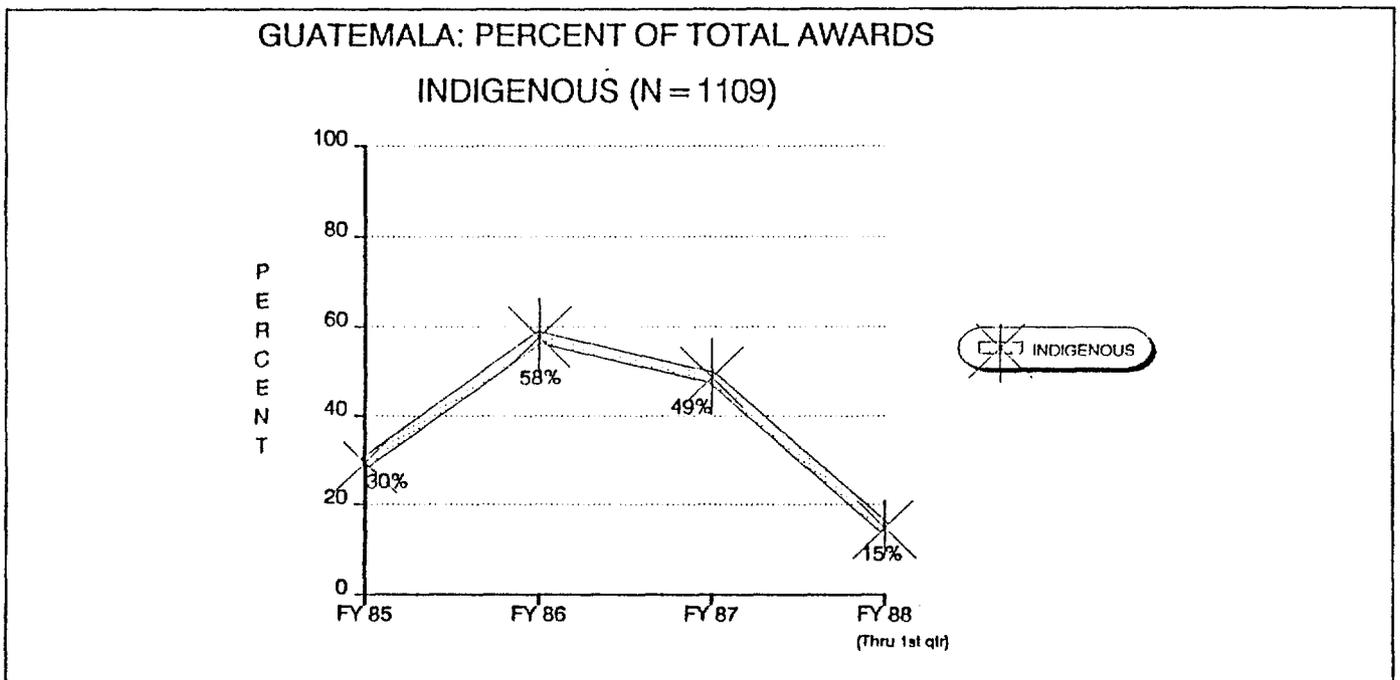


Figure 2.4

The fields of training received by Indigenous Trainees appear not to differ greatly from the fields of training received by the Ladino population as seen in Table 2.2. A larger proportion of the Indigenous Trainees--33 percent compared to the 10 percent of the Ladino Trainees--received health-related training. Other areas figuring largely in training for the Indigenous were community development, cooperatives and small business. On the other hand, a larger proportion (24 percent) of the Ladino population received training in small business practices than did the Indigenous (13.5 percent).

TABLE 2.2
 TYPES OF TRAINING OFFERED TO
 INDIGENOUS AND LADINO TRAINEES

AREA OF TRAINING	INDIGENOUS		LADINO	
	#	%	#	%
TECHNICAL				
Health Workers	365	33.1%	135	10.2%
Community Development	177	16.0%	166	12.5%
Cooperatives	162	14.7%	132	9.9%
Small Business	149	13.5%	322	24.2%
Institution Building	77	7.0%	0	0.0%
Teachers	53	4.8%	144	10.8%
Training of Trainers	36	3.3%	157	11.8%
Natural Resources	35	3.2%	36	2.7%
Nurses	0	0.0%	40	3.0%
Non-Traditional Exports	4	0.4%	52	3.9%
Other	45	4.1%	145	10.9%
TOTAL	1103	100.0%	1329	100.0%
ACADEMIC				
Various Degrees	6		19	
Percent of total:		24.0%		76.0%
TOTAL	1109		1348	

Rural Areas

Of all Guatemalan CAPS Trainees in FY 1985, 71 percent were from rural areas. The number of rural Trainees increased in FY 1986 and FY 1987. As of December 31, 1987, 80 percent of the Trainees in FY 1988 have been from rural areas (Figure 2.5). Trainees were selected from every department in the country with no exceptions. The largest number of scholarships were awarded to Trainees from the most populous areas of the country and the fewest scholarships were awarded to Indigenous from one of the least populous departments. Table 2.3 compares the distribution of the population of Guatemala by department and the distribution of CAPS scholarships by each department. In almost all cases, the proportion of scholarships awarded for a department approximates the proportion of population residing in that department.

The only two exceptions are for the department of Guatemala where a smaller proportion of awards was granted in comparison to the population residing in this area, and the department of Solola where a much larger proportion of scholarships was awarded.

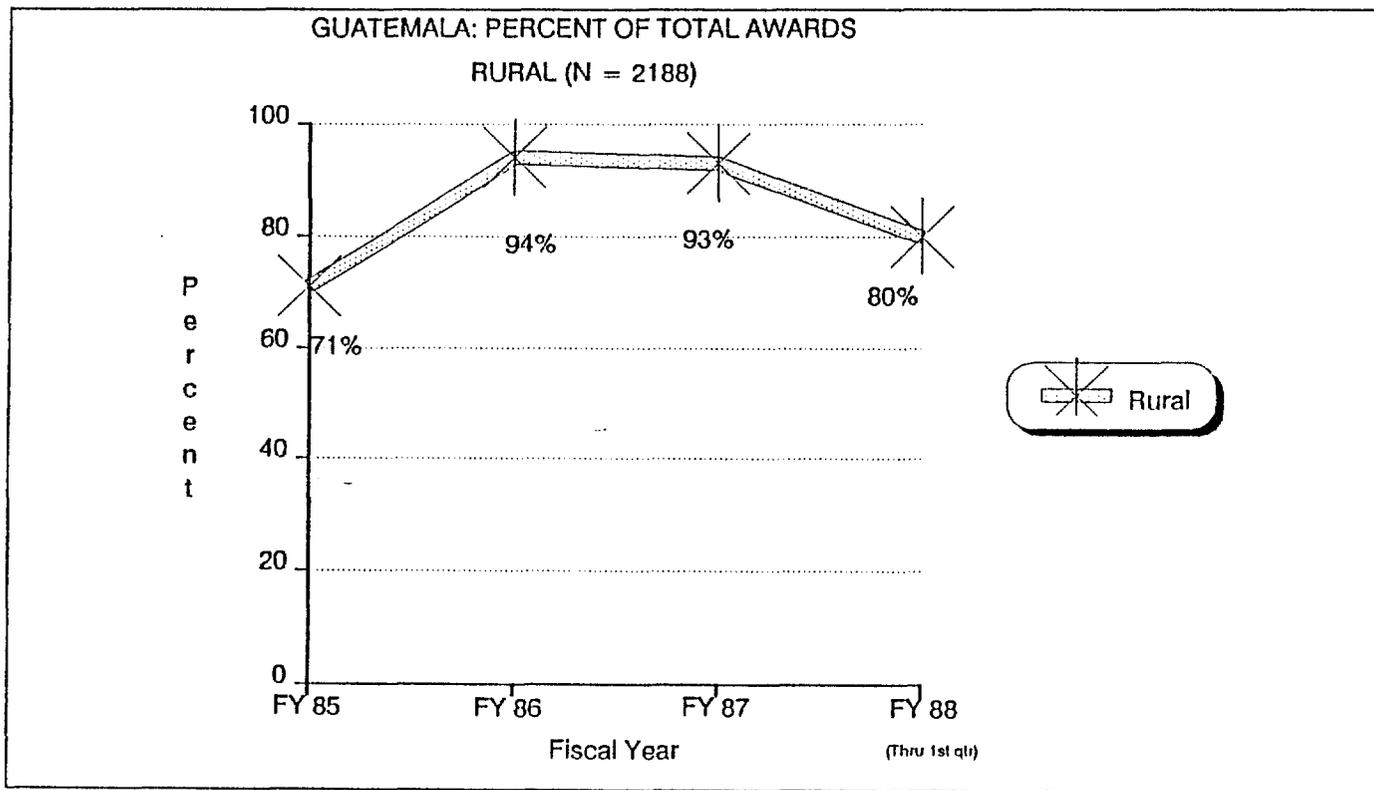


Figure 2.5

TABLE 2.3
GUATEMALA: PROPORTION OF POPULATION BY
DEPARTMENTS AND DISTRIBUTION OF CIS AWARDS

DEPARTMENT	DISTRIBUTION OF POPULATION (1985)		CAPS Awards (Based on CIS)	
	No. in Thousands	% of Population	No.	%
REGION I	2,370.9	29.5%	662	26.9%
Guatemala	1,958.2	24.3%	473	19.3%
Sacatepequez	141.7	1.8%	65	2.6%
Chimaltenango	271.0	3.4%	124	5.0%
REGION II	530.2	6.6%	115	4.7%
Alta Verapaz	376.8	4.7%	72	2.9%
Baja Verapaz	153.4	1.9%	43	1.8%
REGION III	775.1	9.6%	326	13.3%
Progreso	101.3	1.3%	34	1.4%
Zacapa	148.5	1.8%	89	3.6%
Chiquimula	210.1	2.6%	144	5.9%
Izabal	315.2	3.9%	59	2.4%
REGION IV	747.2	9.3%	145	5.9%
Jalapa	164.1	2.0%	33	1.3%
Jutiapa	332.0	4.1%	82	3.3%
Santa Rosa	521.1	3.1%	30	1.2%
REGION V	1,072.6	13.3%	189	7.7%
Escuintla	540.1	6.7%	127	5.2%
Suchitepequez	313.9	3.9%	33	1.3%
Retalhucu	218.6	2.7%	29	1.2%
REGION VI	1,819.0	22.6%	576	23.4%
Huehuetenango	557.2	6.9%	53	2.2%
Totonicapan	241.6	3.0%	139	5.7%
San Marcos	562.9	7.0%	218	8.9%
Quetzaltenango	457.3	5.7%	166	6.8%
REGION VII	614.3	7.6%	436	17.7%
Solola	173.7	2.2%	367	14.9%
Quiche	440.6	5.5%	69	2.8%
REGION VIII				
Peten	112.8	1.4%	8	0.3%
TOTAL	8,042.1		2,457.0	

Source: National Economic Planning Council. Cuadros Estadisticos de la Poblacion January 1978, in World Bank GUATEMALA: Economic and Social Position and Prospect p.95 and CIS.

It can be argued that a larger proportion of the population in the department of Guatemala are better off economically and socially and therefore fewer awards to this area would be justified. Of the 473 scholarships awarded to Trainees from the department of Guatemala, 260 went to those living in Guatemala city. From these 260 scholarships, 225 (86.5 percent) have been awarded to Trainees living within urban zones identified as "marginal."

Youth

For CAPS/Guatemala, youth is not cited among the selection criteria; however, the project intends to target people under 30 years of age. The average age of Trainees is 29 years--with the youngest being 15 and the oldest 70. Women are slightly younger than men. The average age for women is 26 years while for men the average is 30 years. There is little difference in age between the Indigenous and Ladino Trainees although Indigenous women tend to be slightly younger (25 years) than Ladino women (28 years).

ECONOMIC MEANS TEST

Analysis of Economic Means Test

An analysis of the economic means test includes the method and the criteria a Mission adopts to identify economic disadvantage. The following sections will discuss Guatemala's method and criteria for identifying economic need.

With regard to defining economic disadvantage, the criterion 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 Guatemalan situation because it would apply to 99 percent of the Guatemalan population. The CLASP Project Paper, in turn, requires every Mission to develop a universal (country-specific) economic means test. It is difficult to develop and reliably document an economic means test, and the conventional criterion based on individual salary or family income is not valid in the case of Guatemala. Thus the Mission established different economic means tests for the various programs and groups.

The Mission's approach was to first identify discrete target groups from which to draw candidates. During Phase I of the CAPS project the primary target populations included (a) highland Indigenous; (b) rural and marginal urban poor; and (c) women. To a lesser degree, high school graduates, university undergraduates, and university graduates were also targeted. The Mission then identified special selection criteria for each group.

The Mission's economic means test has evolved since the beginning of the CAPS/Guatemala project. During the first six months of the CAPS project in FY 1985, the principal target was the rural poor, including the Indigenous population. Consequently, a measure of income below that of the standard set by the Guatemalan government as a threshold for levying taxes was deemed to be sufficient. Taxes are not levied below an income of Q 375.01 monthly (FY 1985 exchange rate was \$ US 1 = Q I.) . The source document was "Income Tax Law, Decree 1559, Law Decree No. 229, Year 1985" (CTP FY 1988 p. 226). The scale set by the government stipulated an annual income of Q 1,800.00 or below as a bare minimum for living (CTP FY 1986 p.15). The Mission was cognizant that the criteria utilized for short-term Trainees would not be adequate for the selection of long-term Trainees, but the Mission did not address the issue at the time since the number of long-term Trainees would be minimal.

Short-term

Based on the first year's experience, the Mission defined more closely the economic means test for both the short-term and long-term Trainees in its FY 1986 CTP. In the case of short-term Trainees, the Mission included along with the income requirement a battery of tests that comprised two academic attainment tests (one testing elementary levels from one to three and the other testing levels four to six) and a compatibility test that ensured homogeneous groups for more effective training groups (CTP FY 1986 p. 14). These tests did not form part of the economic means criteria but were used to ensure homogenous training groups.

Long-term

For the long-term Trainees the Mission identified potential groups from which to draw the pool of candidates. The income cut-off differed by program: Zamorano, Q 1,800.00/month; Del Valle, Q 600.00/month; Merit Scholars, Q 600.00/month. The Junior Year Abroad program, commencing in FY 1988, stipulated an income cut-off of Q 1,500.00/month. The Del Valle and Merit programs fund long-term training in Guatemala as preparation for U.S. training. The Zamorano and Junior Year Abroad programs fund training outside Guatemala.

Long-term programs are being emphasized more heavily in Phase II in order to comply with AID/Washington's policy guidelines. The mix of short-term and long-term programs is to be 70 percent versus 30 percent, respectively. Grade Point Average (GPA) is becoming increasingly more important. In reality it is a crucial element of the Mission's selection criteria for the long-term programs. Regarding the Junior Year Abroad program, the GPA cut-off is 70 percent out of 100 percent. Regarding the Del Valle program and the Merit Scholars, the high school GPA and results of the Scholastic Aptitude Test (SAT) are taken into consideration. However, there does not appear to be an intentional weighing scale that takes these values into consideration.

Discussion

The use of a different economic means criteria for identifying short-term and long-term Trainees appears to be justifiable since the candidate-recruitment pools differ for each program. The Mission determines selection based on some degree of economic and social well-being. There is no single indicator for social well-being. Thus the Mission uses surrogate measures such as (a) level of educational attainment; (b) salary or income; (c) geographic residence; and (d) grade point average. The following section discusses each of these measures in the Guatemalan context.

Level of Educational Attainment

Currently Guatemalan enrollment for basic education (grades 1 to 9) is far from universal. As of 1983 and 1984, only 60 percent of all children between the ages of 7 and 14 actually attended school, and the proportion decreases markedly to about 14 percent for those between 16 and 18 years of age (Regional Education Profile: Central America, p. 95). In addition, only 25 percent of the population has completed 1-3 years of schooling (Country Development Strategy Statement, April 1984 p. 3).

For the special target groups, there is a notable difference in the level of educational attainment of Ladinos, Indigenous, male/female and rural/urban groups. The degree of illiteracy is much higher among the Indigenous population, especially in rural areas. A survey (7,000 inhabitants) conducted by the University of San Carlos revealed that 82 percent of the Indigenous population in rural areas were illiterate in contrast to 18 percent of the Ladinos. Women do not fare any better--the illiteracy rate among women is about 60 percent (Regional Education Profile: Central America, p. 94). On the average, the illiteracy rate in rural areas is 70 percent (Regional Education Profile: Central America, p. 94). The average educational attainment of Guatemalan women, in comparison to women in neighboring Central American countries, is much lower (UNESCO, 1984).

The variety and quality of educational services available in rural and urban areas differ significantly. Rural areas are not prepared to absorb the school age population--at the present time only one-third of the school age population attends schools. Secondary schools are almost exclusively limited to larger cities (World Bank, 1987, p. 21). Thus, if the Mission were to use low educational achievement as a universal element in an economic means test, it would discriminate against specific target groups--Indigenous, women, and the economically disadvantaged.

Using level of educational achievement is also problematic in selecting university-level students. The pool of university-level students available for CAPS 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-level students 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; and CAPS staff in Guatemala are sensitive to this fact. In any case, final

selection is based on the total evidence gathered regarding the candidate, including a selection interview. Thus educational achievement, although helpful in indicating relative economic need, is not sufficient by itself.

Salary or Income

The use of parents' salaries (in the case of the younger unemployed) or employed 'Trainees' salaries, as an indicator of economic need, is not entirely valid either. It is possible that a great number of Guatemalans have only one source of income that is traceable by some type of official document. However, most economies in Central and Latin America have large informal sectors; and many families may have additional sources of income (although very minimal) 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 some countries, including Guatemala, 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 Guatemala CAPS targets because of vulnerability to the Soviet Bloc.) However, ironically, using a strict economic means criteria as outlined above would lead to the rejection of this farmer.

Geographic Residence

It is generally believed that those in rural areas have fewer social opportunities than those in urban areas. This rationale is based on the lower quality of school teachers, schools, equipment and books, and the general level of economic development in rural areas. Thus, typical applicants coming from rural areas would more likely have a lower level of social well-being. Conversely, the urban pool of applicants on average would have a higher level of economic well-being. However, there are sections of urban areas that have economically disadvantaged populations that would not be selected if rural residence were the fundamental criterion for economic handicap. The Mission reported that in the case of Guatemala City, many of the marginally poor could be found in zones "1, 5, 6, 12, 17, and 18"; however, there are poverty "pockets" in some of the upper economic income zones.

The above discussion argues that each criterion by itself might not be a reliable indicator of economic disadvantage. Each indicator reflects an aspect of economic well-being. Combining several indicators provides a profile that could be scaled to furnish a more accurate, yet not totally perfect, assessment of economic need. That is, if three out of four indicators suggest economic need, chances are that such a need exists.

Grade Point Average

The use of Grade Point Average (GPA) as part of selection criteria is warranted in the case of candidates applying for long-term programs; however, caution should be exercised in order to avoid unintended consequences. Although GPA is not a measure of economic disadvantage, it is common knowledge that in most cases the socially or economically disadvantaged Trainee would have a lower GPA than Trainees who have had better life advantages. If this is the case, those who have proven economic or social disadvantage should benefit from a lower GPA; if not, the use of GPA would eliminate the very type of Trainee it wants to target.

Discussion

The Mission established a plausible economic means test for the short-term programs based on Guatemala's tax system. Since most of the short-term training programs were aimed at the highland Indigenous, those from rural areas, and the economically disadvantaged, the nature of the target group nearly ensured proven economic need. However, the Mission should refine the criteria used for establishing economic need for the long-term (undergraduate and graduate) programs. Mission staff might consider designing a "selection" grid based on no more than two or three weighted variables that respond to the Guatemalan context.

In order to identify the *socially disadvantaged*, the CAPS Project Paper established the inclusion of both *women* and *Indigenous* in the definition of socially disadvantaged. There is no problem in identifying women; however, in order to identify the Indigenous, two problems arise. First, how to categorize as Indigenous and second, how far removed in generational lineage would a candidate be in order to qualify as Indigenous. Presently the Mission relies on the candidate's last name, physical appearance, geographical area, or a combination of all three. This system could lead to exclusion in some cases: for example, the offspring of an interracial marriage resulting in the loss of the Indigenous last name, or the case of interracial marriage and migration to the city.

The criterion established by the Mission to identify *rural* is based on the following definition. The Mission defines as rural anywhere "outside" Guatemala City; however, in order for a candidate to qualify as coming from a rural area, the candidate "must *live and work* in a rural area." The Mission does include "marginally poor" zones in Guatemala City as an element for establishing economic disadvantage. The zones in which the "marginally poor" would be located are Zones 1, 5, 6, 12, 17, and 18. Moreover, the Mission keeps a record of various Trainees' addresses: present residence and work, and former school and work.

SUMMARY

The Mission in Guatemala developed excellent procedures for identifying and selecting Trainees among those groups targeted. Since the inception of the project, women have received 43 percent of all CAPS awards; and an overwhelming majority (97 percent) of the Trainees were identified as economically disadvantaged. A breakdown of total awards by gender reveals that women received training comparable to that of men (short-term, technical and in similar fields). With respect to the socially disadvantaged--the Indigenous population--the Guatemalan Mission has targeted 53 percent males and 35 percent females from this group. A breakdown of total awards by ethnic groups reveals that the Indigenous received training comparable to that of the Ladinos. Regarding the factor of rural/urban residence, both the rural population and the marginal urban poor have benefited. The data indicate that CAPS/Guatemala project managers have reached the intended target population and have shown equity in the types of services provided to the special subgroups. These data indicate that CAPS/Guatemalan project managers exceeded AID/Washington targets in these areas.

RECOMMENDATIONS

With regard to establishing economic need at the screening stage, we suggest a systematic categorization of applicants using weighted variables which respond to the Guatemalan context. Once categorized, the applicants should be ranked within each category to produce a short-list that should serve for final selection.

Regarding the qualification *rural*, the use of the candidate's present address by itself is inadequate. In order to categorize candidates as rural for short-term programs, the Guatemala Mission first establishes if they live *and* work in rural areas. This dual criterion is adequate for short-term programs although insufficient for categorizing the undergraduate- or graduate-level candidates. It is advisable to use the primary school and secondary school addresses for the undergraduate- or graduate-level candidates because they provide a clearer profile of the candidate. (It is possible that the candidate formerly lived in rural areas and migrated to the capital for advanced schooling or work opportunity, indicating social mobility. It is this type of candidate that the project should not penalize.)

In determining whether a candidate can be classified as Indigenous, we suggest the inclusion of two additional items on the application form: (a) Do you speak a *lingua*, if so, which one?; and (b) Do your parents or grandparents speak a *lingua*; if so, which one? (In each case include a list of the major *lingua* spoken in Guatemala).

At the final selection stage, a weighted scale incorporating GPA should be developed to be used in combination with an economic needs scale; this could insure that the lower- and middle-income candidates are not excluded on the basis of GPA. The candidates should be ranked and selected according to a point system.

The following chapter addresses the question: What services were offered?

CHAPTER THREE

WHAT SERVICES WERE PROVIDED?

INTRODUCTION

As noted in earlier chapters, the traditional AID approach to training consists of identifying the country's development needs, designing projects to meet these needs, and selecting the people to be trained. The selection of candidates was the responsibility of the host country, and in a sense they were already preselected by the nature of the training needs of the development project. In contrast, the AID CLASP Project Paper calls for a totally different approach. The CLASP training process requires that the groups to be trained must first be identified. Then the training needs of those populations must be assessed, those needs matched to the country's development needs, and the training designed and implemented.

CLASP training includes two components. The first, Experience America, is designed to provide opportunities for Trainees to gain firsthand experience of U.S. life, customs, and people and to establish links between Trainees and U.S. citizens. The second component, Training, is designed to provide Trainees with skills necessary to assist their country's progress although the training should not be tied to a specific development project within the Trainees' country.

The purpose of this chapter is to assess the efficiency of implementation of the CLASP training process. We will consider how well the objectives outlined in the CLASP Project Paper and Guatemala's CAPS CTP have been met. Our focus is on three principal questions: What services were provided; how well were these services provided; and how were the Trainees benefited?

The discussion is organized by topics:

- Background of the Trainees
- Components of Training
- Methodology
- Results of Training:
 - Training Component
 - Experience America Component
 - Follow-On
 - Trainee Benefits from Training

Data for this chapter are drawn from four sources:

- the CLASP Information System (CIS) data through December 31, 1987, from 2,457 Trainees;
- responses of 1,114 Trainees interviewed immediately after program completion by PIET/Creative Associates' exit interviews;

- on-site observations of preselection orientation, predeparture orientation and re-entry orientation; and
- Interview responses from 391 Trainees after their return to Guatemala. (Interviews were conducted at least three months after completion of training. These interviews represent a 16 percent sample of all Guatemalan Trainees served through December 31, 1987.)

BACKGROUND OF THE TRAINEES

The following data are drawn from 2,457 Guatemalan Trainees. As noted in Chapter Two, nearly all of the Trainees are economically disadvantaged (99 percent), almost all (88 percent) come from rural areas, and more than one-third (43 percent) of all Guatemalan/CAPS Trainees are women. Slightly over one-half of the men and 35 percent of the women are of Indigenous backgrounds.

Most (81 percent) of the 2,457 Trainees have completed at least of 6 years of formal schooling, but only one-third (37 percent) completed 12 years or more. Just under 1 percent never attended school at all and less than 3 percent received a university degree. On average, CAPS/Guatemala Peace Scholars have had about 9 years of schooling prior to CAPS training. The national average for years of schooling is 3 years, thus Guatemala's CAPS project is targeting a population with more years of schooling than the national mean (Country Development Strategy Statement, 1984).

On average, the women selected for CAPS had received slightly more years of schooling than the men (male = 8.3 years and females 9.3 years). A larger proportion of women completed 12 years of schooling compared to the men. Only 10 percent of the women completed fewer than 6 years of formal education compared to 25 percent of the men. An equal proportion of men and women (15 percent) completed more than 12 years of schooling.

Ladino citizens have had more formal schooling than their Indigenous counterparts. Sixty-three percent of the Indigenous Trainees did not complete more than 6 years of schooling compared to only 28 percent of the Ladinos; and 32 percent of the Indigenous completed 7 to 12 years of school compared to 49 percent of the Ladinos. While 23 percent of the Ladinos completed over 12 years of formal schooling, only 4 percent of the Indigenous completed as much. In actual degrees 33 percent of the Indigenous have no degree compared to 9 percent of the Ladinos, and 37 percent of the Indigenous have primary school diplomas compared to 24 percent of the Ladinos. More Ladinos have technical degrees (41 percent) compared to only 8 percent of the Indigenous. However, an equal proportion (20 percent) of both groups received high school diplomas. The Indigenous selected for CAPS have more years of schooling than the national average.

Comparing the number of years of school completed by the Trainees' parents with the number of years of school completed by the Trainees can be an indicator of family social mobility. Information concerning the number of years of school completed by the parents of CAPS Trainees is available for about percent of the Trainees. In general, these Trainees are better educated than their parents. Thirty-two percent of the fathers and 29 percent of the mothers

completed between 1 and 6 years of school. Only 6 percent of fathers' and 4 percent of mothers' completed over 7 years of school. On the other hand, 23 percent of the fathers and 30 percent of the mothers, had no schooling at all. (The reader is reminded that percentages for parent education levels are based on only about 60 percent of the population. For 38 percent of Trainees no parent education information was available. The average years of schooling for these Trainees themselves is 10 years while for the population as a whole it is 8.7 years.)

It is not surprising to note that the parents of female Trainees tend to be better educated than parents of male Trainees. For the women to acquire the education and work experience that qualified them to receive scholarships, they probably had parental encouragement. In a traditional society we would not expect parents with little education to provide encouragement to their daughters. In comparing the educational level of mothers, 38 percent of women's mothers never went to school compared to 56 percent of men's mothers. Over half of the women's mothers completed 6 years of schooling compared to 38 percent of men's mothers. Women's fathers likewise have had more schooling than the men's fathers. Nearly half (46 percent) of the men's fathers never went to school compared to 30 percent of women's fathers. In addition, only 46 percent of men's fathers completed 6 years of schooling compared to 59 percent of women's fathers.

As would be expected, parents of the Indigenous Trainees have not had as much formal schooling as the Ladino parents. Sixty-eight percent of Indigenous mothers and 55 percent of Indigenous fathers never attended school compared to 28 percent of Ladino mothers and 23 percent of Ladino fathers. The majority of Ladino mothers and fathers (62 percent and 63 percent respectively) completed six years of formal schooling compared to 29 percent of Indigenous mothers and 41 percent of Indigenous fathers.

Information on the background preparation of the Trainees is available for only two-thirds of the Trainees; however, it is expected that a large proportion would not have "background preparation" since their education did not go beyond primary school. Of those with some background preparation, half were trained in agriculture and 18 percent in education. Over 68 percent of the men and 22 percent of the women were trained in agriculture, and 31 percent of the women were trained in the area of education. Health is an important area of training--22 percent of the women and 9 percent of the men were involved in health-related areas.

Twice as many Indigenous citizens were involved in agriculture as were Ladinos (72 percent compared to 31 percent), and more Ladinos worked in education. Twice as many Ladinos as Indigenous were involved in health-related areas prior to selection; yet many more Indigenous than Ladinos received training as health workers.

Nearly all of the Guatemalan CAPS scholars trained in the U.S. through December 31, 1987, (99 percent) received job-related training. Forty-seven undergraduates, however, have recently completed preliminary course work in Guatemala and began degree programs in the U. S. in January 1988 (some will begin in January 1989).

Summarizing the above discussion, the typical Guatemalan Trainee is from a rural and economically disadvantaged background. He or she is a skilled or unskilled worker in the private sector, often self-employed in agriculture. Slightly more than half of the Trainees are men (57 percent). Just under one-half (45 percent) of the Trainees are from an Indigenous background for whom Spanish is a second language. The average age of the Trainee is 29 with the youngest being 15 and the oldest, 70. Women are slightly younger than the men. The average age for women is 26 while that of men is 30. (See Appendix E for figures illustrating the background of the Trainees.)

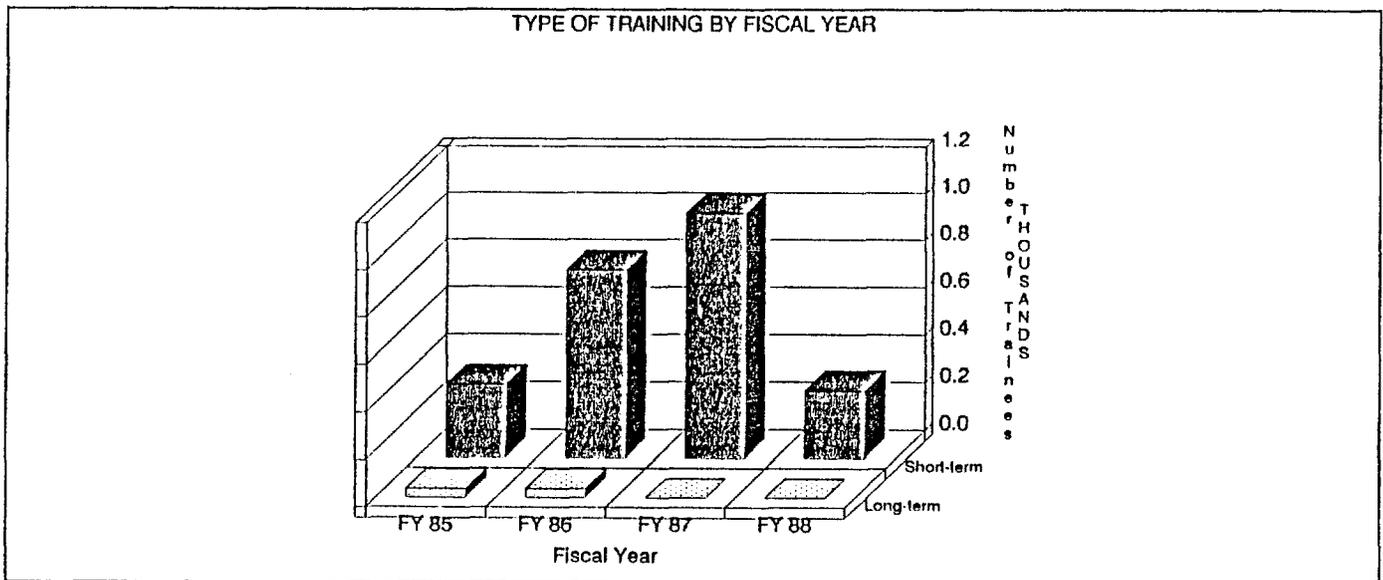
Based on the background and profile of the Trainees selected, the Guatemala training programs were designed. The following section describes the components of training programs.

COMPONENTS OF TRAINING

This section addresses the second question: What services were provided? Here we will draw upon CIS data to describe short-term and long-term training program mix; length of training in days; fields of study, and the geographic distribution of training sites for fiscal years 1985 through 1987 and the first quarter of FY 1988.

Short-term and Long-term Mix

Phase I training programs focused primarily on short-term training; however, some US long-term US training programs were implemented as well. Figure 3.1 shows the short-term and long-term mix for the period of FY 1985 through the first quarter of FY 1988. The percentages reported for the long-term programs during FY 1985 and FY 1986 exclude the Del Valle academic program (which had been funded with CAPS funds upon approval from the LAC bureau) and the Zamorano program. The FY 85 figures do include the 25 long-term academic programs in the U.S. funded that year.



Length of Training

Evidence of the Mission's response to LAC/DR/EST policy guidance is seen in the steady upward trend in the number of training days per program from an average of 29 days in FY 1985 to an average of 48 days in FY 1988. This trend can be seen in Figure 3.2.

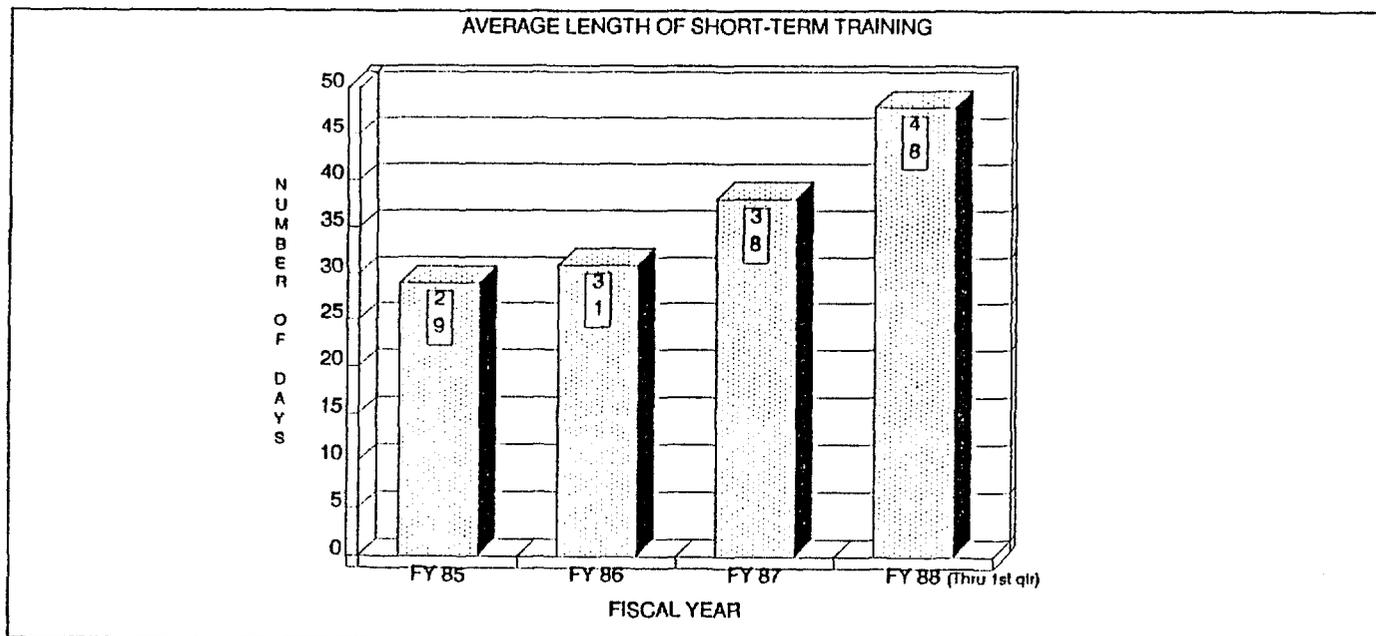


Figure 3.2

Field of Study

While it is not intended that the design of CAPS training respond primarily to the country's development needs, most training has coincided with areas identified in the USAID/Guatemala Action Plan. Most of the training has been in these fields: health, education/training of trainers, cooperatives/agriculture, small business, or community development/volunteer organizations. Table 3.1 presents a breakdown of short-term training by field of study and fiscal year.

TABLE 3.1
SHORT TERM TRAINING BY FIELD
OF STUDY AND FISCAL YEAR

FIELD	FY 85	FY 86	FY 87	FY 88*
Health	100	288	134	39
Cooperatives	25	229	80	0
Education	68	0	119	78
Non Traditional				
Exports	56	0	0	0
Small Business	63	84	285	39
Agriculture	0	54	0	0
Community Develop				
Volunteer Organ.	0	68	352	0
Natural Resources	0	71	0	0
Training of				
Trainers	0	0	40	113
Electronics	0	0	13	0
Transport	0	0	14	0
Computers	0	0	0	20
TOTAL	312	794	1037	289

*Through December 31, 1987

Geographic Distribution of the Training Sites

The CLASP Project Paper suggests that Trainees be placed in training sites that are widely distributed throughout the United States. Figure 3.3 shows the distribution of CAPS Guatemala Trainees during the period FYs 1985, 1986, 1987 and the first quarter of FY 1988. Due to the heavy emphasis given to targeting Indigenous from the highlands for short-term training programs, the placement contractors have been necessarily forced to utilize U.S. bilingual (Spanish-English) training institutions that are not widely distributed. While this map indicates primary training site, most Trainees receive some training and Experience America activities in states other than the primary training site. This is not indicated on the map.

As a primary training site, Florida has received the largest proportion (69 percent) of Guatemalan Trainees, followed by Massachusetts (15 percent), Michigan (6 percent), and Texas (5 percent). Three other states--New Mexico, Vermont, and California--have received 2 percent or less. Several other states received between one and five Trainees between FY 1985 and FY 1987--Arizona, Arkansas, Colorado, Illinois, Iowa, Kansas, Louisiana, New York, North Carolina, Pennsylvania, and the District of Columbia.

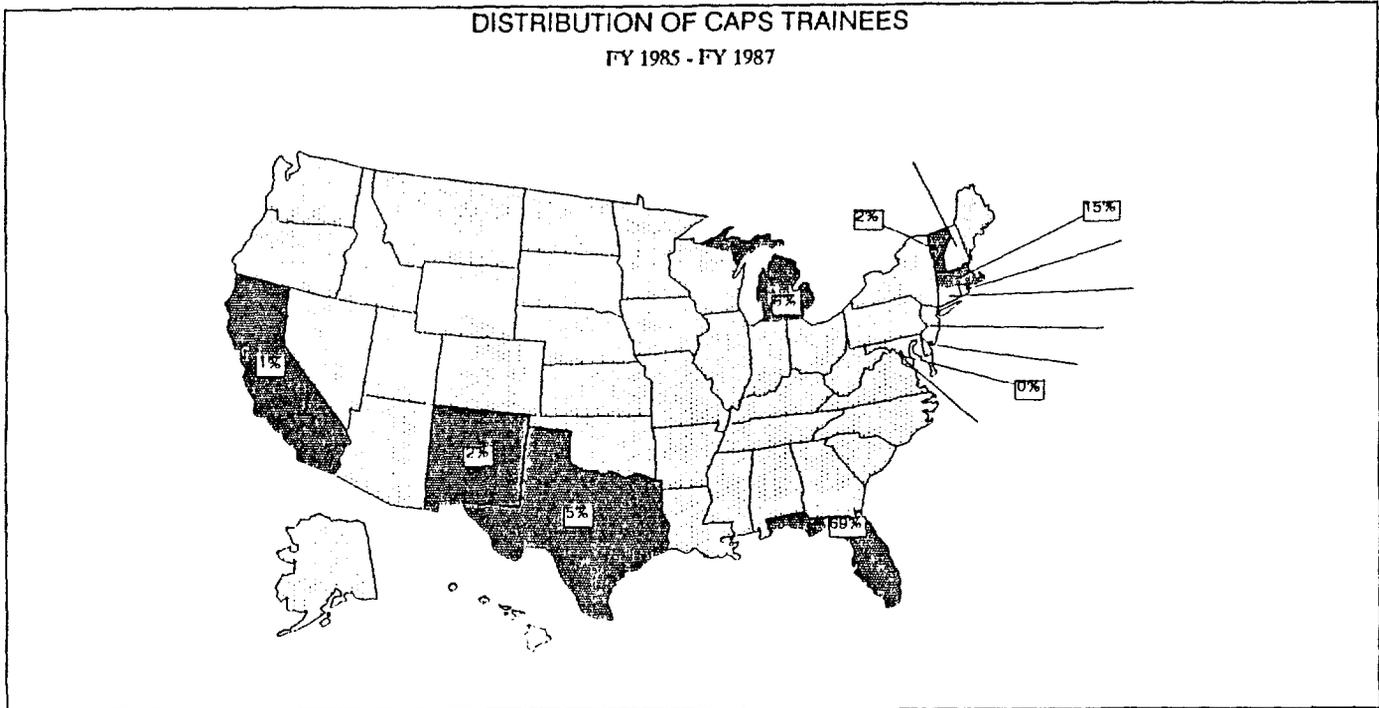


Figure 3.3

In order to answer the question, "How well were the services provided?", data were collected from Trainee questionnaires (exit and returnee) as well as from on-site observations by the evaluator.

METHODOLOGY

Exit Questionnaires

From October 1986 to June, 1988, 29 groups of Guatemalans were evaluated by Partners for International Education and Training (PIET). Twenty-three of these groups, including 882 Trainees, were evaluated between October 1986 and September 1987 (FY 1987); while six groups, including 232 Trainees, were evaluated between October 1987 and June 1988 (FY 1988).

Nearly half of all Trainees are recruited from the Indigenous population of Guatemala. Because the literacy level of this group is low, the program evaluation instruments designed for the CAPS project proved unsuitable. However, Creative Associates International evaluation staff, under contract with PIET, developed an evaluation approach designed for less literate Trainees. Because it took some time to develop the procedures, evaluations of programs offered early in the project are unavailable. Nevertheless, PIET/Creative Associates International has provided an analysis of Trainee exit evaluations of programs carried out since October 1986. A summary report prepared by PIET/Creative Associates is reproduced in Appendix B. Here we present data on selected categories of information: Predeparture Preparation, Training, and Experience America activities.

Returnee Questionnaires

Sample Selection and Data Collection Strategy

All 2,457 CAPS/Guatemala peace scholars who completed training in the U.S. between March 1985 and March 1988 served as the population from which a random sample was drawn. Using the Mission's CIS (a dBASE III file), records were sorted by fiscal year and every 10th record was marked. The marked records were then copied to a file. This new file (the sample) contained 420 records. The name, addresses, and other pertinent information needed to locate the sampled Trainees were verified and updated by Mission staff and given to a locally hired survey research consultant. The consultant was contracted by Aguirre International (the CLASP evaluation contractor) to help select, train, and supervise a team of 11 interviewers who would administer a 16-page Returnee Interview Form prepared by Aguirre International.

The data collection effort was undertaken in May of 1988 and lasted approximately three weeks. During this period interviewers received 24-hour initial training and periodic follow-up training. Representatives of Aguirre International conducted five training sessions.

A problem arose when (for security reasons) the Embassy security office recommended against sending interviewers to two departments of Guatemala--Solola and San Marcos. It became necessary to replace returnees who were from these areas and had been selected for the original sample. The survey research consultant used a random replacement procedure to identify the replacements.

Ultimately, 391 returnees were interviewed--287 (74 percent) in their homes, 76 (20 percent) at their workplace, and 28 (6 percent) at an unidentified location. In order to assess the potential for bias that might have been introduced either because of replacement or because of inability to conduct the interview, characteristics of the sample were scrutinized. Chi-square goodness-of-fit statistics were computed to compare sample and population proportions by sex, ethnic group, fiscal year, and field of training.

Sample-Population Comparisons

The returnees who were interviewed represent 21 departments of Guatemala and (for the most part) in proportions approximately equal to those of the population of Trainees. There are three notable exceptions: (a) Although 15 percent of all Trainees are from Solola, only 7 percent of respondents are from that department; (b) although 9 percent of all Trainees are from San Marcos, only 5 percent of respondents are from that department; and (c) while only 4 percent of all Trainees are from Zacapa, 12 percent of respondents are from that department. There were no interviews with returnees from the departments of Santa Rosa or Peten, but very few Trainees have come from these areas--one percent and less than one-half of one percent, respectively.

The following additional sample-population differences were identified:

- The proportion of women in the sample is greater than the proportion in the population (55 percent versus 43 percent).
- The proportion of Indigenous individuals in the sample is smaller than the proportion in the population (27 percent versus 45 percent).
- The proportion of individuals in the sample who were trained in FY 1988 is larger than the proportion in the population (20 percent versus 12 percent) and the proportion of individuals in the sample who were trained in FY 1986 is smaller than the proportion in the population (23 percent versus 33 percent).
- The proportion of individuals in the sample who were trained in education programs is larger than the proportion in the population (36 percent versus 19 percent) and the proportion of individuals in the sample who were trained in Health programs is smaller than the proportion in the population (10 percent versus 23 percent).

Since 39 percent of all Trainees in health programs are from Solola and 21 percent are from San Marcos (the two departments where interviewing was restricted for security reasons), replacement procedures could not fully compensate for the loss of these returnees from the sample. The net effect is that not only are Trainees in health programs underrepresented, but 40 percent of those interviewed are from the department of Guatemala even though only 10 percent of all Trainees in health programs are from that department.

Most Trainees from Solola are Indigenous (92 percent) and virtually all of those trained in health programs are Indigenous (218 out of 219); and 90 percent of the 219 are men. The inability to conduct interviews in Solola restricted the sample so as to limit the ability to generalize findings that pertain to Trainees in health programs.

With regard to the number of women in the sample, only the proportion for FY 1986 is in excess. While 23 percent of all individuals trained that year are women, the corresponding sample proportion is 43 percent. Most of these women were trained either in cooperatives programs (47 percent) or in health programs (32 percent). The underrepresentation of male Trainees for FY 1986 appears to be (in part) a direct consequence of the inability to conduct interviews in Solola. Health programs were emphasized that year and the Trainees in health programs who come from Solola are largely men. For training fields other than health, ratios of men to women in the sample approximate those in the population.

Finally, the underrepresentation of Indigenous Trainees--many of whom are from Solola--can also be attributed in part to the inability to conduct interviews in that department (following Embassy security officers' recommendations.) For training fields other than health, the proportion of Indigenous Trainees in the sample is only 2 percentage points below or (in the case of Education) above the population figure. However, 15 percent of all Trainees in health are Indigenous while the sample proportion is a mere 2 percent.

Analysis of Sample Data

Data were analyzed using the Statistical Package for the Social Sciences (SPSSPC +) version 2.0. Returnee interview items pertinent to (a) the benefit of training on Trainee's careers, (b) the benefit of training on developing ties with the U.S., and (c) the Follow-On provided by USAID/Guatemala were used as dependent variables. For items measured on a 5-point scale, the analysis of variance procedure ONEWAY was used to compare means of men and women, of Indigenous and non-Indigenous returnees, of returnees grouped by fiscal year (an approximate measure of the length of time the returnee has been back home), and of returnees grouped by field of training (five fields--health, education, cooperatives, small business, or community development--and Volunteer Organizations programs combined). Homogeneity of variance and range tests were requested. A probability level of .05 was the basis for deciding whether or not to accept a difference as statistically significant. Items not measured on a scale (for example, those with yes/no responses) were analyzed using the CROSSTABS procedure and, when appropriate, the Chi-square statistic was requested. Results produced with this procedure are reported as percentages.

Limitations

Findings that pertain to individuals trained in Health programs would not be generalized to Trainees from the Solola or San Marcos departments of Guatemala. The findings would extend primarily to individuals from Guatemala department.

RESULTS

The purpose of this section is to report on the services provided insofar as these relate to the Training component, the Experience America component, and Follow-On. Data are from exit and returnee questionnaires and from evaluator on-site observations.

Training Component

Predeparture Preparation

Trainees provided yes/no responses to two questions covering the in-country preparation they received prior to departure for the U.S.:

- Did you have enough time to get ready for your trip to the United States?
- Did you receive information about where you were going to live, the places you would visit, and life in the U.S. that helped you to adapt?

A much larger proportion of those trained in FY 1988 (90 percent) compared to FY 1987 (64 percent) reported having enough time to prepare for the trip. However, there was little apparent difference with regard to receipt of information prior to departure. The proportion responding "yes" to the second question in FY 1988 was only slightly higher than in FY 1987, 86 percent versus 81 percent. The percentages are reported in Figures 3.4 and 3.5.

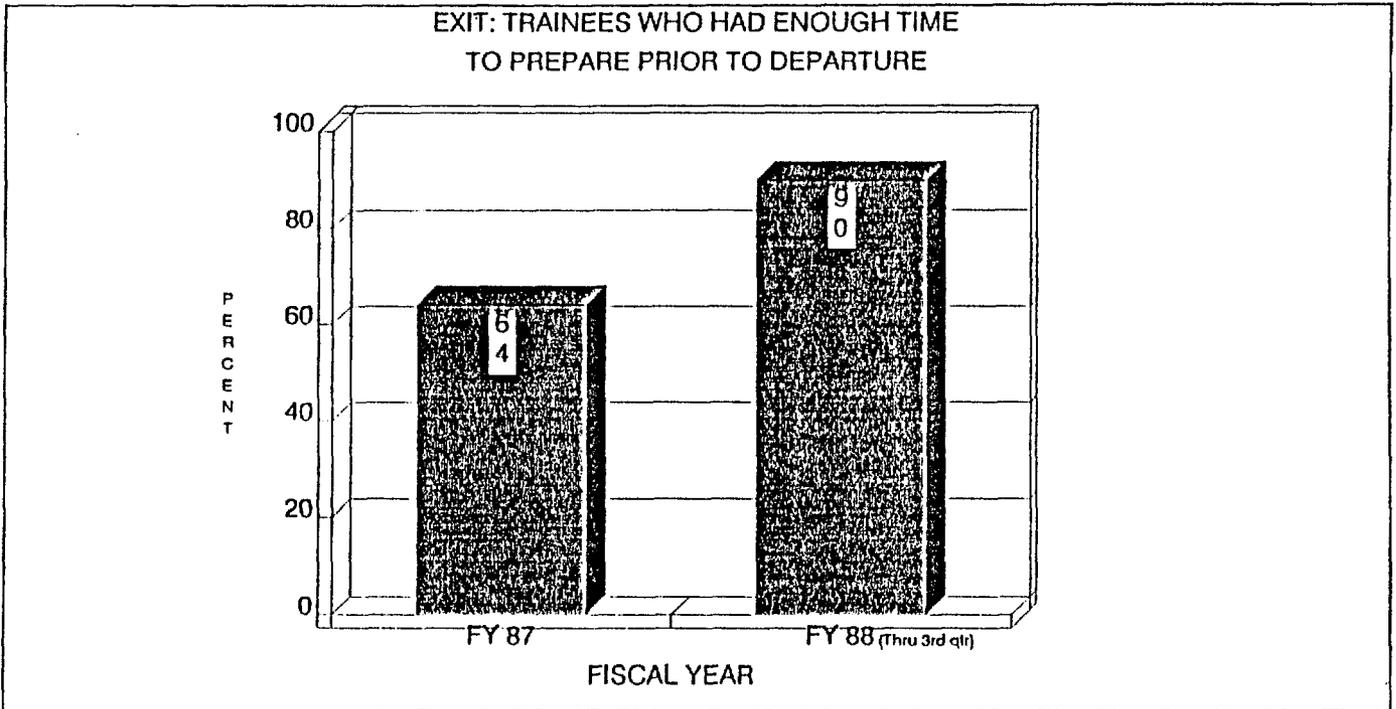


Figure 3.4

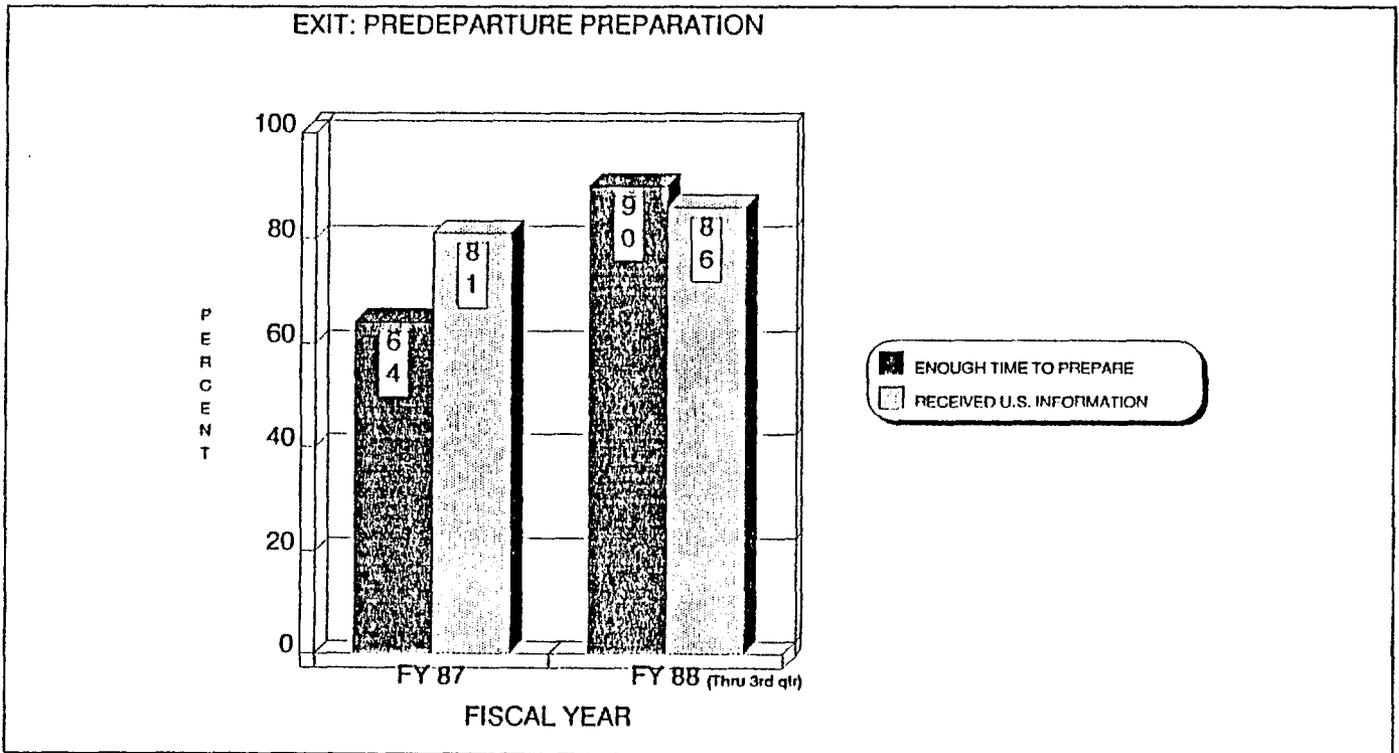


Figure 3.5

Evaluator On-Site Observations

The evaluator's on-site observations were made during the data collection effort in May 1988. The evaluator had the opportunity to observe a preorientation program and a predeparture preparation program.

Preorientation Program: The purpose of the preorientation program is to provide potential applicants with the opportunity to receive general information on the CAPS project, U.S. customs, and the training program for which they have been nominated by the referral agencies. In addition, the potential applicants are interviewed by the staff, who assess the extent to which the applicants meet CAPS criteria. Those who fit CAPS criteria are helped to fill out the application forms. The evaluator observed that the applicants were told they would be informed within five workdays if they were to be included in the short-list sent to USAID for final selection.

The application forms are reviewed by the staff who preselect candidates. The short-list of the preselected candidates is sent to the Selection Committee for final selection.

Predeparture Orientation Program: The predeparture orientation programs are designed by USAID/G, the implementing agency, Paz en America Central (PAZAC) and the U.S. training institutions. Staff members from the U.S. training institutions occasionally are the predeparture trainers. It is considered important that the training contractors be a part of the program in order to meet the awardees and make adjustments to fit the Trainee to awardee profile. It is also important for the awardees to meet the trainers.

The U.S. Ambassador, USAID/G Mission Director and the USAID project officers, and a medical doctor take part in the orientation as well. The USAID training officer explained that "for all practical purposes, Follow-On starts with predeparture orientation." It is right from the beginning that "we begin to build esprit de corps" which encourages Trainees to participate in Follow-On when they return. An AID/CLASP symbol is clearly displayed in front of the conference room. The activities take place in a setting and atmosphere that enhance commitment to CAPS goals and objectives, and provide a sense of belonging and participating in something important, both at an individual and collective level.

Awardees travel to Guatemala City for the one-day predeparture orientation program. They are gathered in a conference room at a local hotel. Upon arrival they receive an orientation packet and a name tag. Lunch is served at the project's expense. Toward the end of the day a group picture is taken--later distributed to each awardee and displayed in the PAZAC office.

The predeparture orientation packet contains information on itinerary; visa; arrangements for the medical examination; how to process his/her passport; what to expect in international travel, hotels and meals; money management; details about the amount of a CAPS award; insurance; and a set of forms which awardees will have to fill out during the course of the day.

The predeparture orientation program consists of:

- welcome by the training officer;
- explanation of CAPS goals and objectives by the training officer;
- explanation of the training program by the training officer;
- pretest questionnaire about perceptions concerning U.S. citizens;
- speech by the Ambassador and AID Director;
- speech by the project manager (usually emphasizing that both social and economic development must take place in order to help society grow);
- detailed information on the Acquired Immune Deficiency Syndrome (AIDS) disease by the medical doctor;
- group dynamics activities centering on the awardees fears and expectations; and
- the CAPS song, sung by the Trainees.

In addition, each awardee is asked to sign a form stating he/she understands CAPS goals and objectives and intends to return to serve Guatemala. Once the awardee has received a medical certificate and clearance for international travel, he/she receives a carry-on bag with an AID/CLASP symbol visibly displayed. (These bags are donated by Eastern Airlines.)

In summary, exit questionnaire data indicate that there has been some improvement in the predeparture program from FY 1987 to FY 1988. The current predeparture preparation program observed by the evaluator seems adequate for Trainees going to the U.S. for short-term training.

Results of Exit Questionnaires

In this section we report on the quality of training programs from the Trainees' point of view. Data collected from the exit and returnee questionnaires are discussed.

Fiscal year differences were noted for two questions that concerned the training received in the U.S. While in FY 1987, 81 percent of Trainees surveyed said that they had learned all they wanted to, in FY 1988 an even larger (95 percent) answered in the affirmative. Further indication of higher satisfaction for FY 1988 training is that the proportion who indicated the length of training was "just right" rose from 46 percent in FY 1987 to 70 percent in FY 1988. Percentages are reported in Figures 3.6 and 3.7.

EXIT: TRAINEES WHO LEARNED ALL THAT
THEY WANTED TO LEARN FROM TRAINING

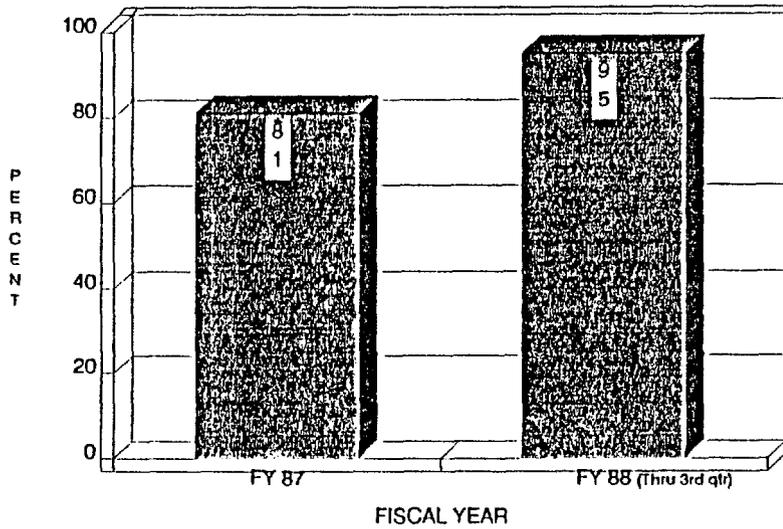


Figure 3.6

EXIT: TRAINEES SATISFACTION
WITH LENGTH OF THEIR TRAINING PROGRAM

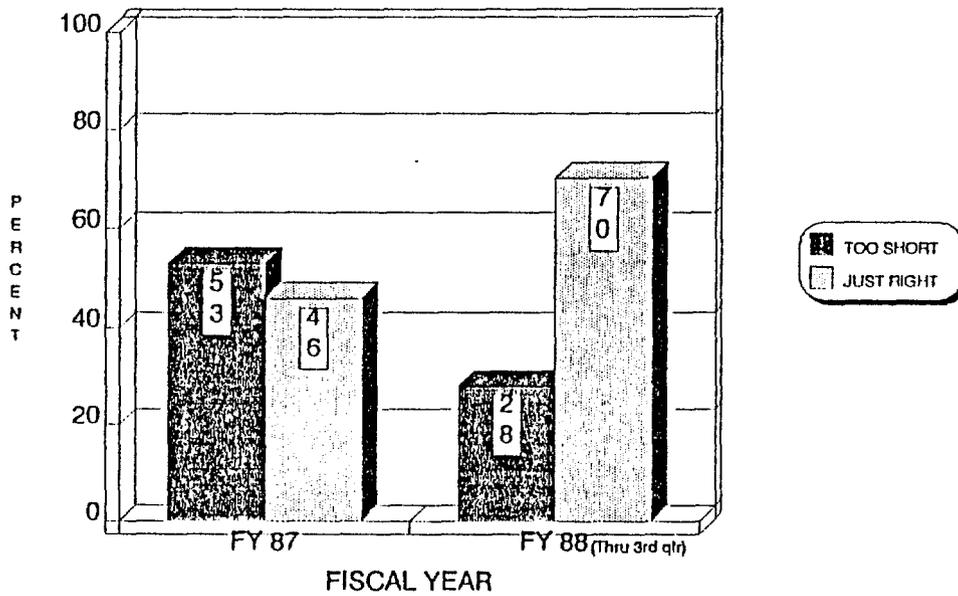


Figure 3.7

Results of Returnee Questionnaires

Among the 391 returned Trainees, there was a high overall level of satisfaction with the training received (mean = 4.5 on a 5-point scale); by comparison, the extent of obtaining expectations was slightly lower (mean = 3.8 on a 5-point scale). Neither satisfaction level nor degree of obtaining expectations varied according to the field of training.

About three-fourths of returnees who had been trained in either health or education programs reported that the training had been useful to a "great" or a "very great extent" for learning specific skills and techniques. Just under two-thirds of those trained in cooperatives and community development/voluntary organizations and just over half of those trained in small business programs felt that the training programs were useful for learning specific skills or techniques. The percentages are shown in Figure 3.8.

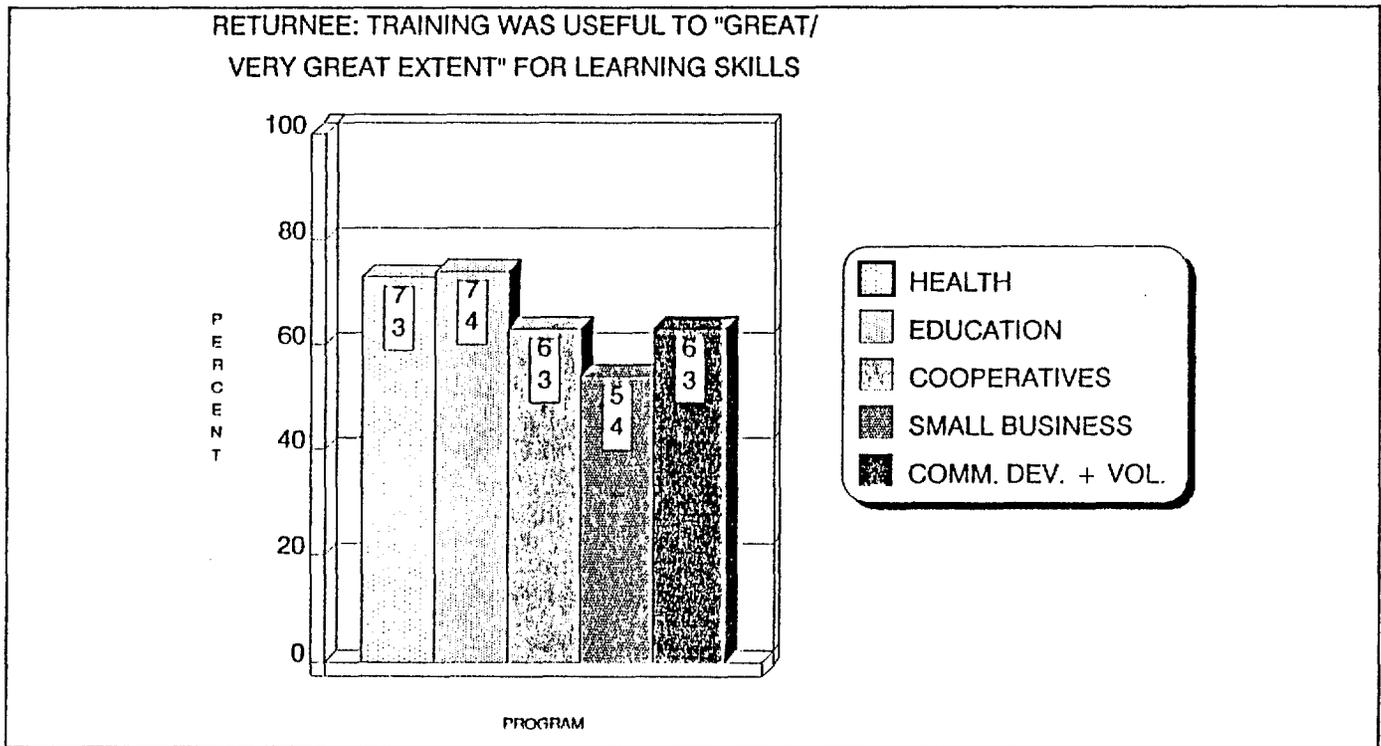


Figure 3.8

Regardless of training field, the majority of returnees felt their competence had been improved by training. A large percentage of returnees trained in education (80 percent) reported "much" or "very much" improved competence on the job. Percentages for other fields ranged from 74 percent to 79 percent. Percentages are reported in Figure 3.9.

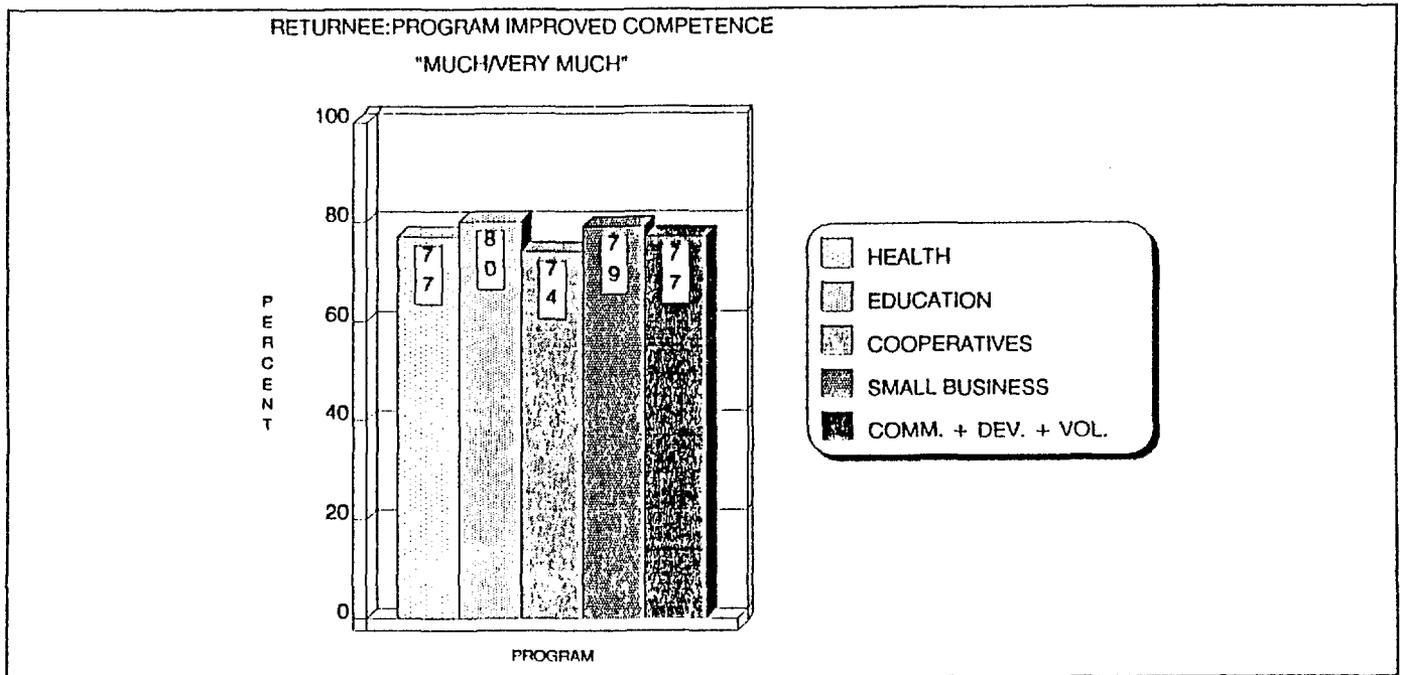


Figure 3.9

Discussion

In conclusion, most (99 percent) training during CAPS/ Guatemala Phase I was short-term training. The Mission has made a great effort to comply with LAC/DR/EST policy guidance concerning the length of short-term training.

Data from the exit and returnee questionnaires indicate trend differences by fiscal year: the length of short-term training has increased; Trainee satisfaction with the length of training has also increased; and Trainee satisfaction with what they have learned has also increased, indicating that the Mission has indeed improved the training programs.

Regardless of when the training took place, the overall level of satisfaction with training programs is high among returned Trainees. Similarly, across all fields and years in which training has taken place, most returnees believe their competence was improved by training. However, differences by field of training were noted with regard to learning specific skills and techniques. As one might expect, those trained in education and health-related fields gave the highest ratings to usefulness of training for learning specific skills and techniques.

Experience America Component

Results of Exit Questionnaires

From FY 1987 to FY 1988, because of a change in the way the Mission implemented Experience America activities (fewer home visits but more direct contact with North Americans, including presentations to North American by the Trainees), there was a drop in the proportion of Trainees reporting visits in the homes of North American families--from 72 percent in FY 1987 to 52 percent in FY 1988, and there was a decline in the proportion reporting that they got to know North Americans well--from 73 percent in FY 1987 to 48 percent in FY 1988 (see Figures 3.10 and 3.11).

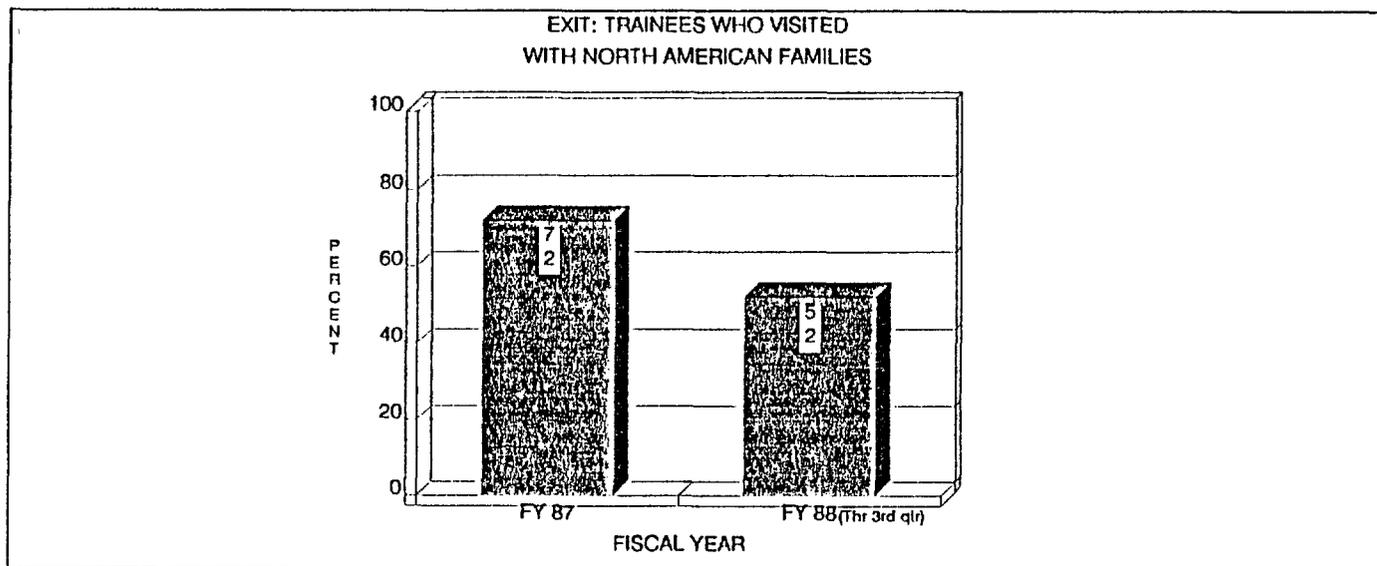
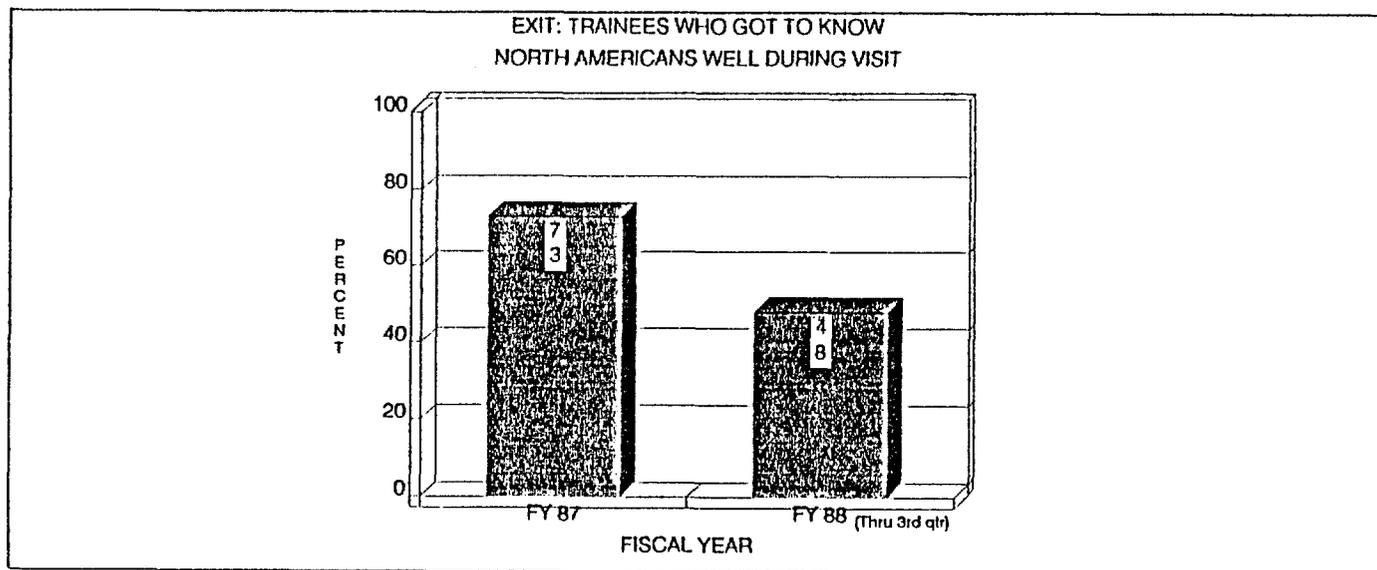


Figure 3.10



At the same time, there was an increase in the proportion reporting that they discussed life in the U.S. with U.S. citizens--from 75 percent in FY 1987 to 92 percent in FY 1988. There also was a rise from 62 percent in FY 1987 to 98 percent in FY 1988 in the proportion of Trainees who said they made presentations to North American citizens about life and customs in their own country.

Finally, there was a dramatic rise from 44 percent to 74 percent in the proportion stating that they saw and did everything they had wanted to while in the U.S. Figures 3.12 through 3.14 show these increases.

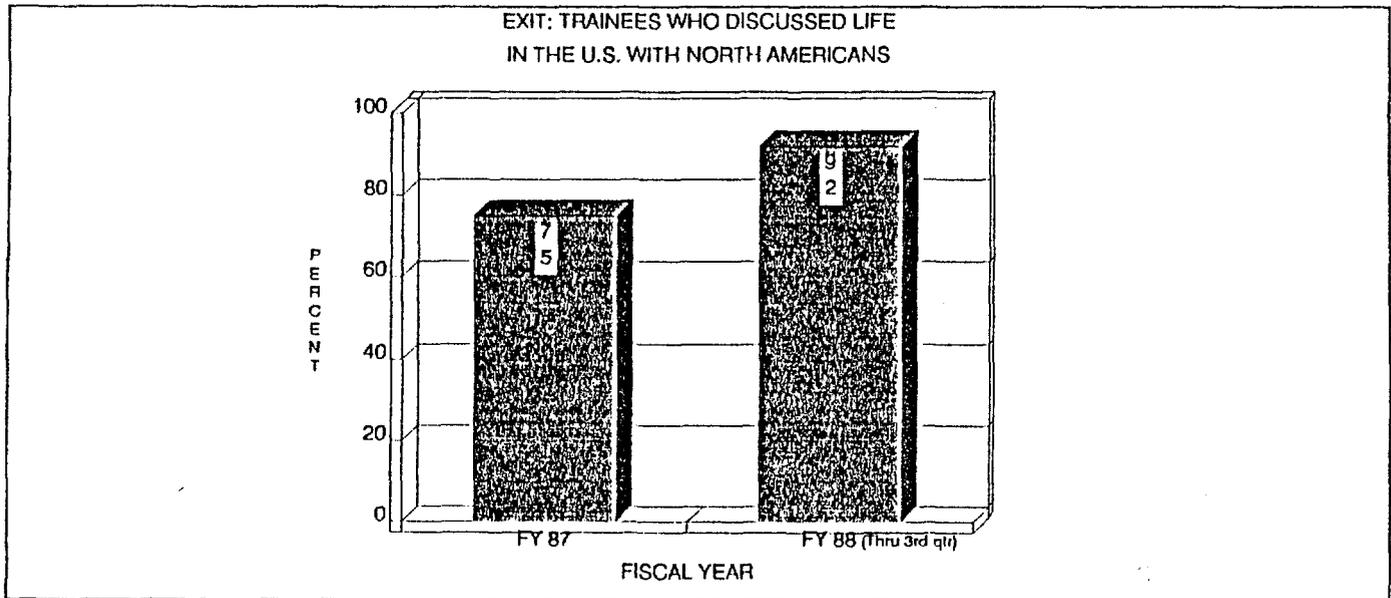


Figure 3.12

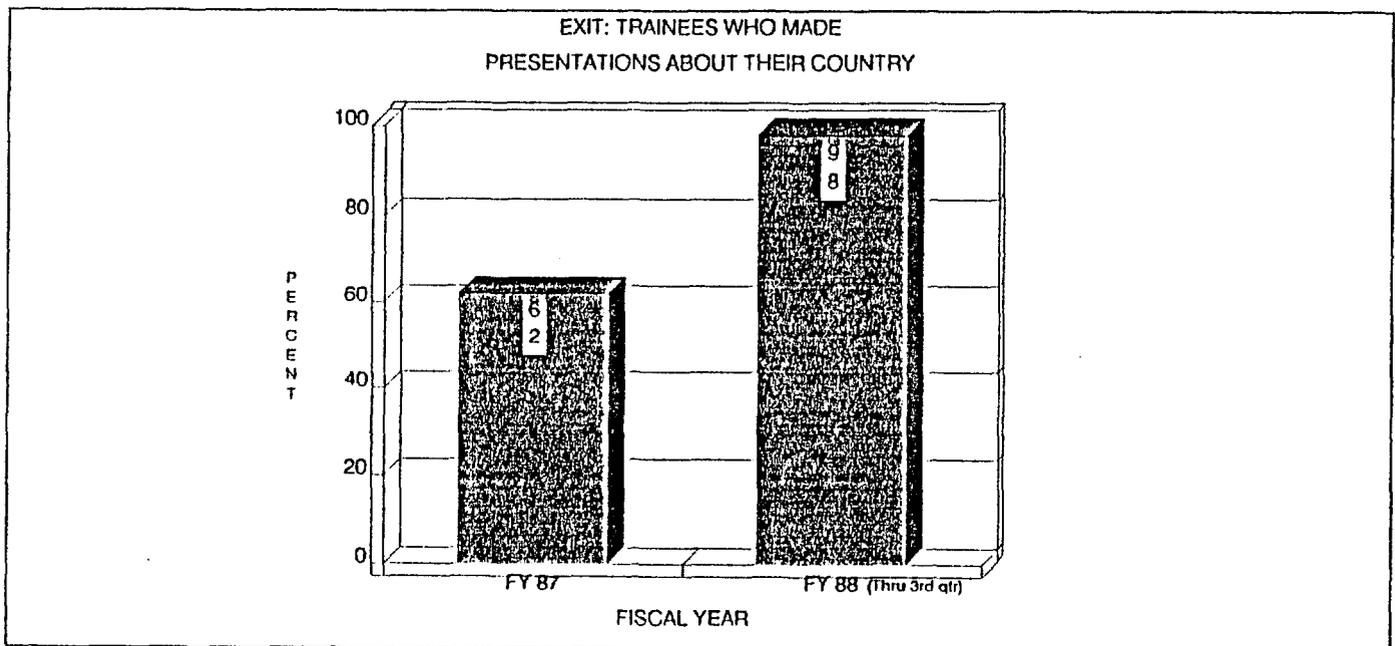


Figure 3.13

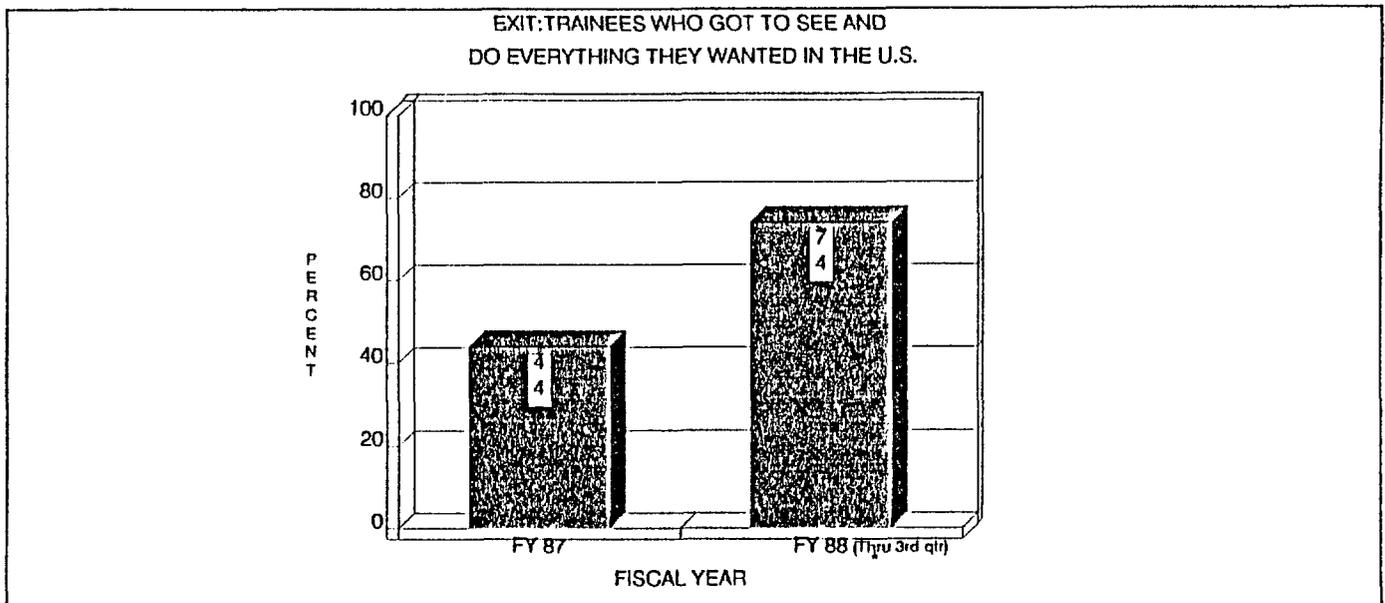


Figure 3.14

The Experience America component has been more difficult for the Mission's contractor to program than the Training component. There are various reasons: (a) Policy guidance from LAC/DR/EST has been general from the program's inception; (b) prior to CAPS, LAC/DR/EST and the field Missions have little experience implementing "cultural exchange" programs; (c) adequate funding for this component has not been provided; (d) a good part of the programming depends on the good-will and cooperation of host-families and volunteer organizations; and (e) the target groups (the Indigenous from Guatemala's highlands) limit the kinds of experiences that could be offered because of language barriers.

Results of Returnee Questionnaires

During interviews in Guatemala, returnees were asked to indicate on a 7-point scale how they would characterize the U.S. according to the following dimensions: unfriendly/friendly; disorderly/orderly; passive/active; unjust/just; ungenerous/generous; insensitive/sensitive; and nonaggressive/aggressive. For purposes of analysis, responses were reduced to a 3-point scale corresponding to negative, neutral, and positive characterizations.

On most dimensions the majority of the returnees (74 percent or more) gave positive characterizations to the U.S. as a country. (See Figure 3.15). The one exception--ratings on aggressiveness--was notable for several reasons: (a) Overall, only 46 percent of the returnees characterized the U.S. positively--as nonaggressive; (b) the responses of men and women differed significantly--women were more likely than men to characterize the U.S. as nonaggressive; and (c) the FY 1985 response pattern differed significantly from that of other years. The proportion characterizing the U.S. positively (as nonaggressive) in FY 1985 (21 percent) was lower than for subsequent years--percentages since 1985 have ranged from 46 percent to 55 percent.

By comparison, returnees for FY 1987 gave the most favorable ratings--not only on the nonaggressiveness but on friendliness and justness as well. No other differences were observed in the characterizations given by Trainees from different fiscal years. Regardless of the dimension being considered, returnees trained in different fields gave similar characterizations--as did returnees with different ethnic origins (Indigenous or Ladino). It may be mere coincidence that the most positive characterizations came from those trained in FY 1987 when a large proportion reported visiting U.S. families and getting to know them well.

Discussion

Data from the exit questionnaires indicate a dramatic drop in the proportion of Trainees visiting North American homes and getting to know North Americans well. This was based on a conscious decision by the Mission to "increase contact with North Americans and have the Guatemalans 'educate' North Americans by making presentations about Central America." Home stays were reduced, primarily because of the difficulty in arranging for 40 home stays per groups. Cost containment was also a factor in the decision. This raises concerns. An unintentional effect of the emphasis on cost containment may be the cutting out of experiences and activities provided for the Trainees. One PIET representative noted that the emphasis on cost containment is indeed affecting CAPS/Guatemala Trainee experiences and activities because "some things have to be cut back."

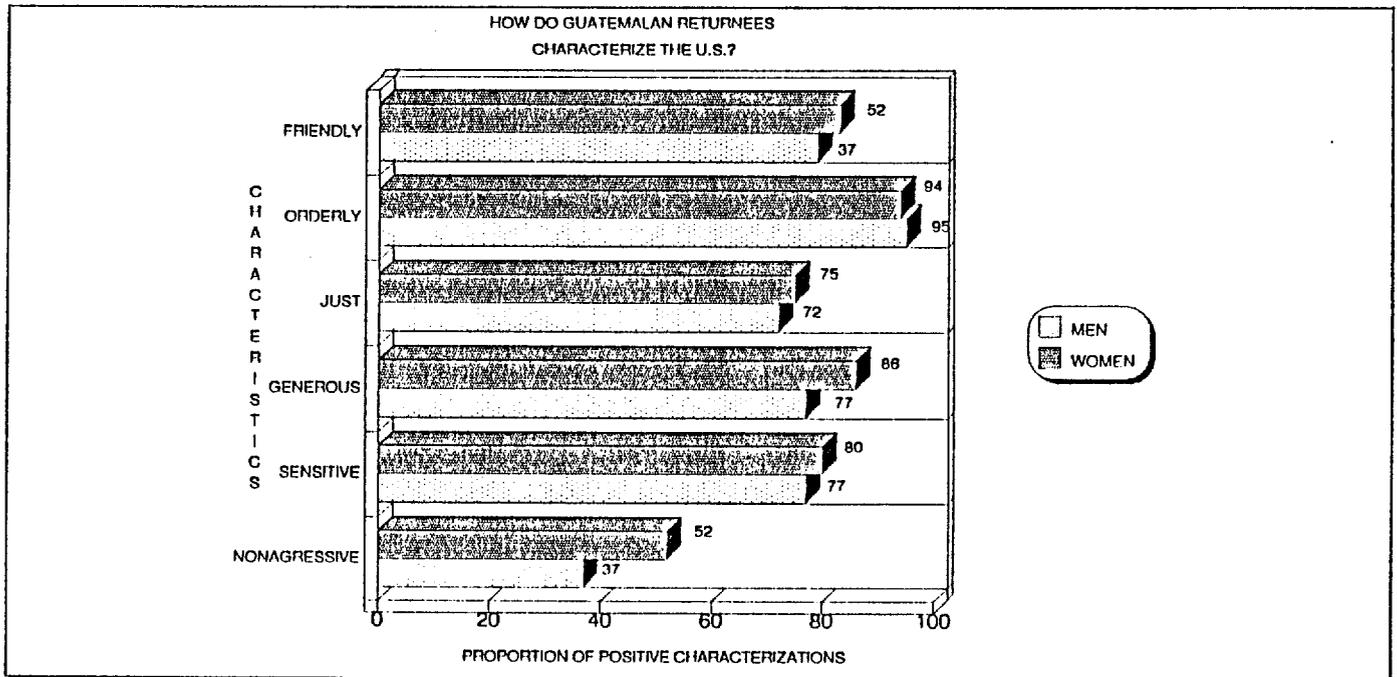


Figure 3.15

15

Follow-On

Results of Returnee Questionnaires

While the Mission reports that it "has provided the Alumni Newsletter and an invitation to all returnees to join the Association," of the 391 returned Trainees who were interviewed, only 258 (66 percent) said that since their return they had been provided with information or services by someone connected with the USAID training program in which they had participated. As can be seen in Figure 3.16, percentages of returnees reporting Follow-On were about the same for each fiscal year. Of the 258 who received Follow-On, a majority (79 percent) said that the Mission had provided it. Another 20 (8 percent) indicated that the training organization in the U.S. had provided the Follow-On while 12 respondents (5 percent) attributed the Follow-On to "people met in the U.S." and 8 percent did not identify the provider. Figure 3.17 shows by fiscal year proportions who received Follow-On from USAID compared with other providers.

According to returnee interview responses, Follow-On by the Mission has consisted primarily in providing the returned Trainees with literature or information. Three-fourths (75 percent) of the 204 who reported Mission Follow-On cited literature or information as a type of Follow-On while just over one-third (36 percent) cited an alumni organization. Literature or information was the main form of Follow-On provided by other sources other than USAID as well.

The Trainees who had received Follow-On rated the usefulness of the information or services provided. They responded on a scale of 1 to 5, with 1 indicating "of no use" and 5 indicating "very useful." For those receiving Follow-On from the Mission, the overall mean for usefulness was 3.2. Ratings given to Follow-On from the other sources noted above ranged from 2.85 to 3.17. (The numbers of respondents reporting other Follow-On sources were too small to allow inferences concerning the differences in mean ratings.)

Ratings of Trainees who received Follow-On were compared on the basis of sex, ethnic group (Indigenous or Ladino), fiscal year (4 years), and field of training. (Most respondents were trained in one of six fields--health, education, cooperatives, small business, community development or volunteer organizations.) Findings reported below are based on comparisons of group means. Only differences significant at the .05 level of probability are reported. Mean usefulness ratings by fiscal year are reported in Figure 3.18.

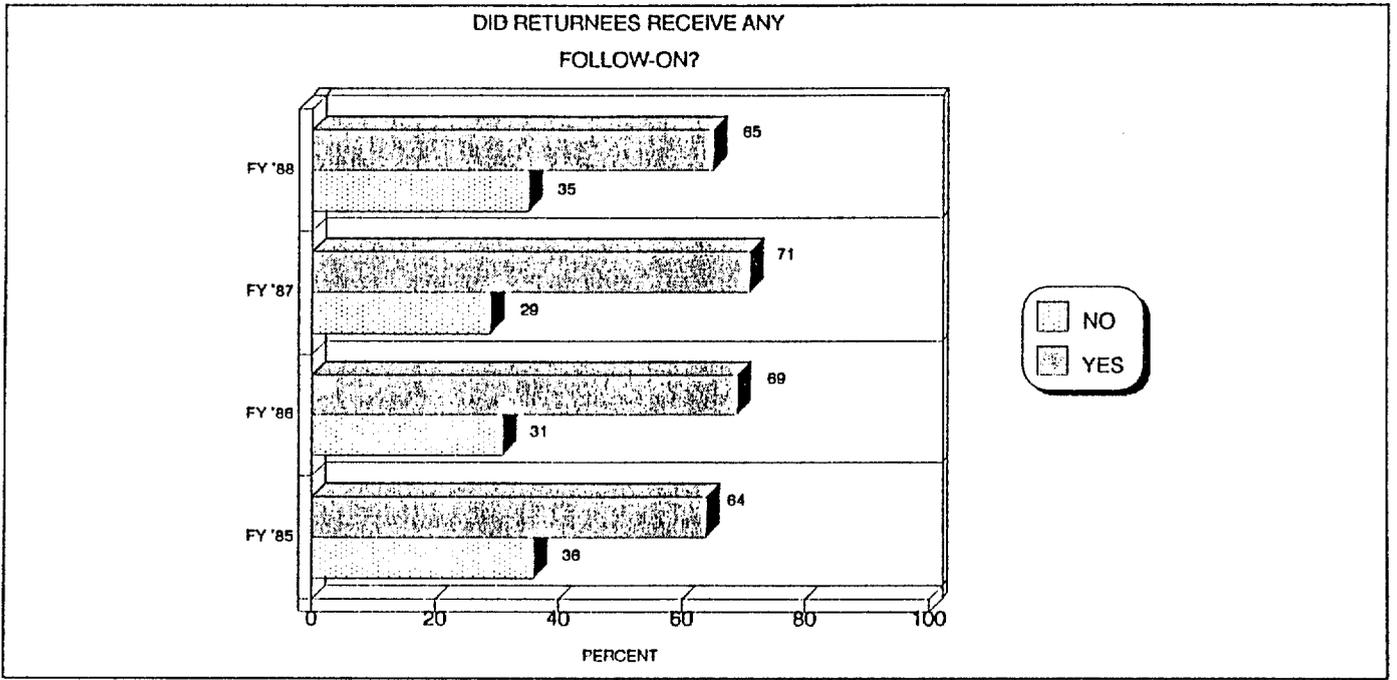


Figure 3.16

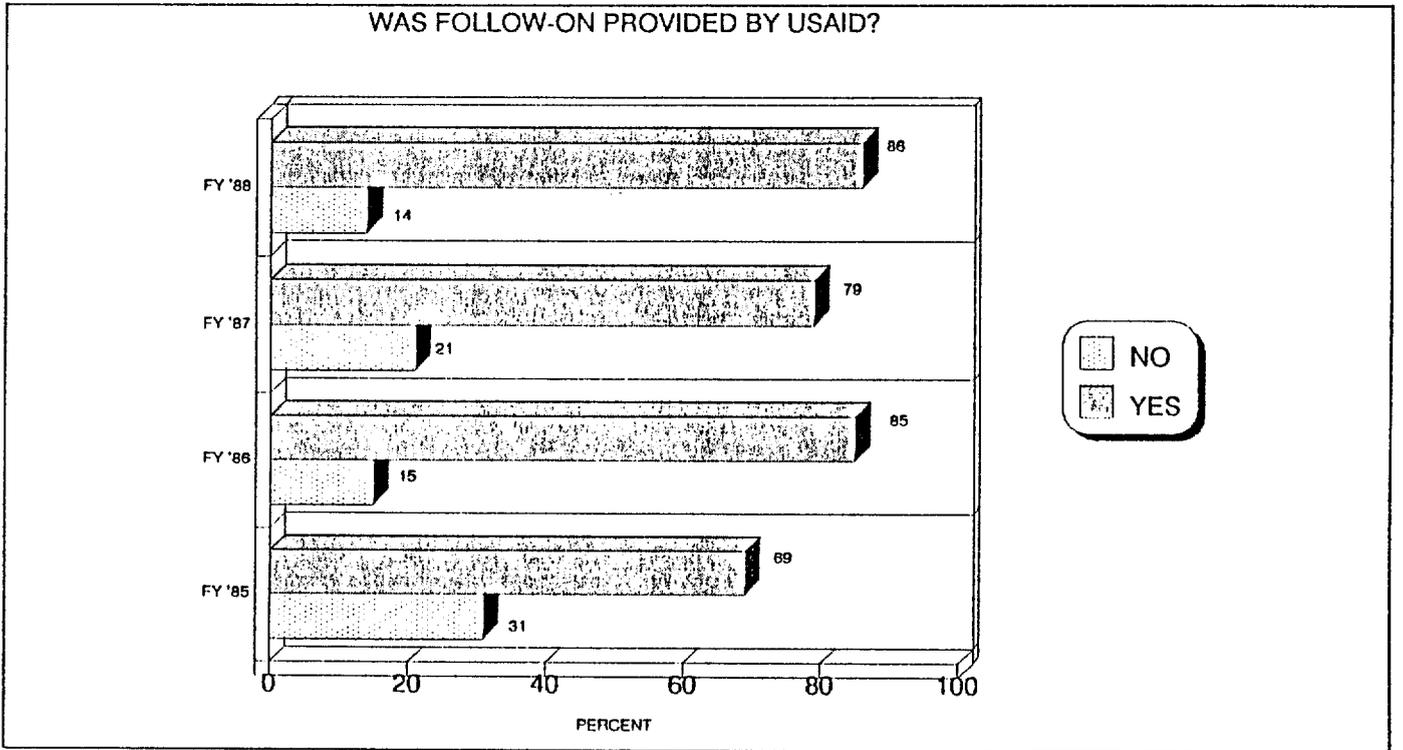


Figure 3.17

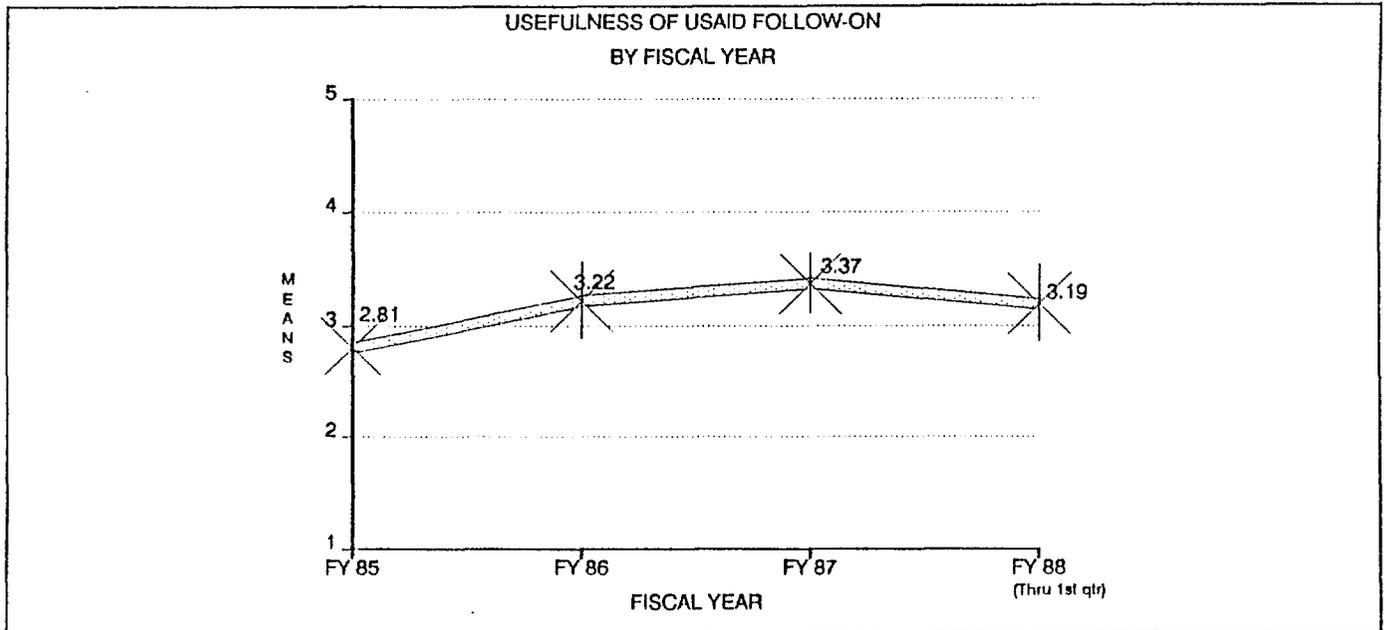


Figure 3.18

Findings

- The usefulness of USAID Follow-On as rated by men and women, by Indigenous and Ladino groups, and by Trainees in different programs did not differ.
- Trainees who received training in FY 1985 found the Follow-On provided by USAID to be less useful than did those who received training in FY 1987. (Ratings of those trained in FY 1986 and FY 1988 were also higher than ratings of those trained in FY 1985, but differences were not statistically significant.)

Evaluator On-Site Observations

Re-entry orientation is considered the first major Follow-On activity. It is during this program that the awardees sign up for membership in the alumni association and are encouraged to design community development activities or strengthening of cottage industries or small businesses to implement in their towns and villages.

Returnees from various groups pay their own way to Guatemala City for the program. The program takes place in a conference room in a local hotel. Breakfast and lunch are served at the project's expense. Upon arrival the awardees receive a name tag and a packet of materials. Symbols of AID/CLASP are prominent in front of the conference room.

The U.S. Ambassador and AID Director or Deputy Director participate in all of these re-entry programs. The training officer welcomes the returnees. Activities that begin after breakfast are as follows:

- registration for the alumni association--once registered the returnee receives an AID/CLASP pin;
- re-entry exercises through group dynamics;
- leadership role-playing activity;
- simulation exercise on how to apply in Guatemala the knowledge/skills learned in the U.S.;
- post-test on the returnees' perceptions concerning U.S. citizens (The results have not been analyzed as yet.); and
- singing of the CAPS song.

The Follow-On program is more extensive. It includes the alumni association, the newsletter, training courses to reinforce leadership and technical skills, and an opportunity to apply skills through self-directed development projects. It also includes project funding (monies from non-CAPS sources) for community activities.

The returnees have been responsive to the idea of an alumni association--1,800 returnees have registered so far. The alumni association serves as a vehicle for the returnees to design and propose development projects. Fifty-three projects have been designed by alumni, and to date, several have been funded. The funding for these projects will be funded from non-CAPS funds.

The money to fund these projects will be granted to a Guatemalan Private Voluntary agency. This PVO will not only supervise the projects but will also work with the CAPS alumni association (which has recently obtained legal status) to develop its own administrative capacity to develop, oversee, evaluate, and manage development activities.

Five issues of the alumni association's newsletter have been published. The newsletter has a symbol of peace, and the first and second issues contain a greeting by the U.S. Ambassador. The newsletter publishes material written by the returnees and notices of upcoming training courses and other activities of interest.

Several Follow-On training courses took place during FY 1986 and 1987. The purpose of the training courses was to reinforce the leadership and technical skills acquired in the U.S. As of this writing the Mission has issued a RFP to expand the CAPS Follow-On Program so that every short-term Trainee will receive four courses (one week each) over the first two years after returning from U.S. training.

Discussion

Returnee evaluations of Follow-On indicate that it has been useful for them. Based on our observations we would say that the CAPS/Guatemala Follow-On program is outstanding. Furthermore, we believe the re-entry program to be well designed and potentially quite useful as a springboard for future Follow-On activities. To our knowledge, this is the first major Follow-On program in any of the CLASP countries. It has been successfully implemented since 1986 and because of its size (over 2500) alumni (December 1988) and the variety of activities, it could serve as a model for other countries.

Trainee Benefits from Training Programs

Benefits of Training for Returnees' Careers

Of the 391 returnees who were interviewed, 330 (84 percent) were working at the time of the interview. One-half of the remaining 61 said that they were looking for work. Only those respondents who were actually working provided data used to assess the benefits of training on Trainees' careers. The results presented below are based on their responses to these five questions:

- How useful was the program to you in your present job?
- To what extent has the program helped you advance faster than colleagues who did not participate in the program?
- To what extent were you able to put into practice what you learned in the U.S.?
- How much has the program helped you increase your salary faster than your colleagues?
- To what extent do you have the resources available to enable you to put into practice what you learned in the program?

The returnees responded on a scale of 1 to 5, with 1 indicating "not at all (useful)" and 5 indicating either "very useful," "to a very great extent" or "very much," as appropriate. Mean responses ranged from 4.22 (for the overall usefulness of training to present job) to a low 1.90 (for extent training helped increase salary). Responses were compared on the basis of sex, ethnic group (Indigenous or Ladino), fiscal year (for 4 years), and field of training. (Most respondents were trained in one of six fields--health, education, cooperatives, small business, community development or volunteer organizations.) Findings reported below are based on comparisons of group means. Only differences significant at the .05 level of probability are reported.

Findings

- The benefits of training on careers of men and women were similar except in usefulness of the training to the present job. Women found the training more useful in their present jobs than did men. (See Figure 3.19.)
- The benefits of training on careers of Indigenous and Ladino groups were similar except with regard to the availability of resources to put into practice what was learned. The Indigenous group was less likely than the Ladino group to feel they had the resources for putting training into practice. (See Figure 3.20.)
- The benefits of training on careers of those trained in different fiscal years were similar for all five indicators. (Fiscal year is an approximate measure of the length of time Trainees have been back home.)
- The benefits of training on careers of those trained in different fields were similar except with regard to salary and speed of advancement: (a) compared to respondents trained in other fields, those trained in small business were more likely to report that the training helped increase their salaries; and (b) those who participated in education, community development, or volunteer organizations training programs were more likely to believe that the training had helped them to advance quickly (but presumably without notable increase in salary). (See Figures 3.21 and 3.22.)

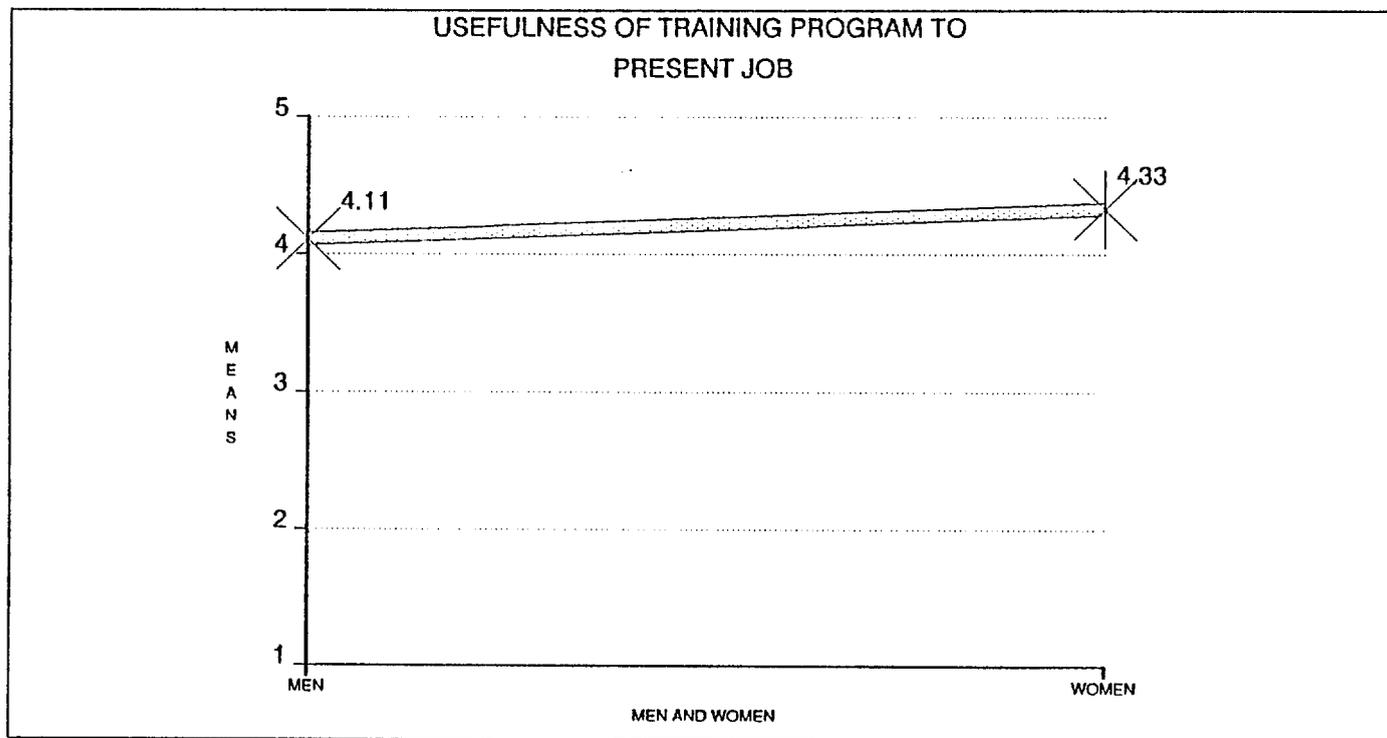


Figure 3.19

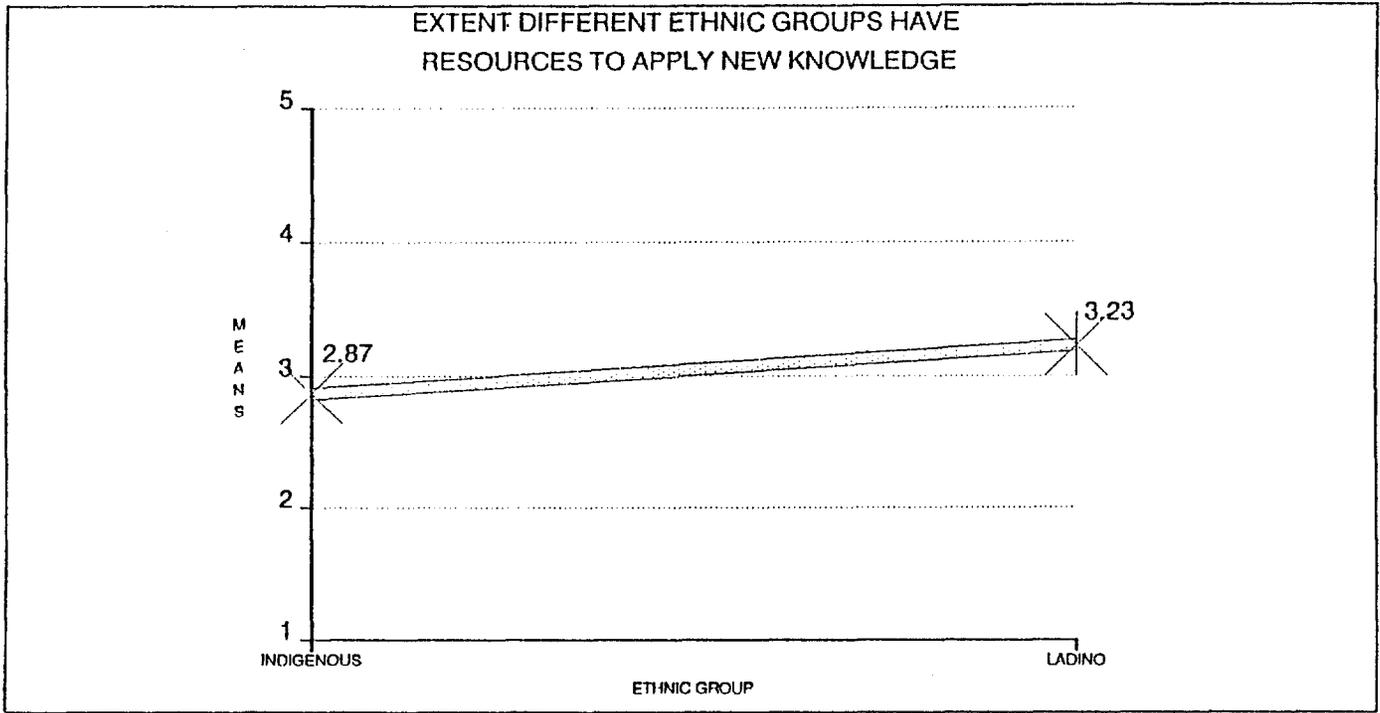


Figure 3.20

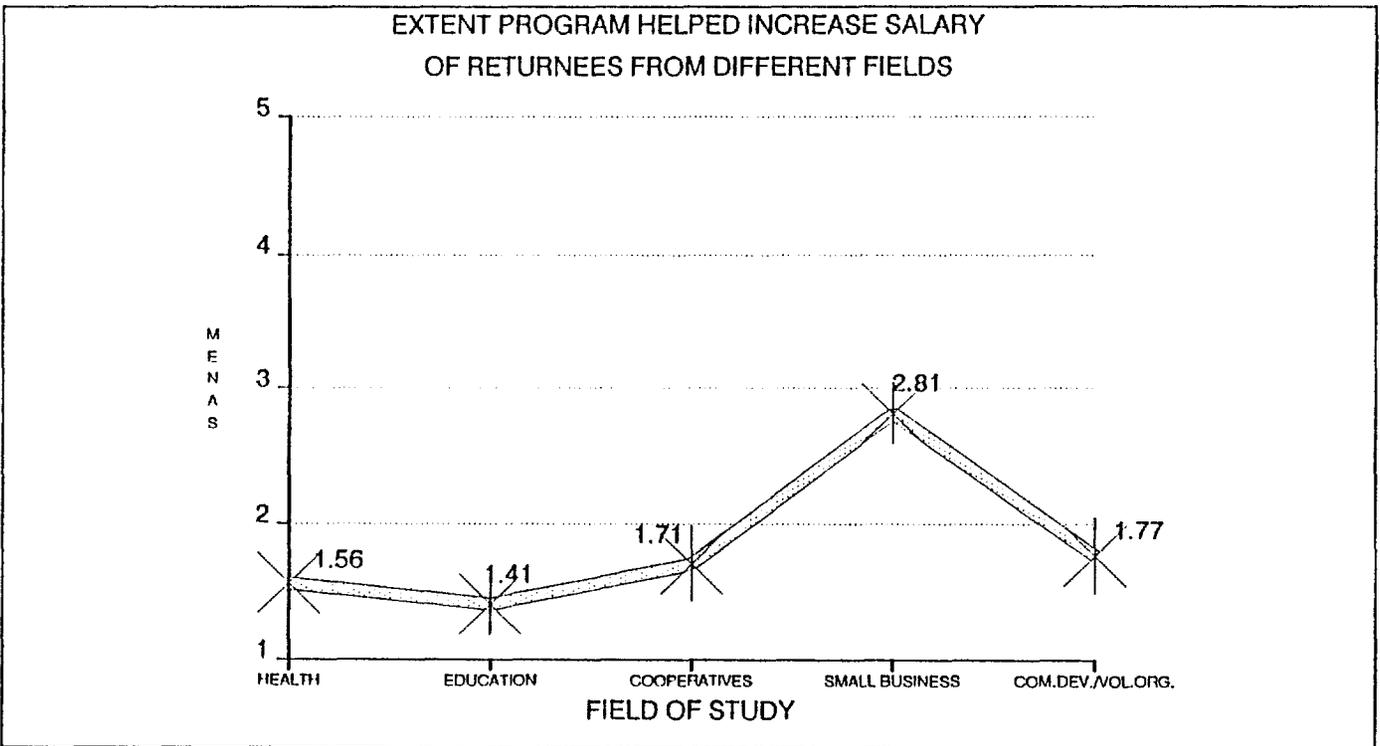


Figure 3-21

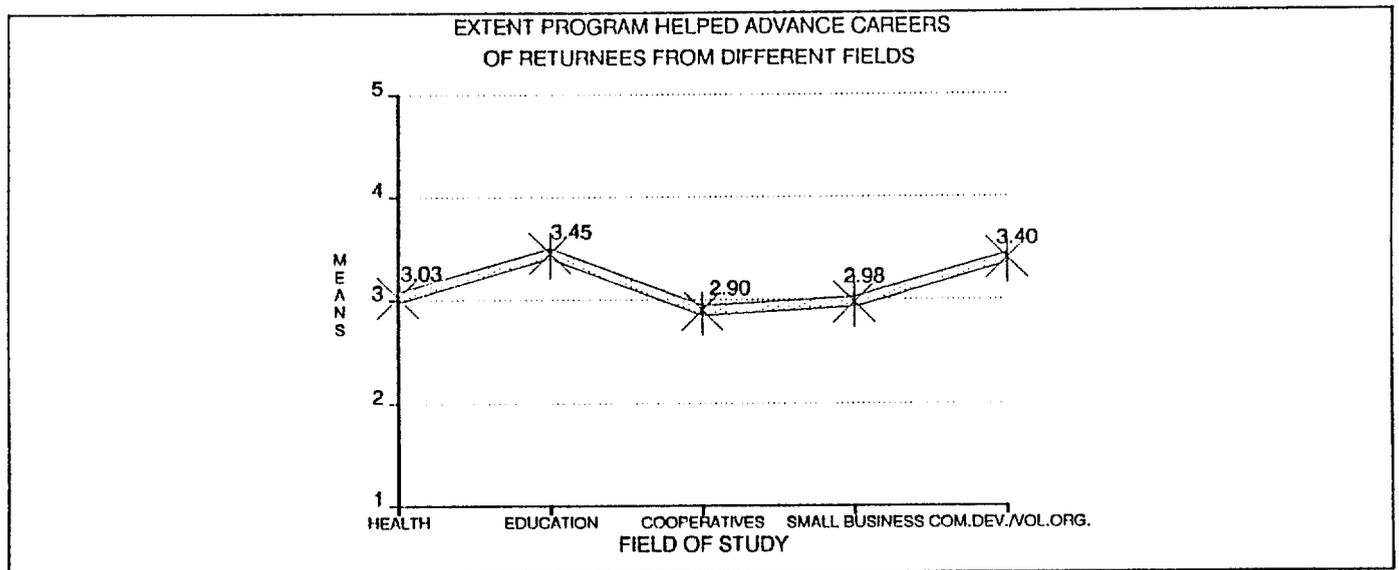


Figure 3.22

Benefits for Returnees' Ties With the U.S.

All 391 returnees who were interviewed were asked the question "How useful was the program for developing relationships with people in the U.S. who have the same kind of job you have?" They responded on a scale of 1 (not at all useful) to 5 (very useful). The overall rating was low--2.41. Responses were compared on the basis of sex, ethnic group (Indigenous or Ladino), fiscal year (4 years), and field of training. (Most respondents were trained in one of six fields--health, education, cooperatives, small business, community development or volunteer organizations.) Findings reported below are based on comparisons of group means. Only differences significant at the .05 level of probability are reported.

Findings

- There was no difference between men and women with regard to the perceived benefits of training for developing ties with people in the U.S.
- There was no difference between Indigenous and Ladino groups with regard to the perceived benefits of training for developing ties with people in the U.S.
- The perceived benefits for developing ties with people in the U.S. was greater for recent returnees (FY 1988) than for earlier returnees (both FY 1985 and FY 1986). The FY 1987 mean was also higher than those for earlier years, but the difference was not statistically significant. (See Figure 3.23.)

- The perceived benefits of training for developing ties with people in the U.S. was greater for those trained in community development/volunteer organizations, and in education than for those trained in other fields--small business, cooperatives, or health. (See Figure 3.24.)

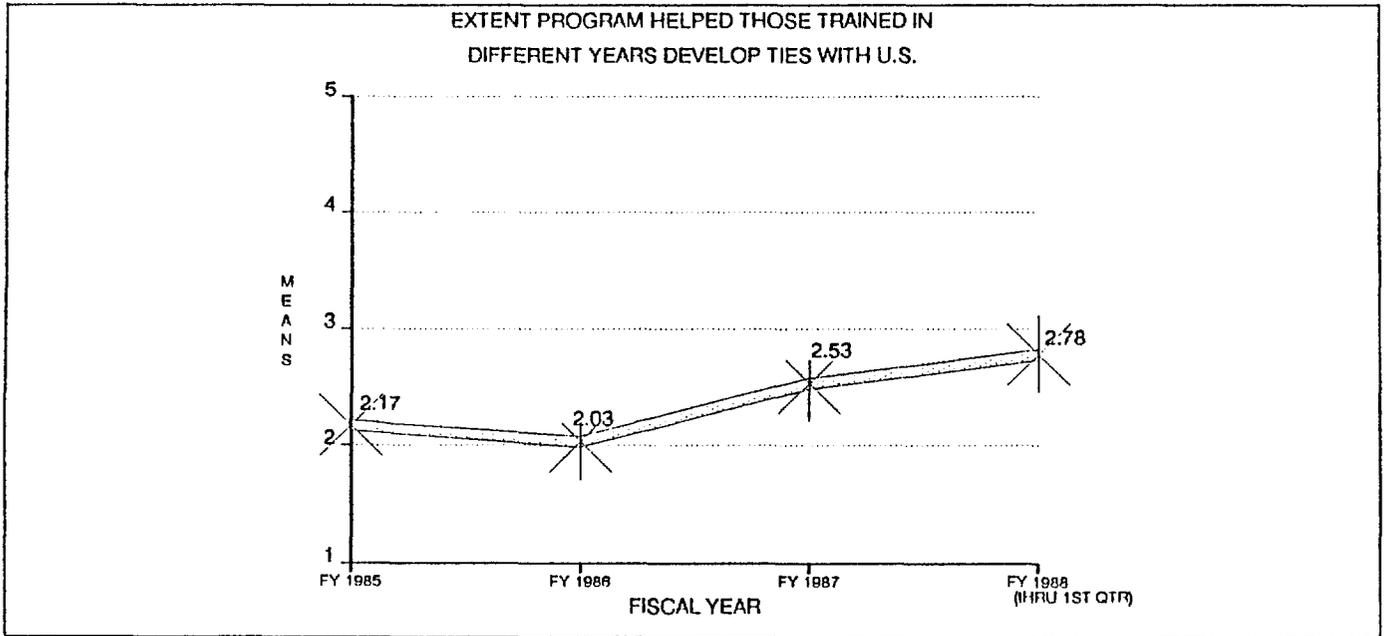


Figure 3.23

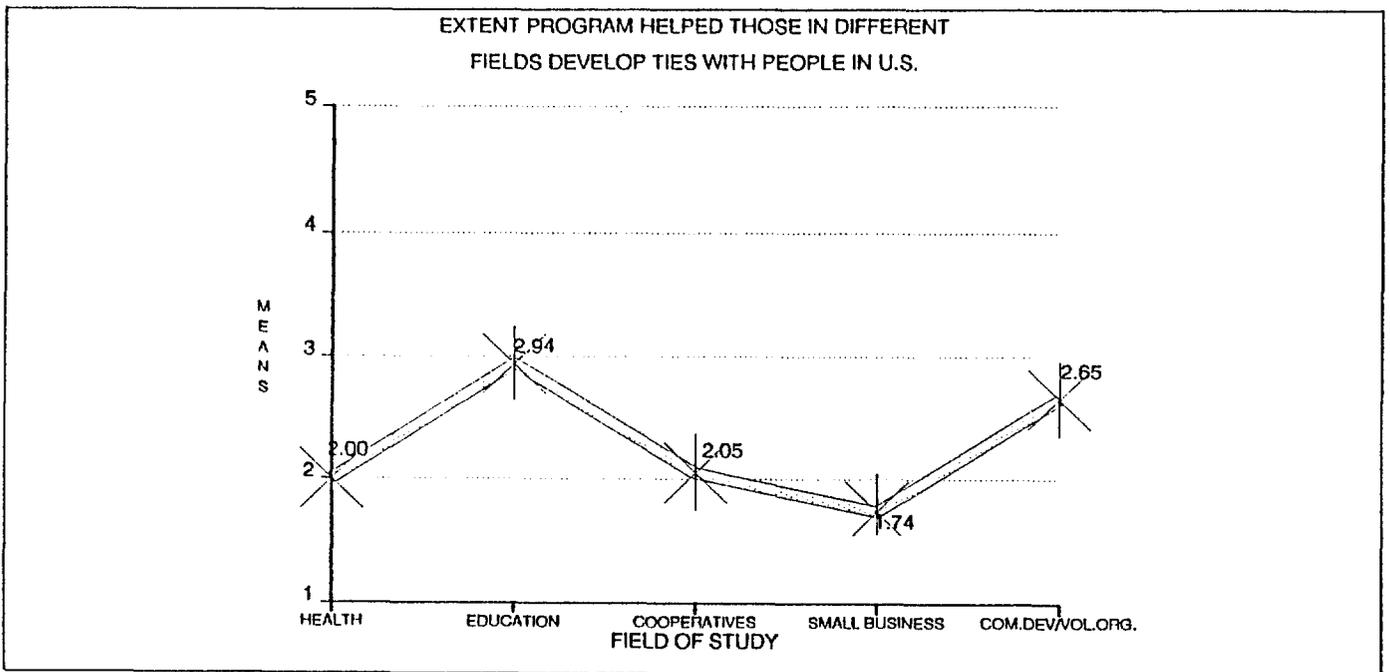


Figure 3.24

Discussion

Regardless of their area or field of training, returnees indicated that the training had been useful to them in their present jobs. Although the lack of resources was a problem for some, most returnees were able to put learning into practice to some extent. (The non-CAPS project fund, available to all alumni association members, responds to the lack of resources which was cited by returnees). While training was seen as moderately beneficial for career advancement (mean = 3.22 on a 5 point scale), training had little impact on most returnees in some levels (mean 1.90).

Training was only somewhat useful for establishing ties with the U.S. (mean = 2.41), but there were notable differences across training years and training fields.

SUMMARY

It is evident that the Mission has made an effort to comply with CLASP policy mandates and to improve the training programs. Improvement can be noted in the following:

- increased length of training days from an average of 29 to 48 days;
- improved predeparture preparation program by giving the Trainees enough time to prepare for the trip to the U.S. and by providing sufficient information before departure to the U.S.;
- increased Trainee satisfaction with learning all that they wanted to;
- increased Trainee satisfaction with length of training;
- fully operational Follow-On program, including a large nationwide membership, legal status for the association, a quarterly newsletter, regular meetings with U.S. participation, follow-on training and opportunities for returnees to plan and implement development projects in their towns and villages; and
- increased Trainee benefit for developing ties with people in the U.S.

RECOMMENDATIONS

- Based on the Mission's decision to increase personal contact but decrease home stays, there has been a decline in the length of contact Trainees are experiencing with North American families. While this has resulted in a dramatic increase in Trainee's discussions with North Americans (92%), it appears to reduce the opportunity for Trainees to "get to know North Americans well." The USAID/G project committee should provide the placement contractor (PIET) with detailed PIO/Ps to ensure training programs include more direct involvement with North American families rather than presentation to broad community groups.

- The Indigenous Trainees were more likely to report fewer resources to apply new knowledge at home. If limited resources is a common characteristic of the target groups, then training should be designed to meet the reality of Guatemala's level of development. The USAID/G project committee should provide the placement contractor (PIET) with detailed PIO/Ps so that training programs which have targeted the Indigenous can be designed according to their specific needs and take into account Guatemala's level of development.
- The Kissinger Report suggests training sites be widely distributed throughout the U.S.; PIET should program so that the training sites of the Trainees are more widely distributed throughout the U.S.
- Even though all returnees are provided with the newsletter and invited to attend alumni meetings (1,800 have signed up for the alumni association), only one-third of returnees who were surveyed mentioned that this type of Follow-On was offered. This reporting inconsistency may be due to an insufficient understanding of the kinds of activities "Follow-On" includes. The Mission should insure that alumni association information is clearly written, and that alumni understand that the alumni association is part of the Follow-On program.

The following chapter, Project Management, addresses the question, How efficient and effective is CAPS/Guatemala Project Management?

CHAPTER FOUR

PROJECT MANAGEMENT

INTRODUCTION

In this chapter we focus on several important elements that are related to efficient and effective project management: organizational structure; project personnel; and the organization and implementation of the technical processes. Information is drawn from the Trainee data reported in earlier chapters; direct observations made by Aguirre International/Checchi staff during technical implementation assistance and evaluation visits over the past three years; direct interviews with CAPS project staff, Mission, and Guatemalan referral agencies; a review of both accepted and rejected applicant files, and other sources of relevant documentation.

THE ORGANIZATIONAL STRUCTURE

During project start up in FY 1985, Guatemala's CAPS project was managed entirely by USAID/Guatemala. The Training Officer was formally named as the CAPS project manager. She reported to the Program Officer because of the need to plan and implement a Mission-wide activity. It was felt that during the "conceptual phase of CAPS, the Program Officer should manager the project." Unlike most Missions USAID/G decided not to use a contractor. Rather, it decided to obligate funds through the Guatemalan Government (GOG). The GOG established a CAPS project implementation office which would:

- satisfy requirements for more staff and equipment needed to plan, track, and report;
- alleviate external (political) and internal pressures to use the CAPS project for development-related training;
- lead to more efficient and cost-effective management; and
- make it possible to obligate money with greater flexibility.

In August 1986, the Mission signed a limited-scope grant agreement with the Secretaria General de Planificacion (SEGEPLAN). Mission personnel maintained a major role in project implementation.

As a result of the agreement with SEGEPLAN, a new support office called Paz en America Central (PAZAC) was formed and organized along project functional lines (Figure 4.1). The USAID Training Officer, as the Missions's CAPS project officer, oversaw this office and carried out all major responsibilities on a part-time basis while still having direct responsibility for other projects within the Training Office. Personnel have been employed by the GOG as needs have arisen. The assistant training officer, has the responsibility of finalizing the Project Implementation Order/Participant (PIO/P) and for carrying out other CAPS project responsibilities that are strictly within USAID's domain.

USAID/GUATEMALA CAPS
 INSTITUTIONAL RELATIONSHIPS AND RESPONSIBILITIES

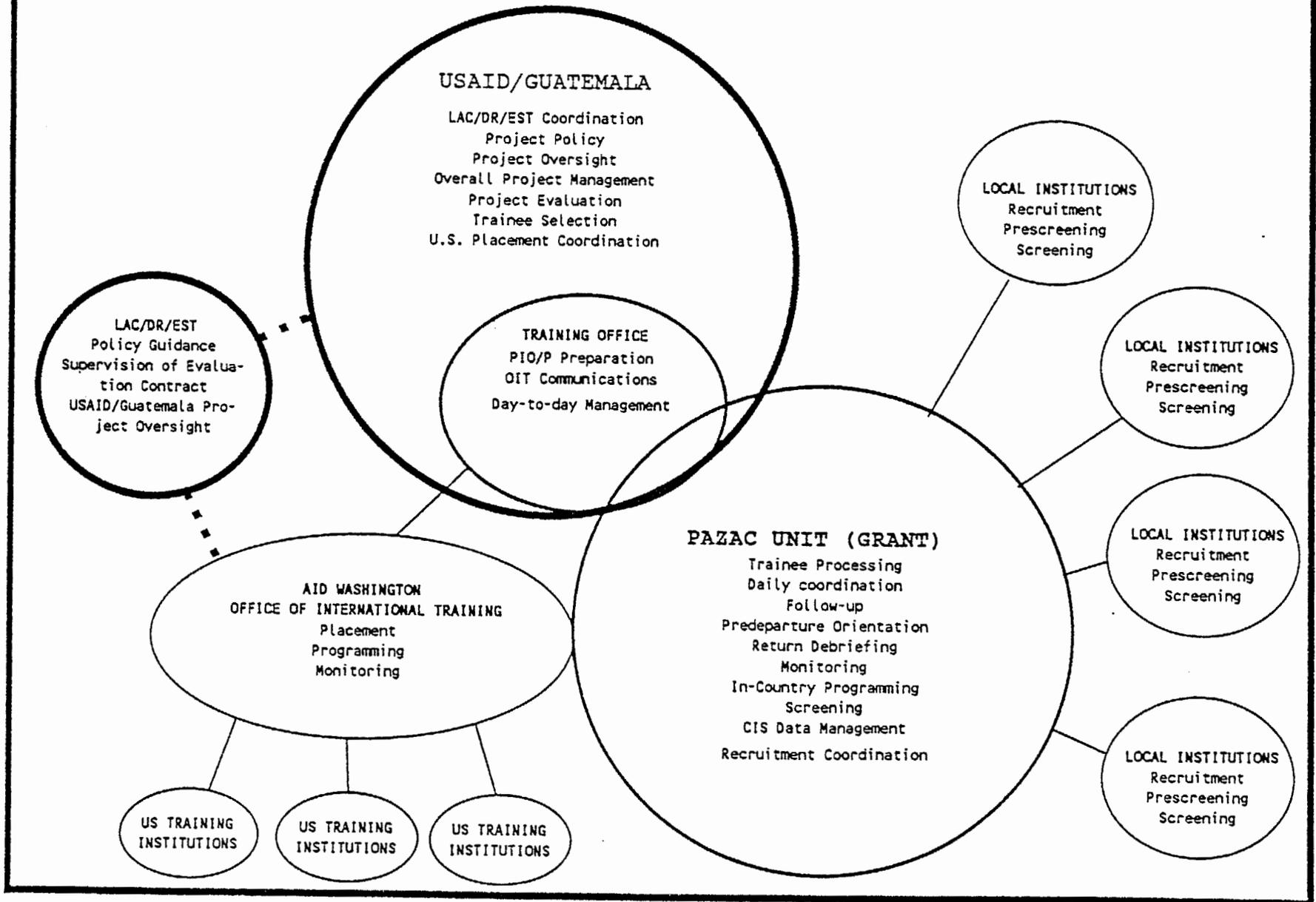


Figure 4.2

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CAPS GUATEMALA ORGANIZATIONAL STRUCTURE

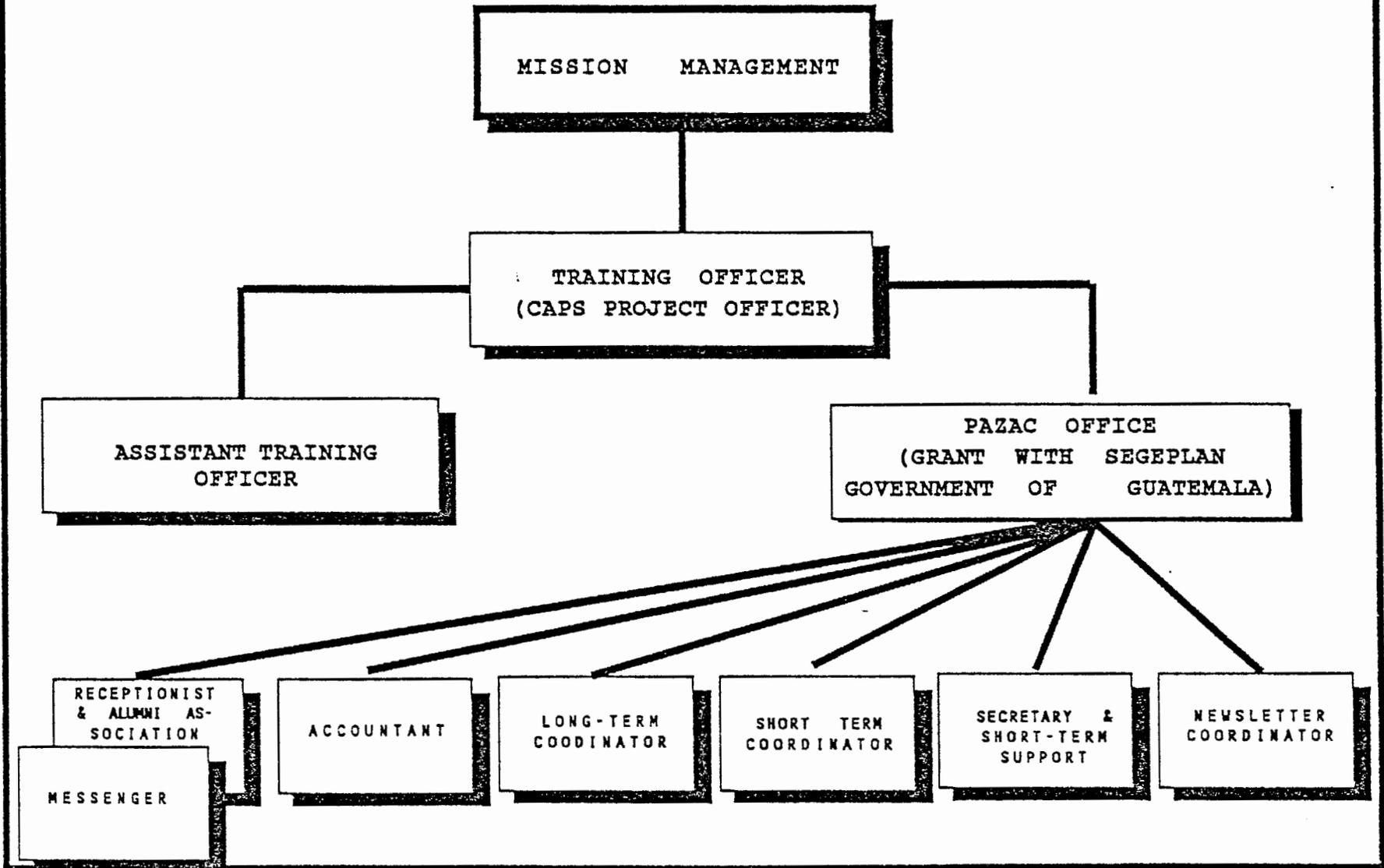


FIGURE 4.2

89

The present organizational structure of the Guatemala's CAPS project is based on these technical functions:

- long-term programs;
- short-term programs;
- secretary and support for all training programs;
- newsletter planning and programming;
- receptionist and alumni association; and
- accountant and a messenger.

Decision-making lies in the hands of the USAID/G's Training Officer. The assistant training officer handles all AID CAPS-related processes such as preparing PIO/Ps, etc. The PAZAC office, as a Government of Guatemala entity, has an important function to play in the CAPS implementation process. It is USAID/G's counterpart agency and as such, maintains close working relations with the Mission. The Mission has office space at PAZAC (the Training Officer maintains an office in PAZAC).

Discussion

In some ways the present organizational arrangement has resulted in a morale problem among PAZAC personnel. They do not appear to be closely tied to their employer (SEGEPLAN) and at the same time they are not a part of USAID. Their loyalty is centered in the CAPS project itself. In addition, the present division of labor within PAZAC seems to present a problem because there is a de facto coordinator who does not appear to hold formal authority. USAID's Training Officer is overworked because, in effect, she is bearing two loads: (a) the responsibility of overseeing and carrying the major load for PAZAC and (b) project training programming and management for USAID/Guatemala.

The present organizational arrangement appears to have led to two problems:

- the Program Office is not an implementation unit; and
- there is a flat organizational structure in PAZAC and little direct authority is placed in the hands of PAZAC staff.

USAID/Guatemala, while recognizing that the Program Office has met expectations in developing and initiating the CAPS project, has now moved the implementation of *all* training projects and responsibilities (including the CAPS project) from the Program Office to the Human Resources Division. This change is part of an overall Mission restructuring which moves implementing responsibilities to technical rather than support offices. This move has no impact on the GOG's PAZAC office. Interviews with CAPS project personnel did not point to a structural change within PAZAC.

In summary, the grant arrangement with SEGEPLAN is serving the purpose for which the grant was made (i.e., to be more financially cost effective, to serve as a buffer to ward off internal and external pressures for gaining access to the distribution of awards, and to serve as a flexible structure to obligate CAPS money).

The CAPS project, which is well managed and cost effective, is providing good services to the Trainees. One of the reasons that the Mission argued for a grant arrangement with the Government of Guatemala was to avoid the spill-over of development-related programs into CAPS. In its effect, the rationale seems well founded. One of the interviewees reported that other Mission personnel complain because "they can't gain entry into CAPS project funds." In effect, internal and external pressures for scholarships have been held to a minimum because PAZAC has served as a buffer. Because CAPS scholarships are only offered to the private sector, the project is also protected from GOG pressures.

THE PROJECT PERSONNEL

The major strengths of the Guatemala's CAPS project are the project committee and staff. They are committed and loyal, impart a sense of mission, and are able to translate CAPS vision into effective implementation. These values and attributes are noted in the Deputy Director, Program Officer, Training Officer, and in the staff and representatives of the referral agencies.

USAID and Referral Agencies

The present Deputy Director of the Mission in Guatemala has played a major role in CLASP since its inception. During an earlier tenure in Washington the Deputy Director wrote the CLASP Project Paper and its Amendment. Although the present Deputy Director was not the first implementor of the Guatemala's CAPS project, the project presently benefits from the force of his vision and drive--derived from his total involvement with the project.

The Program Officer is committed to the goals and objectives of the project. He, along with the Training Officer, designed Phase I of the CAPS/Guatemala project. Together with the U.S. Ambassador and the Mission Director, the Program Officer participates actively in all the orientation programs explaining the goals and objectives of the project. His principal message is that "social-human development is needed in order for society to grow." Moreover, he takes part in preliminary Follow-On programs and sits on both long-term and short-term program preselection committees.

The CAPS project manager was assigned to the Program Office (until her recent transfer to the Human Resource Office). Traditionally, the Program Office is a planning and programming unit, not an implementation unit. The project was housed with the Program Office under the assumption that the CAPS project would cut across and required a broad perspective in its planning. (Now that the project is in full implementation, it has appropriately been moved from a program unit to an implementation unit).

The Training Officer is a Foreign Service National (FSN). She is proud of her longstanding involvement with AID. According to her, she is "one of the first FSNs to be hired still participating actively in the field." As a Guatemalan citizen, she brings to the Mission a wealth of host-country experience, knowledge, and networks.

The Training Officer is totally committed to the goals and objectives of the project. She sees herself as "doing social work, and getting paid for it." The CAPS project enjoys high profile in the Mission and its accomplishments are readily shared. According to the Training Officer, some of the most interesting examples of the CAPS project's impact can be appreciated from the following cases: "A few *promotores de salud* (health workers) have become true leaders in their villages through proposing projects for sanitary water, electricity, and even giving talks about the benefits of sanitized water." (A large number of the *promotores de salud* are women.) The training officer is especially proud of the impact the project has had on women: "There was a widow who participated in a restaurant management training program and came back to her village and has set up a restaurant for tourists; she now has eight employees of her own." Another interesting woman has an extermination business. Before training she ran the business together with her husband; "she now has ten employees and has quite an impressive clientele." Other women have set up small factories to produce dolls, children's clothing, and uniforms. "The list is long," reports the training officer.

Examples of the commitment of the PAZAC staff were observed as well. When asked to describe the project, a staff member disclosed the following:

We are giving awards to the real Guatemala. The rural Guatemala of the poor, without [middle class] norms, or education. You can see this difference when targeting teachers from rural areas and teachers from urban areas...there is a big difference. The teachers from rural areas are the poor, without [middle class] norms or much education. The project has already made an impact. For example, a young lady from Peten came back full of enthusiasm; she wanted to put into practice what she had seen. She formed a committee and organized a contest for the cleanest and most orderly house in the village. This contest was a direct consequence of what she had seen in the U.S.--cleanliness and order. Through cases like this, one can see that something is being done for these people. I love the project... I love to see the benefit Guatemala is deriving from it.

Another PAZAC staff member asserted, "it is the job that I have loved the most. What I like about it is that I can see that rural areas and women are being helped." Other staff members voiced similar opinions and feelings about the project and how they perceived the impact of the CAPS project on Guatemalan society.

The overall mood of the staff of PAZAC, the Government of Guatemala implementing unit, is positive and shows commitment to the CAPS project. Some of PAZAC personnel expressed a feeling of non-belonging possibly due to their distance from their government unit and the closeness of their relationship to USAID even though they are not USAID employees or contractors.

Referral Agencies

The referral agencies--such as Instituto Tecnico de Capacitation (INTECAP), the Guatemalan National 4-H, the Peace Corps, and other private and public institutions--are pivotal in the recruitment and preselection process. One of the major strengths of the CAPS project in Guatemala is the successful performance of the recruiters. We interviewed representatives of the referral agencies most involved in recruitment and preselection of CAPS candidates. Common characteristics among the representatives were detected.

The relationship between USAID/G, PAZAC and the referral agencies is fruitful. Agency representatives were all contacted personally by the Training Officer and were invited to an initial meeting in August 1986. At the meeting they were given initial information about the goals and objectives of the CAPS project and an in-depth explanation of CAPS selection criteria, as well as a profile of the candidates who would meet CAPS qualifications. We asked agency representatives to explain the project's goals and objectives, selection criteria, and Trainee profile. They answered knowledgeably, demonstrating that the training officer and CAPS staff were able to relay the CAPS vision effectively. In all cases, the relationship between PAZAC and the referral agencies was positive and beneficial to both parties. However, all the agency representatives that were interviewed stated that they would "like more contact with PAZAC" and are willing to "participate in other ways, as may be deemed necessary." @BODY TEXT 2 = Commitment and a sense of mission prevailed among the referral agency representatives. One stated that she feels that "one has to give oneself over to their work." Another remarked that she felt good because "the poor were being helped for the first time." Still another noted that he loved the project because he felt that "both social development and training needs were being taken into consideration."

The referral agency representatives all stated that they had cooperated with USAID/G and PAZAC on a "voluntary basis with no pay." In fact, "it has been work that has been added on to the ordinary workload." The agency representatives have assumed the added work willingly. There are various examples of an agency's sending telegrams or letters to the candidates who have been selected with "no cost to USAID." Moreover, referral agency representatives accompany applicants to Guatemala City to help with the paper work before a trip or for orientation activities. These trips are at no cost to USAID because the agency representatives either "pay out of their pocket or the referral agency picks up the cost."

In the case of the Del Valle University program, the representative of the university coordinated the national SAT test administered to the Del Valle applicants. She was able to use this test "to identify, rank, and select the best candidates (respecting CAPS selection criteria) for the CAPS and other scholarship programs as well as her own Del Valle program."

When asked to describe their role, the referral agency representatives saw themselves as "helping Guatemala to develop socially and economically." They already have been able to appreciate the impact the CAPS returnees have had in their communities. Some of the women community leaders recommended by the 4-H organization have begun to give their neighbors "lessons in nutrition and personal hygiene." Women from the *micro-empresas* (cottage/small

industry) program are now "designing and manufacturing" clothes and holding fashion shows. Other women from the same group have opened their own small sewing factory.

THE TECHNICAL PROCESSES

There are 12 major technical tasks to perform: recruitment, preselection, selection, contracting procedures, training requests, placement of Trainees, training, follow-on, the management of an information system, budgeting (which includes training cost analysis--TCA), cost containment, and evaluation.

The tasks were grouped into six in-country functional areas with placement and training primarily carried out in the United States. The functional activities which take place in-country are as follows: (a) recruitment, preselection, and selection; (b) preparation of PIO/Ps; (c) Follow-On; (d) the management of an information system; (e) budgeting; and (f) evaluation.

The following section will not address budgeting and costs because they merit detailed attention and will be discussed in Chapter Five. Training and follow-on have been discussed in Chapter Three.

Recruitment and Preselection

Equity of access to CAPS awards is a function of recruitment procedures (including distribution of the application forms and media coverage) and of preselection and final selection procedures. The Mission utilizes newspaper coverage to announce impending long-term training programs; however, media coverage announcing short-term programs has been held to a minimum to avoid external political pressures. The Mission prefers to rely on the referral agencies' networks.

The recruitment process employed during Phase I (FYs 1985, 1986, 1987) varied slightly over time. The major focus during Phase I was on short-term training groups and on reaching a critical mass of the economically and socially disadvantaged. Therefore, the following account of Phase I recruitment, preselection, and selection processes describes almost exclusively the procedures used for short-term Trainees.

Phase I

During Phase I, the basic recruitment, preselection, and selection processes were as follows:

- The Selection Committee that was assigned to a special concern group was contacted.
- The Committee representatives contacted their field people.
- The field people recruited candidates.
- The candidates were preselected in the field according to project criteria.
- The application forms were filled out in the field.

- The application forms (of the preselected applicants) were sent to the PAZAC office.
- Final selection was made by a USAID committee.
- The candidate was informed by the USAID/PAZAC office that an award had been granted or denied.

While the recruitment, preselection, and selection process has remained fundamentally the same, there has been one major change: the distribution of the application forms. Instead of PAZAC sending the application forms to the referral agencies in the field, the referral agencies send a short-list of preselected candidates to PAZAC. The candidates travel to PAZAC (located in Guatemala City) to fill out the application forms and at the same time participate in a preorientation program.

The above change was made for the following reasons: (a) to allow more efficient use of the application forms; (b) to reduce the time to review the application forms; (c) to make help available to the applicants to fill out the application forms (many of the applicants have difficulty with Spanish); and (d) to hold a preorientation activity.

This procedural change has caused an unintentional effect: the pool of applicants has been radically reduced. A very large majority of the applicants that are on the short-list sent by the referral agencies are selected. In effect, the present procedure virtually leaves selection in the hands of the referral agencies.

Phase II

One emphasis of Phase II (FY 1988) has been to increase the percentage of Trainees for long-term training programs. Selection of long-term Trainees demands additional recruitment, preselection, and selection procedures. Procedures specific to long-term programs include the following:

- Advertisements are placed in newspapers.
- The application forms are given to the referral agencies.
- Each referral agency sends to PAZAC a short-list of applicants preselected on the basis of project criteria and Grade Point Average (GPA).
- Final selection is handled by a USAID committee (in which no representative of a referral agency is allowed to participate).

It is worth noting at this point that the decision to include GPA as part of the selection criteria for the applicants for long-term programs may result in unintended consequences. Applicants who are socially and/or economically disadvantaged would most likely have lower GPAs due to a multitude of factors. The inclusion of GPA as part of selection criteria could have an eliminatory effect on the very type of candidates the Mission would like to target--the best of the poor and middle class who demonstrate actual or potential leadership capability.

Parallel to the processes described above, a prescreening process takes place in PAZAC almost daily. PAZAC receives telephone inquiries concerning scholarships through CAPS. These calls are responded to by PAZAC staff, and a prescreening process occurs at this point. The inquirer is out-selected and discouraged from applying for an award if he/she does not meet CAPS criteria. This process is thought to be efficient and avoids creating expectancies when they are not warranted. As of FY 1988, the PAZAC staff person who receives the calls keeps a log containing the name of the person interviewed, the date, who responded to the call, and the reason the person was out-selected.

Selection

Selection Committees are organized according to the special concern groups targeted. The special concern groups are as follows: "Indian" (Indigenous) leadership, private sector, academic sector, and special programs. The Mission's committee is comprised of the Program Officer, the Training Officer, and a representative of the appropriate committee. To avoid lobbying for particular candidates, no representative of a referral agency is included.

Recruitment, Preselection, and Selection Documentation

A review of 217 files of Trainees in both short-term and long-term programs revealed the following:

- Short-term program files are separated from long-term program files.
- Rejected applicant folders are filed in alphabetical order but are not tied to a particular program or Participant Implementation Order/Participant (PIO/P).
- Short-term Trainee folders are filed by fiscal year and program. Long-term Trainee files are organized by type of program--Zamorano, Del Valle, Merit Scholars, and the Junior Year Abroad--and fiscal year. (PAZAC did not keep long-term program files until recently.)
- Each short-term and long-term program has a separate folder that contains a list of the Trainees sent and general material such as medical certificates of Trainees, pretraining questionnaires on opinions of the U.S., etc.
- All Trainee files have a record of when and by whom the biodata were entered into the CLASP Information System (CIS).
- The rejected applicant files indicate (by the use of two stamps) how the applicant was informed of rejection, who informed the applicant, and the date the applicant was informed.
- For a candidate who was selected for an award and did not accept it, a stamp provides space to write the reason and to record the date and name of the person who received the information.

- A folder labeled *ACTA* contains minutes of the final selection committee meeting. The final selection *ACTA* does not contain the names or signatures of the persons who attended the meeting and approved the scholarship awards.

Placement Contractor

USAID/Guatemala uses the services of AID/Washington's internal placement service (the Office of International Training through PIET). According to the Program Officer and the Training Officer the arrangement offers many advantages. PIET has a good and long-standing reputation, has years of expertise in the field, and provides good services in respect to long-term programs.

The placement contractor is expected to provide the following services:

- orientation in the U.S.;
- identification of appropriate training institutions and programs;
- interpreters for English language training;
- delivery of allowance payments to Trainees;
- assistance in locating housing;
- help in handling emergencies;
- academic counseling;
- tracking of Trainee progress for AID;
- tracking of program progress for AID;
- travel arrangements; and
- information and reports to the USAID/Guatemala.

Placement contractors arrange and program many details that may directly affect Trainees' experiences in the U.S. The Guatemala Mission staff feels that it does not have sufficient control of the U.S. contractor activities and would like to monitor the contractor more closely. USAID/Guatemala is not, however, technically a party to the contract. USAID/Guatemala realizes that it could select another contractor (as other Missions have done), but would rather work to improve PIET's performance rather than going through a long competitive process.

The quality of experiences Trainees may have in the U.S. does not rest solely in the hands of placement contractors. Much depends on the quality and level of specificity in the description of training needs that placement contractors receive from the Mission in the form of PIO/Ps.

Training Requests

The PIO/Ps, describe the type of training program desired. Based on the PIO/P, the contractor designs the program and describes it in the Training Implementation Plan (TIP). Along with the TIP, the contractor provides the Mission with names of three institutions (which are ranked) and a recommendation for the best one, although the Mission need not concur.

The CAPS project requires the placement contractor to search continually for innovative programs. This results in a heavy task when one considers the project's fast start-up and the large numbers of Trainees selected for short-term training programs.

Three problems can be detected in this process. First, some policy guidelines from Washington are vague. Second, difficulty arises when the Mission staff does not provide the contractor with adequate PIO/Ps. Third, the Mission would like the contractor to be more responsive to the Mission in the TIP.

An example of a policy that has been undergoing definition since the inception of the CAPS project is the Experience America component. Since the Experience America concept is still evolving, the design of this component will vary by program, group composition, training site, etc.; specific guidance is not possible. The Mission finds it hard to specify what is desired and, in turn, the placement finds it troublesome to interpret what the Mission requires to fill the programming need. For most part the Mission is interested in "activities that directly link individual Trainees with individual North Americans." This is a labor-intensive process which requires strong personal interests. It can only be done on-site, depends upon the interest and understanding of the training institution, and is low-cost or no-cost. The contractor, on the other hand, looks for activities that can be "easily contracted out--bus trips to the Grand Canyon." The Mission does not consider "bus-trips" valid "Experience America activities."

In the case of Guatemala, information collected using Aguirre International Questionnaires often signaled the lack of a clear description of the backgrounds of Trainees, of the training level required, or of special training needs. Although this information (feedback from training contractors) has been collected since early in the project, the Mission did not have timely access to it until Aguirre International began sending the Mission individual program evaluation reports--first issued in the second quarter of FY 1987.

The Training Officer expressed that she would like the U.S. placement contractor to have "direct contact and experience with the Trainees in the host country before placement in the U.S.". The Training Officer feels that this contact would provide the contractors with firsthand knowledge and experience with the Trainees, and the contractor would be able to respond more effectively to the special needs of the Trainees.

Management Information System--The CLASP Information System

From the inception of CAPS project implementation, AID/W identified a need to establish a system for "planning, tracking and reporting." USAID/G identified this need early on in its CTP (CTP Sept. 1985 p. 29). However, no management information system was installed until the services of Aguirre International was contracted by the LAC Bureau in FY 1986.

With the installation of the CLASP Information System (CIS) in FY 1986, information collected during the early stages of CAPS project implementation could be entered into the system. It was done after the fact and some records remained incomplete. In spite of the difficult start-up period, USAID/Guatemala's CIS data base is in good shape and could be used for a variety of management purposes at each management level.

The Deputy Director uses CIS for planning and decision making. His view is that CIS is a very good management tool and he uses it for day-to-day management decisions. However, PAZAC personnel do not use the data base sufficiently at present. PAZAC personnel expressed the desire to receive advanced computer training and would appreciate it if Aguirre International would install the new reporting programs that are being installed in the other Missions.

With regard to data entry, each person enters program data for the program for which he/she is responsible. However, there had been no cover sheet indicating the selection criteria upon which action is based. Since there was no checklist, in effect the person entering the data had to make assumptions regarding the committee's selection criteria. This observation was relayed to the training officer before the on-site evaluation trip was concluded.

Evaluation, Internal and External

Guatemala's CAPS Project has been characterized by an important and consistent emphasis on evaluation--both internal and external. Informal, internal assessment of the project has produced a reflective, self-correction atmosphere in which a number of real or anticipated difficulties have been successfully resolved. Some examples include improving the mix of short-term and long-term programs, increasing the number of days in short-term training, increasing the number of women benefiting from the project, and removing a referral agency representative for inappropriate activity. This sensitivity toward improvement has also manifested itself in quick acceptance and implementation of suggestions during visits by Aguirre International staff.

Part of both the predeparture orientation and the Follow-On program design includes collecting of exit and returnee data concerning Trainee perceptions of U.S. citizens. However, as of this date, the data have not been analyzed. A study analyzing the quality of the pre-test and post-test instrument should be undertaken. If the quality of the instrument proves good, an analysis of the results of pretest and protest data would yield interesting and immediate information for the project committee.

Other, more objective assessment has been voluntarily encouraged by arranging for two useful outside studies by Seymour/Szalay and Engler/Vargas. These reports are not merely filed for documentary purposes. They, and the results of the Aguirre International/Checchi assessments, are given prompt and thorough consideration by Mission management, from which appropriate action rapidly follows.

Findings from the Seymour/Szalay and Engler/Vargas studies merit attention. Seymour/Szalay's study found that the CAPS/Guatemala project has achieved its political purpose and that short-term training lends itself to close, repeated and intensive interactions between trainers and Trainees ensuring meaningful learning about North Americans. Length of training does not seem to be a variable that affects Trainees' getting to know North Americans.

The Engler/Vargas study has yielded interesting data for CAPS project managers as well; however, the findings should not be generalized to all departments of Guatemala. (The sample for the study was taken from the Guatemala, Quetzaltenango and Solola departments only.) The focus of the study was on detecting the degree of influence that the Trainees who have returned to their country had on their family members and friends. The findings clearly indicate that awardees who have been to the U.S. and received scholarship training see fewer shortcomings in U.S. democracy than do some of their significant others who have not had the scholarship experience (p. 148).

Both the Seymour/Szalay and the Engler/Vargas reports demonstrate positive attitudes on the part of returned Trainees that appear to persist over time and also seem to be shared with family, friends, neighbors, and associates after return.

Although the present report is not an impact study, it does provide evidence--by virtue of performance indicators, our on-site observations, and anecdotal data offered by staff and Trainees--that outcomes are positive. Alumni already have:

- designed more than 53 improvement projects;
- expanded their businesses to serve nearby villages; and
- served as leaders in the promotion of health services and improved quality of life.

SUMMARY AND CONCLUSIONS

Guatemala's CAPS project committee has demonstrated efficient and effective CAPS project management. The Program Officer, the Training Officer and the project committee believe in CAPS vision and in the people who are benefiting. Moreover, the project committee holds a deep conviction that CAPS/Guatemala is helping to counter Soviet Bloc influence and that Guatemala and the U.S. will benefit mutually.

The high level of commitment to CAPS mission is felt at every level of program management--from the Ambassador, Mission Director, Deputy Director, Program Officer, to the Training Officer, PAZAC staff members, and recruiters. The CAPS project holds high priority in the Guatemala Mission, and the project committee give both symbolic and effective support to the project at all times.

The project committee and personnel have been able to marshal the involvement of PAZAC staff and the recruiting agencies. There is a common air of hope and optimism that prevails and a conviction that this project will make a difference. The feeling of uncertainty that PAZAC's staff feels at the moment is most likely temporary. Organizational/structural changes can cause turmoil and feelings of uncertainty can be expected.

The organizational agreement with SEGEPLAN has offered financial advantages and buffered political pressures for awards. The present morale problem among PAZAC staff indicates that there are organizational problems. PAZAC staff have an identity problem. They feel that they do not belong either to SEGEPLAN or to AID. But in spite of this difficulty the staff feels intense loyalty to the CAPS project and consists of effective implementors.

The technical processes have in most part been efficient. The recommendations posed are in the light of improving an already excellent project implementation record. The recruitment process (distribution of application forms) would improve if it reverted to previous procedures in which a more ample pool of candidates from whom to preselect and select would be guaranteed. The Mission should ensure that final selection is a result of a process based on a USAID/G committee which includes a representative of the technical area for which the award is being granted USAID/G should take steps to ensure that final selection does not remain in the hands of one person. The recruitment, preselection, and selection processes are adequately documented and will be improved even more when the recommendations are acted upon.

Difficulty in providing the placement contractor (PIET) with detailed PIO/Ps is one of the weak points in project implementation. The Mission's PIO/Ps provide little guidance to the contractor. This process would be greatly enhanced if the importance of receiving a good Training Implementation Plan (TIP) were understood. The TIP should contain, at a minimum, the following: a discussion of how the proposed training relates to CAPS goals; clear training objectives; a description of activities to be performed in order to reach these objectives; an evaluation plan which would monitor progress towards reaching objectives as well as final program outcomes; and identification of a possible Follow-On activity.

CIS is being used to track Trainees. However, the use of CIS below the Mission management level for day-to-day decision making should be encouraged. Advanced training in computer usage for PAZAC personnel would be beneficial.

The Mission has demonstrated an interest in evaluation. Both internal and external assessments have been carried out and results of these assessments have been taken into account. However, data collected during in-country predeparture orientation and re-entry orientation have not been processed nor analyzed; therefore, valid training program information has not been tapped.

The results of the present process evaluation, as well as the findings of outside evaluators, point to the success of Guatemala's CAPS project; although a final assessment awaits a full-scale impact study. At this juncture we can identify a number of achievements:

- The staff has successfully recruited and selected appropriate target groups.
- Rural and marginal urban areas have been strengthened.
- Alumni have come forth with creative plans for improving their communities.
- Alumni have expanded their businesses.
- Alumni have shown initiative in promoting improved health services and quality of life.

We see these as signs of a sense of dignity and hope---essential elements for a democratic society.

RECOMMENDATIONS

The function of a process evaluation is to point out problem areas, processes and procedures that need improvement, and alert LAC/DR/EST and the Mission project committee to unintentional consequences that staffing, organizational arrangements, and technical processes or procedures have had on project management. In that light, the following recommendations regarding what the Mission should do were designed.

Staffing and Organizational Structure

- Rearrange PAZAC's "flat" organizational structure to give PAZAC staff more authority to make everyday implementation decisions.

Recruitment, Preselection and Selection

- Increase the pool of applicants by reverting to the previous method of distributing the application forms in the field (to ensure equity of access for the socially and economically disadvantaged). The pool of applicants that is presented to PAZAC and USAID/Guatemala for preselection should be ample so as to insure equity of access.
- Increase the number of candidates that go to the USAID/Guatemala final selection committee to ensure a sufficient pool from which to select.
- Keep a record of the preselected applicants using a stamp that says *NO CALIFICA* and state why each did not qualify.
- Ensure that final selection remains in the hands of a broad based USAID/Guatemala committee (which includes a member of the special concern committee).
- Hold periodic workshops (attended by the Training Officer and other Mission staff) for the members of the referral agencies on how to implement the CAPS project's dual goals and selection criteria, in order to keep CAPS vision present before all personnel.
- Develop a scale for long-term applicants so that the poor and middle-class students who have had fewer advantages would need a lower GPA in order to qualify for the first cut.
- Rank long-term applicants, at the selection stage, based on a weighted scale or checklist that takes into account various criteria along with GPA.
- Include a member of the alumni association in the screening committee.
- Require the signatures of the members of the USAID/Guatemala final selection committee on the final selection *Acta*.

Documentation

- Include in each "General Information" program folder a summary of USAID/G final selection *Acta* process.
- Include in each "General Information" program folder a list of the candidates who were rejected.
- Include in each "General Information" program folder an account of any procedural changes in the recruitment, screening or selection process of that particular group/program. This summary should be signed and dated by the USAID/Guatemala special concern committee.
- Use documentation and filing procedures for long-term programs that follow procedures already in place for short-term programs as well as the recommendations listed in this report.
- Tie the files of rejected candidates to a particular program. This could be accomplished by including a list of rejected candidates in each program folder, or it could be accomplished by filing records by fiscal year and program (a procedure already in place for selected applicants).

Training Requests

- USAID/Guatemala should seek to improve the quality of its PIO/Ps so that they (a) adequately describe the Trainees, their social context, their training needs and Follow-On activities and (b) offer clear instructions for contractor programming agents.

Management Information System-CIS

- Provide PAZAC staff with advanced training in the use of computer software such as DBASE III +, LOTUS, GEM graphics, etc.
- Furnish PAZAC, the Training Officer, and project assistants with training in the use of the CIS for daily management decision-making.
- Request additional implementation assistance from Aguirre International in order to provide PAZAC staff with new programs and the PIO/P generator.
- Charge one PAZAC staff member (with appropriate back-up) with responsibility for the entire data base to ensure data consistency.

Evaluation

Arrange to evaluate the quality of its exit and returnee data (collected during predeparture orientation and Follow-On activities) and have the coded and analyzed systematically for each training group, if appropriate. The results could prove to be a rich source of feedback.

CHAPTER FIVE:

FUNDING, BUDGETING AND TRAINING COSTS

The purpose of this chapter is to provide information on funding and budgeting; training costs; and cost containment, including Training Cost Analysis (TCA); as well as summary and recommendations. Information is drawn from Trainee data (CIS); interviews with CAPS/Guatemala project managers, staff and placement contractor; and Mission data.

Funding and Budgeting

The funding level for Guatemala's CAPS project for both short-term and long-term training programs from FY 1985 through the life of the project (LOP) through FY 1992 is \$43,200,000. Figure 5.1 indicates the way this sum has been distributed over the life of the project.

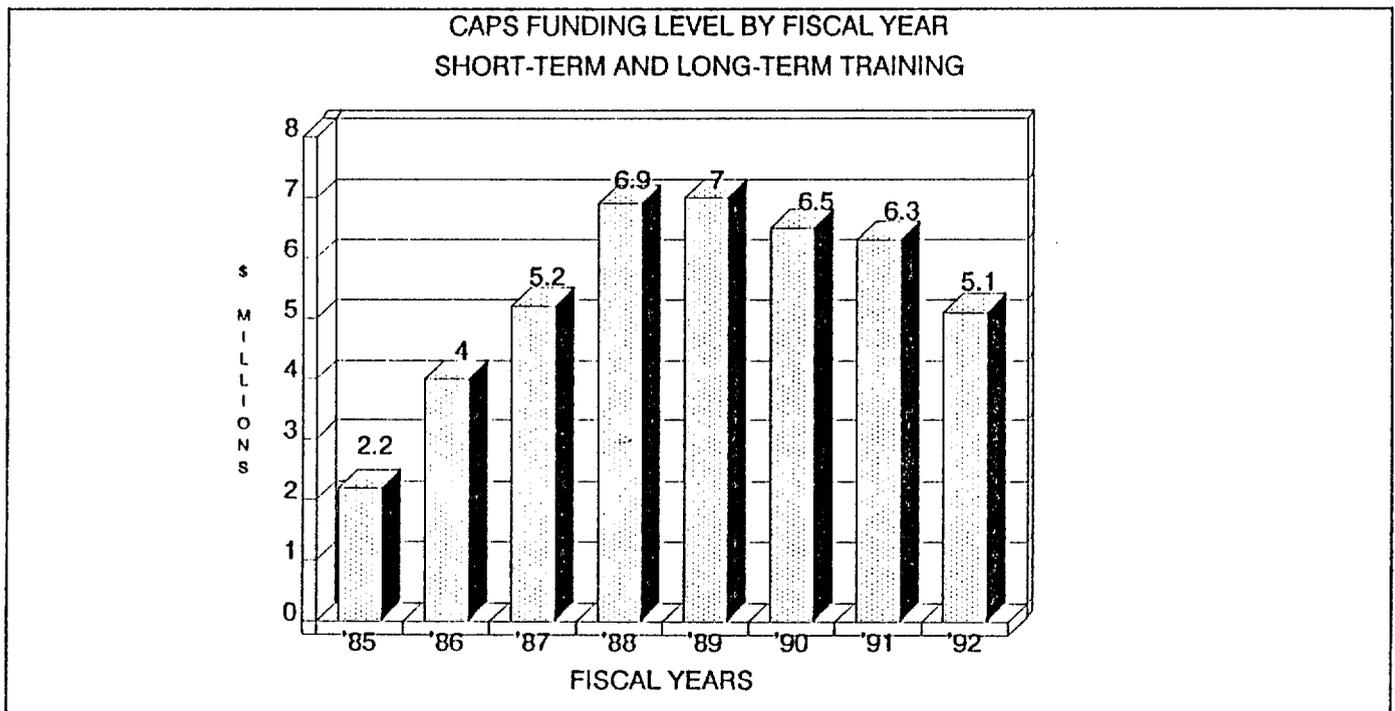


Figure 5.1

Guatemala's CAPS project is the largest in the region so far--it is expected to serve 5,900 Trainees through LOP. Figure 5.2 traces by year the number of Trainees to be served through LOP.

USAID/GUATEMALA CAPS PROJECT
 NUMBER OF TRAINEES BY FISCAL YEAR

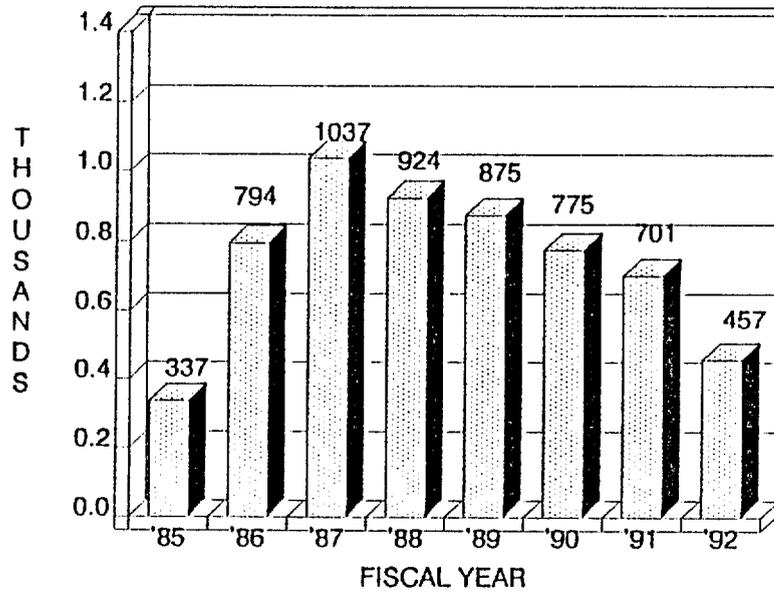


Figure 5.2

The decision to increase the short-term and long-term mix dramatically affects the number of Trainees to benefit from the project. Figures 5.3 and 5.4 trace Guatemala's CAPS funding level for short-term and long-term training programs respectively.

CAPS FUNDING LEVEL
 SHORT-TERM TRAINING

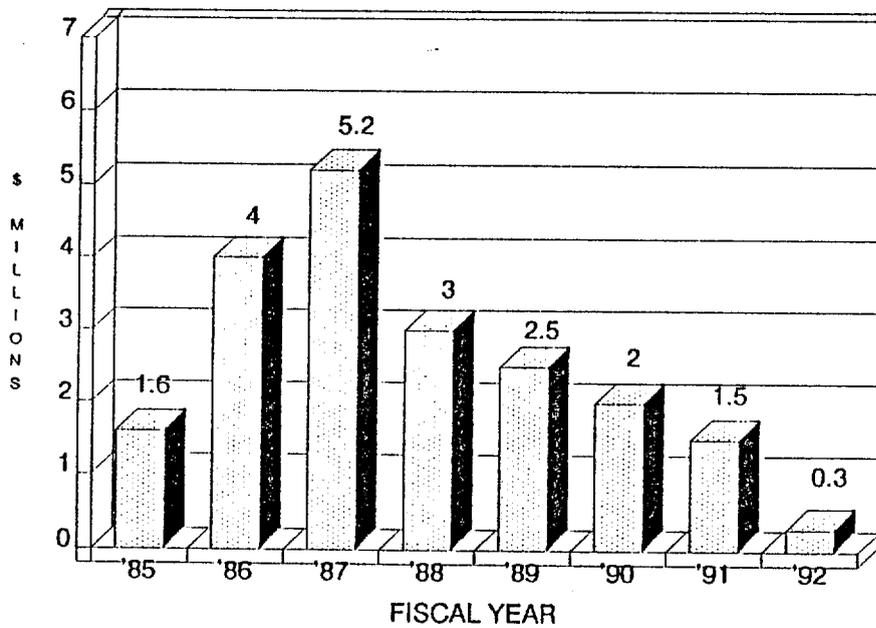


Figure 5.3

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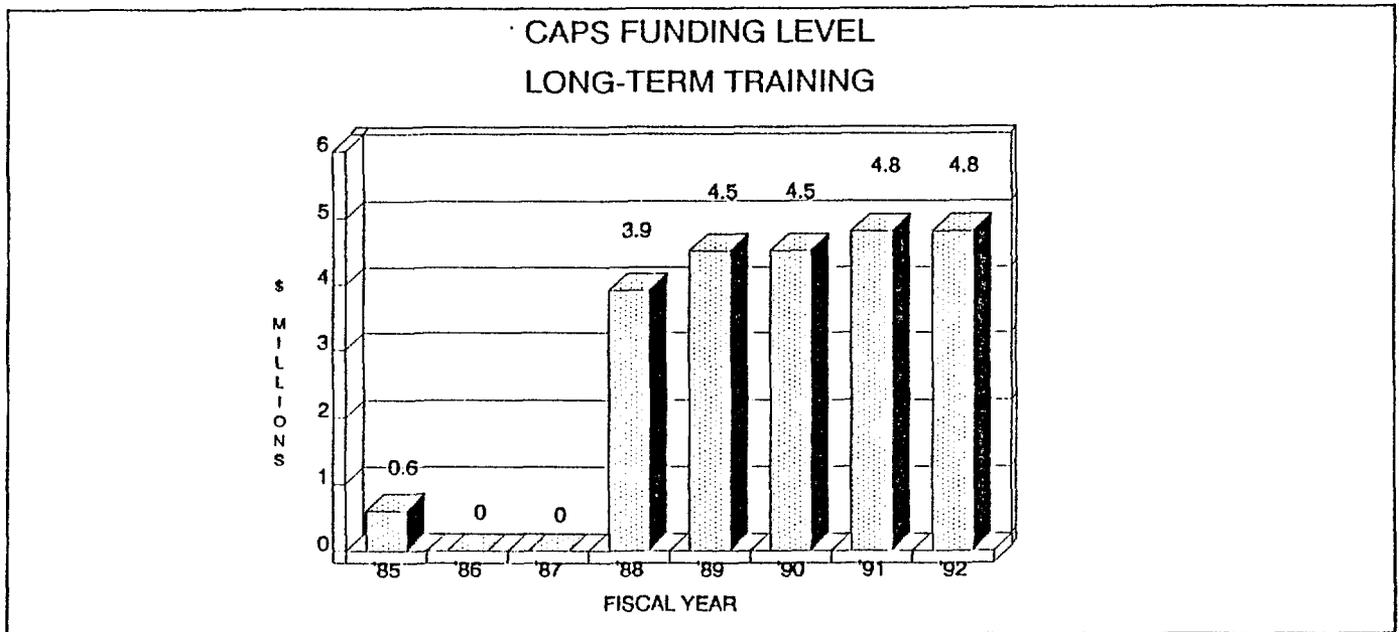


Figure 5.4

Guatemala's CAPS-PIET budgeting process is as follows: the Mission issues and sends to the contractor a group PIO/P (including each Trainee's name) stipulating projected expenditures; the contractor develops a training cost budget (expenditures); the budget is sent to USAID's Office of Financial Management (OFM which controls the Master Disbursing Account). (In fact this is sent to the Non-Profit Agreement Bank which is a small subdivision of OFM). Funds are transferred in to OFM and, finally, funds are disbursed to PIET or other institutions such as ALIGU, WIC, HAC (Health and Accident Coverage), etc.

While the budget that PIET provides the Mission projects training expenditures, the Master Disbursing Account does not provide an internal mechanism to return to the Mission unexpended funds (the difference between the projected and actual expenditures). Once the funds are in the Master Disbursing Account the Mission loses control over the funds. Therefore, the projected expenditures for short-term training programs represent actual expenditures because the Mission does not get reimbursed for the funds that have not been spent.

The budgeting process for long-term training programs offers more flexibility. The Mission sends individual rather than group PIO/Ps. Revised PIO/Ps are often issued because expected and actual costs differ--giving the Mission an opportunity to adjust expenditures. The adjustment of expenditures does afford the Mission more control over the actual expenditures--leaving no remaining funds in the Master Disbursing Account.

SEGEPLAN's budget includes line items for office rental, utilities, personnel, and office supplies. The Project Managers' salary (the Training Officer's) derives from USAID, therefore incurring no additional cost to SEGEPLAN.

The following section will describe short-term and long-term training program costs and provide a brief discussion of SEGEPLAN's operational budget. Cost Containment and Training Cost Analysis (TCA) will be addressed as well.

Training Costs

The tracking of training costs for Guatemala's CAPS project is straightforward because it involved tracking primarily one placement contractor for its short-term programs during Phase I--the Office of International Training (OIT) contractor, Partners for International Education and Training (PIET). There is one host country grant agreement with SEGEPLAN. Since OIT is an internal AID entity, Mission funds must flow into the Master Disbursing Account.

Training cost expenditures include education expenditures (tuition, fees, etc.); allowances afforded to Trainees (for housing, books, transportation, typing, etc.); U.S. travel expenses; supplemental services (including English language training, upgrading academic skills, orientation, etc.); and administrative expenses paid to contractors who program, place, and monitor Trainees.

In addition to the above costs, we may assume that Guatemala's CAPS project and other such projects incur special costs associated with the special focus and intent of the projects. For example, the typical CAPS Trainee should receive special experiences over and above those of other AID participants. These experiences include--but are not limited to--home stays; visits to political, educational, and judicial institutions; and professional involvement with U.S. hosts and counterparts. Arranging these experiences requires additional administrative expenditures on the part of the contractor.

CAPS Trainees are selected from socially and economically disadvantaged groups--especially from rural populations. These Trainees, most of whom have not traveled much even in their own countries, necessarily require more intensive orientation, monitoring, counseling, and support from contractors in the U.S. This is in addition to special programming in their home countries. Provision of these services affects administrative costs.

Technical training is defined as training not leading to a degree from an academic institution or other type of post-secondary institution. Figure 5.5 shows technical training expenditures by fiscal year and through the end of the second quarter of FY 1988 (March 30). These figures include both program and administrative costs. As can be seen, the costs have declined considerably since 1985. Costs for the first quarter of FY 1988 are a little more than half the FY 1985 figure.

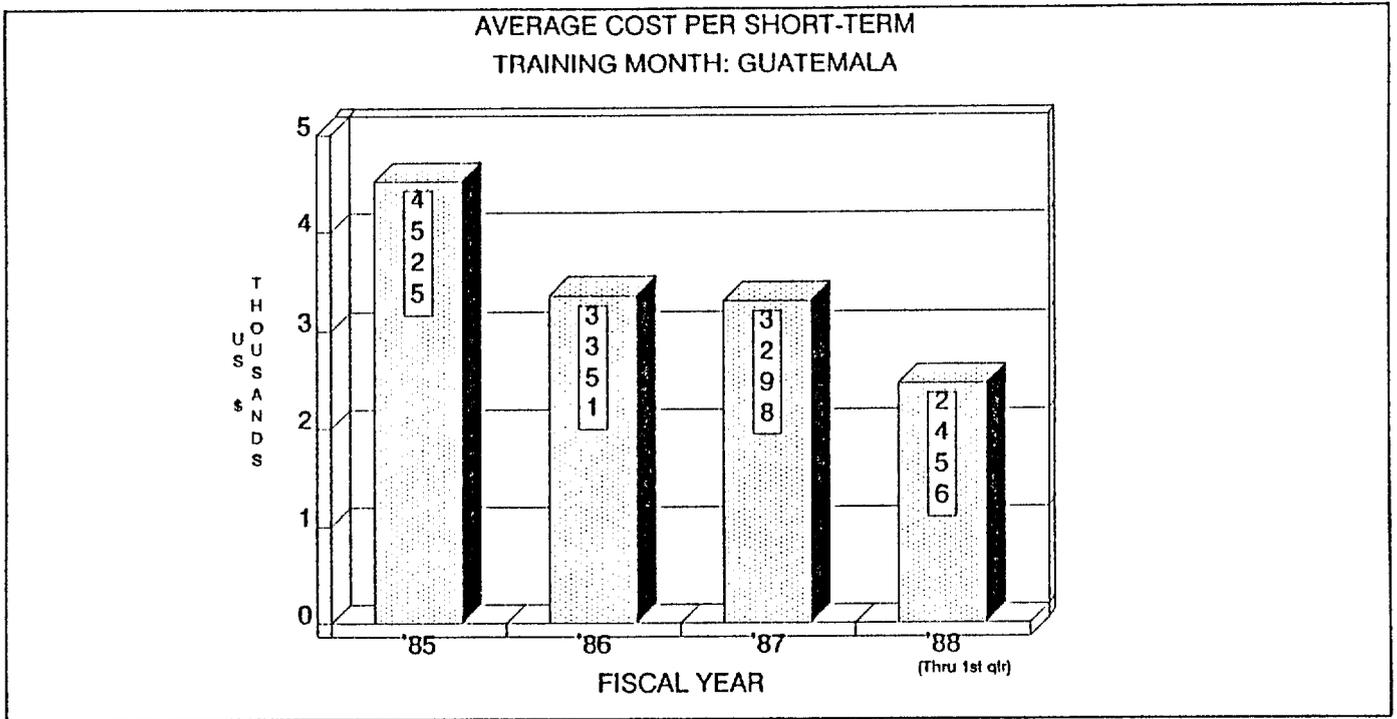


Figure 5.5

A comparison of technical training costs of CAPS projects in other Missions from FY 1985 through FY 1987 (not including first quarter of FY 1988) of CAPS projects in other Missions demonstrates that Guatemala's short-term technical programs rank third least expensive (see Figure 5.6). In addition, Guatemala's CAPS project has demonstrated the largest technical training cost decline over the period of the project. ROCAP is excluded from this analysis because a large part of its training programs take place outside of the U.S. which would necessarily lower costs. For more information see "Aguirre International: Second Annual Report October 1, 1986 to September 30, 1987," Table 5.1 page 5.5. The Mission with the lowest technical training program costs is Panama. Panama relies heavily on group placements and includes community college placements under this category. CAPS/Costa Rica has the second least costly technical training program. This Mission includes the Costa Rica 4H program under the rubric of technical training.

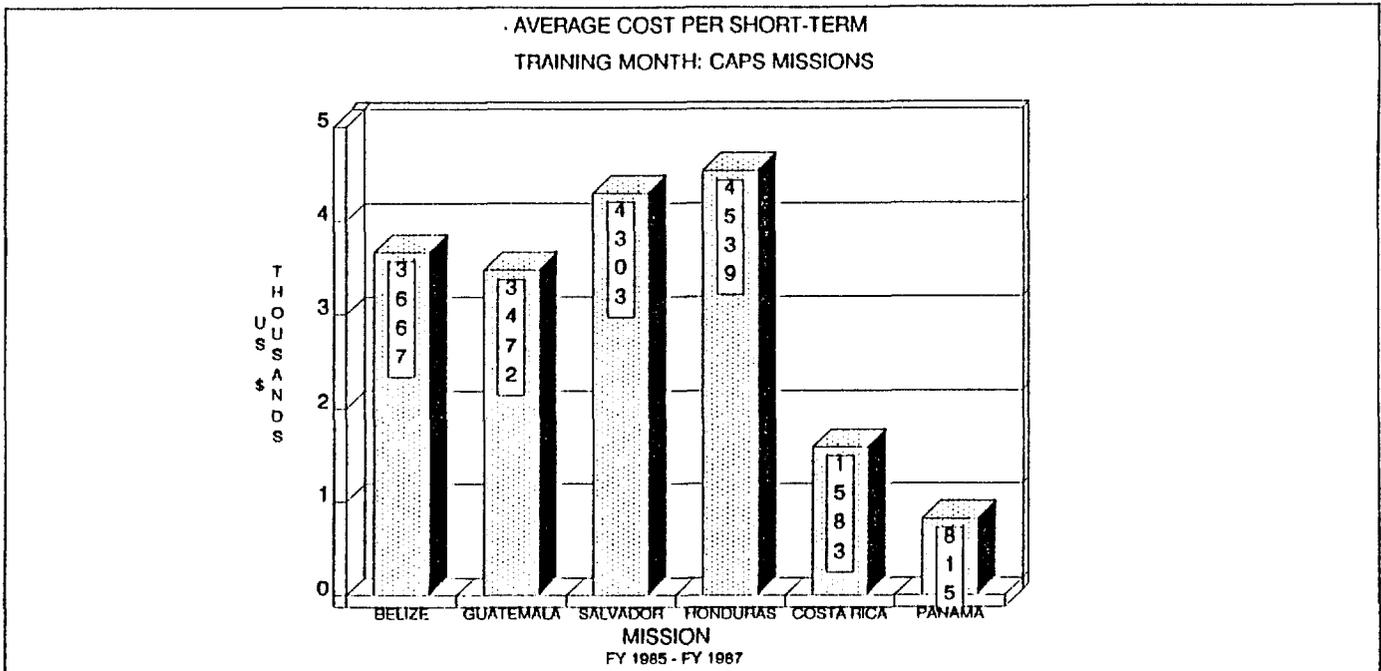


Figure 5.6

Academic training is training that leads to a degree. It typically takes place in a university or other post-secondary institution. (For funding, budgeting, and reporting purposes LAC/DR/EST includes all training of nine months or more in the category long-term.) During Phase I, CAPS/Guatemala had very few long-term training programs in the U.S. as of the first quarter of FY 1988. Only 1 Trainee had pursued a Ph.D. program, 19 Trainees had pursued Master's degree programs, 2 Trainees were pursuing Bachelor's degrees, and 3 Trainees were participating in long-term on-the-job training programs. (These figures are based on a PIET interview and CIS data.)

In addition to the U.S. long-term training programs, the Mission (using CAPS funds and with approval from LAC/DR/EST) funded four major long-term combination host country/U.S. programs. The programs are University of Del Valle program, the Merit Scholars, El Zamorano, and the Junior Year Abroad. The first three programs are no longer to be funded with CAPS funds (STATE 135362). The Junior Year Abroad is a long-term nonacademic training program which could prove to be less costly than academic programs.

Comparing Guatemala's CAPS project costs for long-term training with other Missions' costs, Guatemala ranks as the most expensive (see Table 5.1, taken from "Aguirre International's Second Annual Report October 1, 1986 to September 30, 1987," Table 5.2, page 5.8.) One of the reasons for high costs is that the Mission is tied contractually to one contractor (PIET), which is obligated by AID's previous and costly contractual agreements with subcontractors (e.g. ALIGU, WIC and HAC).

TABLE 5.1
ACADEMIC TRAINING EXPENDITURES FOR CAPS
THROUGH DECEMBER 30, 1987

MISSION	CONTRACTOR	TRAINING MONTHS	TOTAL COST	TRAINING MONTH
EL SALVADOR	CSLA U/NEW MEXICO*	787	\$1,330,514	\$1,691
PANAMA	GEORGETOWN	2425	\$349,589	\$1,442
HONDURAS	AED	2209	\$2,598,940	\$1,177
COSTA RICA	OIT**	2162	\$3,600,640	\$1,665
GUATEMALA***	OIT**	704	\$1,513,730	\$2,152
BELIZE	OIT**	70	\$106,500	\$1,526
ROCAP	NO ACADEMICS			
CASP		535	\$7,508,784	\$1,401
TOTAL		10780	\$14,934,134	\$1,385

* Contractor did not submit cost questionnaire. Costs here are budgeted rather than expended.

** OIT contractors do not use TCA reporting format at this time. These are budgeted costs rather than actual expenditures.

***Some Guatemalan academic Trainees are in preparation in Guatemala and in the Honduras' Zamorano program. Costs will be reported from the time Trainees begin U.S. training.

Another reason why Guatemala's CAPS academic training programs are costlier is that during FY 1985 the programs were primarily Master's and Ph.D. degrees. Post-graduate programs tend to be more expensive. Other contractors appear to benefit from cost-sharing. (If the Del Valle, Zamorano and the Merit Scholars programs were tallied in, the long-term and costs would be reduced drastically.)

SEGEPLAN is the Government of Guatemala grantee. SEGEPLAN gives GOG approval and legitimacy to the project and also provides a vehicle to obligate money. The Mission's Deputy Director explained that "the money is obligated by SEGEPLAN and is jointly programmed by the GOG (through its office--PAZAC) and by the Mission." In effect, the process of obligating money is as follows: SEGEPLAN develops a needs statement in conjunction with the CAPS project manager based on summary data supplied by the Mission. USAID/Guatemala and SEGEPLAN sign a limited-scope grant agreement, thereby obligating the funds.

The agreement with SEGEPLAN has been fruitful: Operational costs are very inexpensive; external and internal political pressures for scholarships have been warded off; and, finally, since PAZAC staff are GOG employees and not AID employees, they do not benefit from U.S.-dollar pay scales, fringe benefits, etc.

PAZAC's monthly operational budget for the six months prior to March 20, 1988, is under \$5,000. These costs include salaries for eight staff members, office rental, utilities, office supplies, materials, rental of vehicles, and parking space.

Cost Containment and Training Cost Analysis (TCA)

In the fall of 1986, OIT sent a cable advising all Mission directors that they would be held accountable for the costs associated with participant training. Because of this concern a workshop was held in Antigua (Guatemala) in February 1987 to inform Mission project managers of a system OIT was developing to monitor, compare, and contain participant training costs. "The ultimate use of this system would be to generate uniform reporting of costs among the variety of programming agents used by the Agency" (Antigua Workshop I p. 1).

The first system developed by LAC/DR/EST--Work Breakdown Structure (WBS) proved to be too complicated. A new system--Training Cost Analysis (TCA), was based on the initial WBS but was less intricate and more "user friendly." TCA and cost containment go hand in hand. TCA provides the project managers with information for decision-making regarding program design and budgeting. TCA is a necessary tool for cost containment, and its utility for the planning of short-term programs cannot be overestimated.

To date there is still confusion, however, about the definition of terms, the standardization of the instrument itself, and how the TCA fits in with other requirements. PIET, an OIT contractor and the only contractor used by USAID/Guatemala, currently provides comprehensive expenditure data by PIO/P for each quarter. This information provides only a portion (albeit the largest portion) of the total costs of programming Trainees through OIT; however OIT is exploring methods of providing complete TCA data to Missions in the near future.

The placement contractor (PIET) states that TCA does not adequately fulfill its reporting role because the contractor cannot report costs for which they do not directly disburse funds. An example would be HAC insurance, WIC or ALIGU. However, as of March 31, 1988, they have been furnishing the Guatemala Mission with some of this information in addition to that required by the TCA.

Guatemala's CAPS project manager stated that every effort should be made to contain training costs or to provide useful services on a voluntary basis so that more Central Americans can benefit. To this end the Mission has taken many steps which fall into two broad categories: (a) those resulting in lower expenditures and (b) those obtaining in-kind contributions.

Examples of cost containment resulting in lower expenditures:

- the SEGEPLAN agreement has lowered operational costs;
- an emphasis on short-term training for groups of 30-40 Trainees rather than for individuals or smaller groups;
- negotiation of in-state tuition for students at several U.S. universities;
- placement in low-maintenance rate states;
- participation in dormitories and in campus meal plans;
- a combination of in-country or third-country/U.S. long-term training--Zamorano, Merit Scholars and Del Valle programs (Though cost-effective, these programs will no longer be funded by CAPS.); and
- the Junior Year Abroad program, which will be a long-term, nonacademic training program.

Examples of cost containment through in-kind contributions the Mission has received:

- voluntary cooperation on the part of the referral agencies' representatives;
- travel agency's providing the Trainees with free traveling bags imprinted with the CAPS symbol;
- travel agency's providing a separate booth in the airport to handle Trainee documentation;
- travel agency's providing on an occasional basis a traveling companion for the group;
- travel agency's filling out most of the Trainees' documentation beforehand;
- voluntary service by a medical doctor who lectures on Acquired Immune Deficiency Syndrome (AIDS) as part of the orientation activity;
- free media publicity in local newspaper for recruiting rural applicants;
- an alumni bulletin printed free of charge; and
- PAZAC Alumni Association theme song (written by an alumnus), recorded on a cassette free of charge.

SUMMARY AND CONCLUSIONS

In comparison with other Missions' technical training costs, Guatemala's CAPS project technical training costs have been low. Only two Missions' costs are lower. Moreover, Guatemala's CAPS project technical training costs have demonstrated the largest cost decline over the period of project. Guatemala's CAPS project is the largest CAPS project. At the LOP, Guatemala will have served 5,900 Trainees. Training such a large number has been made possible because the Mission has seriously taken to heart the CLASP mandates regarding the targeting of the socially and economically disadvantaged and is convinced that only a critical

mass selected from this population would make a structural difference at this level. The project's designers believe, with good reason, that the training of this critical mass would have real impact in countering Soviet Bloc influence.

The characteristics of the Trainees selected during PHASE I demanded a design emphasizing short-term training. While critics have suggested that this population is unsuitable, the "bottom of the barrel," the differential between the number of years of schooling of the selectees and the national population suggests otherwise. Furthermore, the primary emphasis, in compliance with the original criteria of CAPS, is on *leadership* and *not on years of schooling*. And it is laudable that the Guatemala project has not confused years of schooling with educability--hence it has not failed to penetrate the social structure at the crucial levels envisioned by the project's original goals.

The Mission has made every effort to comply with cost containment as well. Cost containment is considered important not just for compliance with Washington but because achieving lower training costs can mean more Trainees can benefit from the CAPS project. The Mission recognizes that TCA is a tool that goes hand in hand with cost containment, but the Mission's contractor, PIET, has found TCA difficult to implement. The Mission has "repeatedly asked the contractor to begin cost reporting using TCA." As of this writing, the placement contractor has complied.

RECOMMENDATIONS

Cost Containment and TCA

TCA reporting forms should be provided to PAZAC by AID/W. These forms show expenditures associated with provision of in-country training services by PAZAC in standardized line items. The TCA forms should be used in all vouchers and reporting schedules.

OIT and PIET should comply with the Mission's requests that expenditure data be in TCA format for training conducted through OIT.

APPENDIX A

SUMMARY OF KEY EVALUATION QUESTIONS

AID posed eight "key questions" which this evaluation must answer. The evaluation of the Guatemalan CAPS Program has addressed many more questions than these eight "key questions." The purpose of this Appendix is to provide succinct answers to the eight "key questions" in a unified fashion.

KEY QUESTION 1: Do in-country selection committees select Trainees according to required criteria (e.g., socially and economically disadvantaged, etc.)?

Yes. In-country selection committees have been selecting Trainees according to the criteria set out in the Kissinger Commission Report, the CLASP Project Paper, and the Mission Country Training Plans. Ninety-seven percent of the Guatemalan Trainees are economically disadvantaged and 43 percent of the scholarships have been awarded to women. In addition, 88 percent of all Trainees come from rural areas and 45 percent are Indigenous (See Chapter Two).

KEY QUESTION 2a: How has the Mission's CTP responded to the special focus of CLASP?

The March 1986 CTP stated that CAPS focus on the disadvantaged Indigenous and rural populations is consistent with the Mission's longer term development strategy in advancing both growth with equity for all Guatemalans and promoting a more vigorous private sector to encourage future growth and democratic prospects. According to the CTP, the objectives of the CAPS project are "to promote democratic processes and to counter direct Soviet Bloc efforts in the region by reducing the exploitable conditions that give them the opportunity to promote their ideas and interests." The target groups identified in the CTP are women, Indigenous populations, and the economically/socially disadvantaged, especially among the rural population (see Chapter One).

KEY QUESTION 2b: How have the CTP programs been implemented?

Every short-term training program contains two important components: (a) Experience America--whereby Trainees have significant exposure to the democratic process and to activities that characterize daily life in the U.S., and (b) Training compatible with the generally low income, low-education, and rural backgrounds of the target groups. Different selection criteria are used for different target groups (i.e., rural and marginal urban or public sector employees) and a special academic attainment (compatibility) test is used to ensure homogeneity of groups. To reduce language and culture shock problems, short-term training groups number around 40 Trainees each and training is conducted in Spanish. During the first two years of project implementation, 25 long-term Trainees began academic programs in the U.S.

In addition, a special Rural Scholarships Program, funded by CAPS, was established to provide reinforcement courses to qualify 50 long-term candidates for U.S. undergraduate scholarships. In January 1988, over 25 long-term Trainees, who had completed the in-country reinforcement university-level courses, began undergraduate programs in U.S. universities. Another 25 Trainees will start U.S. academic work in January 1989.

KEY QUESTION 3a: Are candidates adequately oriented?

Yes, but there is room for improvement. All Trainees receive at least two days of predeparture orientation (including one day of preorientation) before leaving Guatemala. Of the 670 Guatemalan Trainees interviewed by PIET upon completion of their programs in FY 1987, 81 percent of the Trainees stated that they had been well prepared for their training prior to departure. In FY 1988 the proportion of Trainees expressing satisfaction with the predeparture orientation rose slightly to 86 percent.

KEY QUESTION 3b: Are CAPS Trainees prepared in English language (where appropriate) and study skills?

Yes. Although all short-term training is conducted in Spanish, Trainees receive rudimentary English training before departure. Long-term Trainees receive two years of intensive English language training along with other reinforcement university-level course work.

KEY QUESTION 3c: Are CAPS Trainees receiving enrichment programs in the U.S.?

Yes. All Trainees receive enrichment training in the U.S. Although fewer Trainees in FY 1988 said that they visited North American families than the Trainees in FY 1987, 92 percent of the Trainees in FY 1988 said that they discussed life in the U.S. with North Americans compared to only 75 percent in FY 1987. In FY 1987, 73 percent of the Trainees said that they got to know North Americans well. This proportion dropped to 48 percent in FY 1988.

KEY QUESTION 3d: Are CAPS Trainees receiving Follow-On support upon return?

Yes. All Trainees are offered an extensive Follow-on program. Most of the Trainees who were interviewed in Guatemala after their return in May 1988 stated that they had received Follow-On upon their return (68 percent). Of those who said they received Follow-On, 81 percent said that Follow-On was provided by USAID. Nearly everyone who received Follow-On found it useful (83 percent).

KEY QUESTION 4a: Has USAID/Guatemala met its objectives for short-term training?

Yes. In Phase I of the CAPS Project (FY 1985 - FY 1987), primary emphasis was given to short-term technical training. During this time, 2,146 short-term Trainees completed training in areas of small and medium enterprise, primary health care, cooperative management, community development, training of trainers, and primary education. Short-term Trainees up to this time represented 99 percent of all training.

According to the CTPs, USAID/Guatemala planned to train 240 Trainees in FY 1985, 1,600 Trainees in FY 1986, and 1,000 Trainees in FY 1987. The Mission exceeded its goals in FY 1985 by training 312 short-term Trainees. In FY 1986 and FY 1987, fewer Trainees than expected were actually trained because of AID/W's guidance to reduce short-term training numbers, increase training duration, and initiate more long-term programs. The total number of Trainees during these two years numbered 1,834.

KEY QUESTION 4b: Has USAID/Guatemala met its objectives for long-term training?

Somewhat. Because more emphasis was given to short-term technical training during Phase I of project start-up, only one percent of the previous year's Trainees were long-term. USAID/Guatemala has changed the balance so that by the end of project 30 percent of all Trainees will be long-term. During FY 1985 - FY 1987, 25 Trainees began long-term training in U.S. universities. At the same time, 50 Trainees began a two-year program at the Del Valle University in Guatemala. Although not included in this report, 25 of these Trainees began their U.S. training in January 1988 (the remaining will begin U.S. training in January 1989).

According to the CTP, 20 long-term academic Trainees were to begin training in FY 1985, and 35 more Trainees were scheduled to begin training in FY 1986. No long-term Trainees were scheduled to begin degree programs at U.S. universities in FY 1987.

KEY QUESTION 4c: Has USAID/Guatemala met its objectives for graduate and undergraduate training?

Somewhat. Twenty of the 22 academic Trainees to date have begun graduate degree programs in the U.S. USAID/Guatemala, began a two-year university-level reinforcement training program at De Valle University to prepare Guatemalan students for undergraduate degree programs in U.S. universities. In the upcoming years, USAID/Guatemala plans to send an additional 1000 Trainees to the U.S. for undergraduate training (Overview Doc. July 1987).

KEY QUESTION 4d: Has USAID/Guatemala met its objectives for public and private sector training?

Yes. Ninety-two percent of all Trainees through December 31, 1987, have been working in the private sector.

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

Yes. All short-term CAPS Trainees who have returned to Guatemala are invited to participate in four in-country "reinforcement seminars" which last for one week and are offered over a period of two years. In addition, Trainees are encouraged to complete up to two months of self-directed study to supplement the reinforcement seminars. These seminars provide opportunities for returned Trainees to add to their skills, to establish networks with other Trainees and trainers, and to recall their American experience. These activities will help to generate strong feelings of continued support as the Trainees are reunited with one another. A Junior Year Abroad program for 1000 Trainees is cost-effective and has an institutional development impact on Guatemala's universities.

KEY QUESTION 5b: What percentage of Trainees are women?

Since the beginning of the project, women have received 43 percent of all CAPS scholarships--exceeding the 40 percent target that was mandated. For every year except one, women made up at least 40 percent of the Trainees. While in FY 1986 only 23 percent of the awards went to women, over half of the awards went to women in FY 1987 and through the first quarter of FY 1988.

KEY QUESTION 5c: How has AID collaboration with USIA and the Peace Corps been carried out? What are the results?

USAID/Guatemala has worked with USIA and the Peace Corps in areas of screening candidates, selection and orientation of CAPS Trainees, as well as in handling press coverage and promotion of the CAPS program in Guatemala. The program is fully coordinated with USIA's CAMPUS program.

KEY QUESTION 6: Do Training Programmers display any outstandingly successful characteristics or significant problems?

The Mission has chosen the Office for International Training (OIT) for its Training Programmer. OIT, through its contractor (PIET), has responded effectively to the heavy demands for identifying U.S. training sites, designing training programs, and placing a large number of Guatemala's CAPS Trainees in the United States. (The number of CAPS Trainees

as of December 31, 1987, is 2,457.) PIET has also designed and administered creative debriefing instruments for the neoliterate groups. Moreover, PIET is now responding to the requirement to include the Experience America component in the Trainees' training programs. Comparing short-term training program costs with other Missions, PIET is within a reasonably low program cost range.

KEY QUESTION 7a: Do Trainees return home?

Yes. All 2,457 Trainees to date who have completed training programs have returned home to Guatemala. Of the 391 Trainees interviewed in Guatemala in May 1988, 88 percent stated that they planned to continue living in Guatemala.

KEY QUESTION 7b: Are Trainees followed up?

Yes. An extensive Follow-On program is offered to all Trainees. Most of the returned Trainees interviewed in May 1988 (68 percent) said that they received Follow-On after their return. Of those who said they received Follow-On, 81 percent received Follow-On from AID, 8 percent from a contractor, and 5 percent from people in the U.S. The majority of the Trainees (82 percent) found the Follow-On useful.

KEY QUESTION 7c: Are the skills Trainees acquired being used productively?

Yes. When asked to what extent the training program helped the Trainee to establish skills and to improve competence, 66 percent of the returned Trainees interviewed in Guatemala in May 1988 said that the program helped them to establish skills to a great or very great extent, and 77 percent said that their competence had been improved as well. Only 22 percent claimed not to have benefited from acquired skills, and 10 percent did not improve in competence. A majority of the Trainees (66 percent) said that they were applying their new knowledge to a great or very great extent, and 87 percent thought that the program had been useful or very useful to their present job.

KEY QUESTION 8: Are training costs equal to or less than those of S&T/IT?

The Mission in Guatemala uses S&T/IT exclusively for all programs. The average cost per technical training-month is \$3,325, with the most expensive program costing \$5,998 a month and the cheapest costing \$1,106 a month. Following the Mission's requests, the contractor has made great progress in reducing the cost per training-month since the start of the CAPS project. While the average cost per technical training-month was \$4,525 in FY 1985, the average cost per training-month is down to \$2,458 for the first quarter in FY 1988.

APPENDIX B

RESULTS OF EXIT QUESTIONNAIRES

From October 1986 to June 1988, 29 groups of Guatemalans sponsored under USAID's Central American Peace Scholarships program were evaluated by Partners for International Education and Training (PIET). Twenty-three of these groups, including 882 participants, were evaluated between October 1986 and September 1987 (FY 1987), while 6 groups, including 232 participants, were evaluated between October, 1987, and June, 1988 (FY 1988). This report will compare the responses of the participants from the 2 different fiscal years on 21 items developed by Creative Associates (for PIET) to assess these training, programs.

Since many of these CAPS Trainees were not able to complete a written questionnaire, these evaluations were done orally, with the participants' checking boxes on an answer sheet to respond to the interviewer's questions. This procedure was carefully developed and pretested to provide reliable and relevant information on the experiences of these Trainees. The evaluations were administered at the participants' last training site and covered the satisfaction of the exiting Trainees with their pretraining, training, and U.S. cultural experiences.

The findings will be presented in narrative form grouped under the different experiences of the Trainees. They are compared by fiscal year to ascertain any changes in Guatemalan participants' satisfaction over time.

PREDEPARTURE PREPARATION

The participants were asked if they had enough time to prepare for their trip from the time they were notified of their selection until the time they left for the U.S. In FY 1987, 64 percent of the Trainees said they had enough time (539 Participants = Ps). In FY 1988, 90 percent of the Trainees said they had enough time (206 Ps), a definite improvement in perception of time available.

Participants were asked if they received enough information on the U.S. and what they were going to do and see here before they left Guatemala. In FY 1987, 81 percent of the Trainees said they had enough information (670 Ps). In FY 1988, 86 percent said they had enough information (195 Ps), a slight improvement in perception of information available.

The Trainees were asked to rate in retrospect how well prepared they were for their training program before they left Guatemala. The ratings were made on a 7 point scale where 1 = could not have been better prepared and 7 = not at all prepared. In FY 1987, the mean rating on this question was $M = 2.43$, a moderately high degree of preparation. In FY 1988, the mean rating was $M = 2.21$, a slightly higher rating.

TRAINING PROGRAM

The participants were asked a number of questions about their training programs. In FY 1987, 81 percent of the Trainees said that they had learned all that they wanted to learn in their training in the U.S. (314 Ps). In FY 1988, 95 percent of the Trainees said that they had learned all that they wanted to learn (217 Ps), a definite improvement in Trainees' satisfaction with the amount of learning.

In FY 1987, 53 percent of the participants said that their training programs were too short, while 46 percent thought that they were just the right length (207 Ps). In FY 1988, 28 percent thought that their programs were too short, while 70 percent said they were just the right length (155 Ps). This is a significant increase in the number of participants who believed that their training program was the right length.

The participants were asked to rate the difficulty of their training programs and their utility for their work in Guatemala on two 7-point scales. The difficulty scale ran from 1 = just the right level of difficulty to 7 = much too difficult. In FY 1987, the mean rating on this scale was $M = 1.66$ (382 Ps), indicating a high degree of satisfaction with the level of difficulty. In FY 1988 the mean rating was $M = 1.22$ (226 Ps), an even higher degree of satisfaction.

The utility scale ran from 1 = extremely useful for my work at home, to 7 = not at all useful for my work at home. In FY 1987, the mean rating for the 834 Ps who used this scale was $M = 1.38$, showing a very high degree of satisfaction with the utility of their training. In FY 1988, the mean rating was $M = 1.12$, showing an even higher degree of satisfaction for these 229 Ps.

In FY 1987, 95 percent of the Trainees (458 Ps) said the size of their training group (usually around 40 Ps) was just right. In FY 1988, 97 percent of the Trainees (226 Ps) said the group size was just right.

SERVICES PROVIDED

The participants were also asked several questions about the support services provided by PIET and their training facilities. These were all in the format of ratings made on 7-point scales where 1 indicated that the services provided were perfect and could not be improved, while 7 meant the services were terrible and could not have been worse.

In FY 1987, the participants rated their travel arrangements at $M = 1.41$ (835 Ps), a high level of satisfaction. In FY 1988, the ratings were even higher, $M = 1.22$ (229 Ps).

In FY 1987, the participants rated their satisfaction with their money allowances high, $M = 1.47$ (830 Ps). In FY 1988, they were even more satisfied as indicated by their ratings, $M = 1.28$ (229 Ps).

In FY 1987, the participants rated their housing arrangement at $M = 1.56$ (859 Ps), a high level of satisfaction. In FY 1988, the ratings were higher, $M = 1.31$ (230 Ps).

In FY 1987, the participants rated their satisfaction with the help and support provided by the staff(s) at the training site(s) very high, $M = 1.25$ (867 Ps). In FY 1988, they were equally satisfied as indicated by their ratings, $M = 1.26$ (230 Ps).

CULTURAL ACTIVITIES

In keeping with the CAPS project's emphasis on providing the participants with the opportunity to meet with and experience North Americans and their way of life, several questions were asked about the participants' social, cultural and recreational activities. In FY 1987, 72 percent of the Trainees (605 Ps) said they made visits with North American families. In FY 1988, 20 percent fewer participants said they made such visits (52 percent, 118 Ps), a definite decrease in the amount of contact with families in the U.S.

In FY 1987, 75 percent of the participants (614 Ps) said they discussed life in the U.S. with North Americans. In FY 1988, 92 percent (210 Ps) said they discussed life in the U.S. with North Americans, a definite increase in such interactions with North Americans.

In FY 1987, 62 percent of the participants (518 Ps) said they made presentations about their countries to North Americans. In FY 1988, 98 percent (225 Ps) said they made such presentations, a definite improvement in the participants' feelings of being ambassadors from their countries (and the single greatest increase in percentages from FY 1987 to FY 1988).

In FY 1987, 73 percent of the participants (622 Ps) said they got to know North Americans well during their visits to the U.S. In FY 1988, only 48 percent (109 Ps) said they got to know North Americans well, the single greatest decrease in percentages from FY 1987 to FY 1988.

In FY 1987, 44 percent of the participants (335 Ps) said they got to see and do everything they wanted to in the U.S. In FY 1988, 74 percent said they got to see and do everything they wanted to in the U.S., the second largest increase in percentages from FY 1987 to FY 1988.

PERSONAL DIFFICULTIES

To provide insights into problems that the Trainees may have had in their visits to the U.S., several questions were asked about personal difficulties that many sojourners have experienced.

In FY 1987, 18 percent of the participants (147 Ps) said they had difficulties with the climate in the U.S. In FY 1988, 7 percent (16 Ps) said they had this difficulty, a definite improvement.

In FY 1987, 30 percent of the participants (250 Ps) said they had difficulties with the food in the U.S. In FY 1988, 24 percent (56 Ps) said they had this difficulty, a slight improvement.

In FY 1987, 8 percent of the participants (41 Ps) said they had some difficulties getting along with North Americans. In FY 1988, 2 percent (5 Ps) reported such difficulties, a definite improvement.

In FY 1987, half of the participants (410 Ps) reported some feelings of homesickness while in the U.S. In the FY 1988, 43 percent reported such feelings (99 Ps).

In FY 1987, 9 percent of the participants (74 Ps) said they were lonely while in the U.S. In FY 1988, 12 percent of the participants (26 Ps) reported such feelings.

OVERALL SATISFACTION

The Trainees were asked to rate their satisfaction with their entire program on a 7 point scale on which 1 = completely satisfied and 7 = not at all satisfied. The mean rating in FY 1987 showed very high satisfaction, M = 1.27 (835 Ps). The ratings in FY 1988 were slightly higher, M = 1.12 (229 Ps).

OPEN-ENDED QUESTIONS

The PIET evaluators asked the Trainees a few questions for which a group response was required. This entailed group discussion after the questions were asked and a recording of the group's responses by the evaluator. Responses given by at least four of the FY 1987 and/or two of the FY 1988 groups to some of these questions are presented below.

The groups were asked for suggestions for improving the orientations they received in their countries. The answers given by the number of groups and fiscal year are presented below.

FY 1987 (23 groups)	FY 1988 (6 groups)
Orientation too general and limited (7 groups)	(0 groups)
More information on training content (7 groups)	(2 groups)
More time for orientation (5 groups)	(0 groups)
More information on insurance (4 groups)	(1 group)
More information on clothing (4 groups)	(0 groups)
More notice of orientation meeting (2 groups)	(2 groups)

The groups were asked what new ideas from their training would be most important for use in Guatemala after they returned. The answers most often given are listed below by fiscal year.

FY 1987 (23 groups)	FY 1988 (6 groups)
Communication (12 groups)	(2 groups)
How to organize others (8 groups)	(0 groups)
How to organize (7 groups)	(2 groups)
How to save time (7 groups)	(0 groups)
Project planning (7 groups)	(2 groups)
Leadership (7 groups)	(1 group)
Budgeting (6 groups)	(1 group)
Planning a calendar (5 groups)	(2 groups)
Group dynamics (4 groups)	(1 group)
Goal identification (4 groups)	(1 group)
Punctuality (4 groups)	(0 groups)
Utilization of resources (4 groups)	(0 groups)
Discipline (2 groups)	(2 groups)
Accounting skills (2 groups)	(2 groups)
Administering a project (1 group)	(2 groups)
Project evaluation (0 groups)	(2 groups)
Community organization (0 groups)	(2 groups)

The groups were asked what informal activities they wanted to attend in addition to those that they took part in. The answers most often given are listed below by fiscal year.

FY 1987 (23 groups)	FY 1988 (6 groups)
Visit the White House (9 groups)	(2 groups)
Visit other places (7 groups)	(0 groups)
Learn English (6 groups)	(0 groups)
Visit friends and relatives (5 groups)	(1 group)
Go to sports events (5 groups)	(0 groups)
Visit monuments and memorials (5 groups)	(0 groups)
Meet average Americans (5 groups)	(0 groups)
See a hospital (4 groups)	(1 group)
Go shopping (4 groups)	(0 groups)
Visit museums (4 groups)	(0 groups)
Go to NASA, Cape Kennedy (2 groups)	(2 groups)
Visit Washington, D.C. (0 groups)	(3 groups)
Visit sites relevant to profession (0 groups)	(2 groups)

The groups were asked what new ideas they got about North Americans and life in the U.S. The answers given most often are listed below by fiscal year.

FY 1987	(23 groups)	FY 1988	(6 groups)
Punctuality	(16 groups)		(2 groups)
Cleanliness of public places	(13 groups)		(2 groups)
Respectfulness to others	(10 groups)		(0 groups)
Disciplined	(9 groups)		(3 groups)
Organized	(8 groups)		(4 groups)
Orderly	(8 groups)		(1 group)
Too much individualism	(8 groups)		(0 groups)
High technology	(7 groups)		(4 groups)
Work is important	(7 groups)		(1 group)
Healthy	(7 groups)		(0 groups)
Equality of men and women	(7 groups)		(0 groups)
Good traffic laws	(5 groups)		(0 groups)
Racial equality	(4 groups)		(3 groups)
Respect of individual rights	(4 groups)		(2 groups)
Democracy	(4 groups)		(1 group)
Very independent	(4 groups)		(0 groups)
Plan, look to the future	(4 groups)		(0 groups)
Too much emphasis on material goods	(4 groups)		(0 groups)
Friendly	(4 groups)		(0 groups)
Freedom of expression	(4 groups)		(0 groups)
Much marital separation	(4 groups)		(0 groups)
Good education system	(3 groups)		(2 groups)

SUMMARY

There is a high general level of satisfaction among the Guatemalan groups interviewed by PIET and Creative Associates in FY 1987-88. They are especially pleased with their training programs. In addition to this general satisfaction, there has been a positive change from FY 1987 to FY 1988 in the participants' evaluation of the amount that they have learned, the length of their programs, the difficulty of the material, and the programs' utility for their work in Guatemala.

There have also been positive changes in these participants' ratings of the time available to prepare for their trip to the U.S., getting to do and see all they wanted in the U.S., getting along with North Americans and having discussion with them, and the number of participants who made presentations about Guatemala in the U.S. This would suggest that the nontraining portions of these programs have improved from FY 1987 to FY 1988. However, these positive changes are offset to some extent by decreases in the percentages of participants who had home visits in the U.S. and who said they got to know North Americans well.

The most problematic area for these groups is with their orientations in Guatemala. While a majority felt these orientations were satisfactory in both fiscal years, some participants indicated that they would have liked more lengthy and informative sessions. They specifically wanted more information about their training programs and program services like insurance.

The participants are leaving the U.S. with new ideas about work skills such as how to communicate, organize, plan, and lead better. They learned these skills in their programs and by observing North Americans whom they see as punctual, disciplined, orderly and respectful of others. Their images of the U.S. are primarily positive in both fiscal years, with some positive changes from FY 1987 to FY 1988.

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APPENDIX C: CAPS TECHNICAL TRAINING COST, GUATEMALA

PIO/P NO.	PROGRAM DESCRIPTION	PROGRAM ENHANCEMENTS AFFECTING COST	TRAINING INSTITUTION	DEPT DATE	RETURN DATE	TRAIN. MONTHS/ PROGRAM	TRAINEES PER PROGRAM	TOTAL TRAIN. MONTHS	TOTAL BUDGET	COST PER TRAINING- MONTH
50072	Bilingual Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	NEW MEXICO UNIVERSITY ALBUQUERQUE	02-Jun-85	02-Jul-85	1.0	24	24	\$89,680	\$3,786
50075	Bilingual Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	NEW MEXICO UNIVERSITY ALBUQUERQUE	30-Jun-85	30-Jul-85	1.0	24	24	\$177,004	\$7,474
50080	Health Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	UNIV CAL SAN FRANCISCO	23-Jun-85	23-Jul-85	1.0	10	10	\$67,000	\$6,789
50093	Health Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	08-Sep-85	08-Oct-85	1.0	30	30	\$129,300	\$4,367
50094	Non-Traditional Exports	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	08-Sep-85	08-Oct-85	1.0	26	26	\$130,500	\$5,086
50122	Small Rural Enterprises	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	13-Oct-85	13-Nov-85	1.0	40	41	\$138,000	\$3,383

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PIO/P NO.	PROGRAM DESCRIPTION	PROGRAM ENHANCEMENTS AFFECTING COST	TRAINING INSTITUTION	DEPT DATE	RETURN DATE	TRAIN. MONTHS/ PROGRAM	TRAINEES TOTAL PER PROGRAM	TRAIN. MONTHS	TOTAL BUDGET	COST PER TRAINING- MONTH
50123	Small Rural Enterprises	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI, FL	10-Nov-85	10-Dec-85	1.0	44	43	\$136,800	\$3,151
50124	Health Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI, FL	13-Oct-85	13-Nov-85	1.0	45	46	\$136,500	\$2,975
50125	Health Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI, FL	10-Nov-85	10-Dec-85	1.0	46	45	\$136,200	\$3,000
50126	Natural Resources	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	SOIL CONSERV SERVICE PUERTO RICO	07-Oct-85	07-Nov-85	1.0	36	37	\$116,700	\$3,179
50127	Melon	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	TEXAS A&M U. COLLEGE STA., TEXAS	04-May-86	24-Jun-86	1.7	29	49	\$91,800	\$1,887
50128	Apple Harvesting	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	AGRIC COOP DEV INSTIT WASH, DC	20-Oct-85	20-Nov-85	1.0	25	25	\$114,500	\$4,491

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APPENDIX C: CAPS TECHNICAL TRAINING COST, GUATEMALA

PIO/P NO.	PROGRAM DESCRIPTION	PROGRAM ENHANCEMENTS AFFECTING COST	TRAINING INSTITUTION	DEPT DATE	RETURN DATE	TRAIN. MONTHS/ PROGRAM	TRAINEES PER PROGRAM	TOTAL TRAIN. MONTHS	TOTAL BUDGET	COST PER TRAINING- MONTH
50134	Community Volunteers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INSTITUTE FOR TRNG/DEV AMHERST,MA	27-Oct-85	27-Nov-85	1.0	34	35	\$41,800	\$1,206
50135	Community Volunteers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INSTITUTE FOR TRNG/DEV AMHERST,MA	25-May-86	22-Jun-86	0.9	34	31	\$165,300	\$5,278
50136	Non-Formal Education	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	MICHIGAN ST. UNIVERSITY E.LANSING,MI	11-Sep-85	11-Oct-85	1.0	20	20	\$94,000	\$4,763
50140	Natural Resources	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	SOIL CONSERV SERVICE PUERTO RICO	10-May-86	07-Jun-86	0.9	35	32	\$165,000	\$5,118
50141	Cooperative Administration	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	24-Nov-85	24-Dec-85	1.0	40	39	\$171,000	\$4,332
60059	Health Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	31-Aug-86	05-Oct-86	1.2	39	45	\$148,300	\$3,303

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60060	Health Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	31-Aug-86	05-Oct-86	1.2	40	46	\$148,000	\$3,214
60061	Health Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	07-Sep-86	12-Oct-86	1.2	38	44	\$148,600	\$3,397
60062	Health Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	07-Sep-86	12-Oct-86	1.2	40	46	\$148,000	\$3,214
60063	Cooperative Administration	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	14-Sep-86	19-Oct-86	1.2	37	43	\$148,900	\$3,495
60064	Health Promoters	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	14-Sep-86	19-Oct-86	1.2	37	43	\$148,900	\$3,495
60065	Cooperative Administration	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	21-Sep-86	26-Oct-86	1.2	36	41	\$149,200	\$3,600

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60068	Cooperative Administration	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	21-Sep-86	26-Oct-86	1.2	38	44	\$148,600	\$3,397
60069	Cooperative Administration	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	28-Sep-86	02-Nov-86	1.2	40	46	\$148,000	\$3,214
60070	Cooperative Administration	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	28-Sep-86	02-Nov-86	1.2	38	44	\$148,600	\$3,397
60075	Community Development	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INSTITUTE FOR TRNG/DEV AMHERST,MA	26-Oct-86	23-Nov-86	0.9	40	37	\$148,000	\$4,017
60076	Small Enterprise	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	02-Nov-86	07-Dec-86	1.2	40	46	\$148,000	\$3,214
60077	Training of Trainers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	02-Nov-86	07-Dec-86	1.2	40	46	\$148,000	\$3,214

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60078	Community Development	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INSTITUTE FOR TRNG/DEV AMHERST,MA	23-Nov-86	21-Dec-86	0.9	40	37	\$148,000	\$4,017
60085	Community Development	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INSTITUTE FOR TRNG/DEV AMHERST,MA	01-Feb-87	01-Mar-87	0.92	39	36	\$174,330	\$4,859
60088	Community Development	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INSTITUTE FOR TRNG/DEV AMHERST,MA	08-Mar-87	05-Apr-87	0.92	40	37	\$172,600	\$4,690
60091	Small Enterprise	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	15-Mar-87	19-Apr-87	1.15	40	46	\$140,000	\$3,043
60097	Small Enterprise	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	29-Mar-87	03-May-87	1.15	40	46	\$140,000	\$3,043
60098	Community Development	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INSTITUTE FOR TRNG/DEV AMHERST,MA	12-Apr-87	10-May-87	0.92	38	35	\$173,584	\$4,965

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60101	Small Enterprise	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	12-Apr-87	24-May-87	1.38	39	54	\$173,511	\$3,224
60102	Small Enterprise	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	26-Apr-87	31-May-87	1.15	39	45	\$175,617	\$3,916
60104	Voluntary Institutions	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	EXP.IN INTNL LIVING BRATTLESB,VT	03-May-87	07-Jun-87	1.15	37	43	\$129,722	\$3,049
60105	Voluntary Institutions	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI.FL	24-May-87	28-Jun-87	1.15	40	46	\$147,600	\$3,209
60107	Electronics	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	EL PASO COMM COLLEGE EL PASO,TX	14-Jun-87	13-Dec-87	5.98	13	78	\$137,904	\$1,774
60111	Teachers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	CTR INTNL ED AMHERST,MA INCAE MIAMI,FL	31-May-87	05-Jul-87	1.15	40	46	\$168,960	\$3,673

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60115	Community Health Workers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	07-Jun-87	12-Jul-87	1.15	39	45	\$147,888	\$3,297
60117	Transportation Workers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	TEXAS STATE TECH INST. AMARILLO,TX	07-May-87	20-Sep-87	4.47	14	63	\$80,304	\$1,283
70054	Community Health Workers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	EDUC & TRNG SVS SANTA CRUZ,CA	21-Jun-87	20-Dec-87	5.98	11	66	\$198,000	\$3,010
70055	Nurses	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	TEXAS SOUTHERN U. HOUSTON,TX	21-Jun-87	26-Jul-87	1.15	40	46	\$117,960	\$2,564
70063	Training of Cooperative Trainers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	05-Jul-87	09-Aug-87	1.15	40	46	\$174,120	\$3,785
70064	Teachers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	FERRIS ST. COLLEGE BIGRAPIDS,MI	12-Jul-87	16-Aug-87	1.15	40	46	\$132,400	\$2,878

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70078	Cooperatives	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	19-Jul-87	23-Aug-87	1.15	40	46	\$147,600	\$3,209
70079	Teachers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	FERRIS STATE COLLEGE BIGRAPIDS,MI	26-Jul-87	30-Aug-87	1.15	40	46	\$160,000	\$3,478
70085	Community Health Workers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	09-Aug-87	13-Sep-87	1.15	44	51	\$162,976	\$3,221
70108	Small Enterprise	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	23-Aug-87	20-Sep-87	0.92	43	40	\$144,265	\$3,647
70116	Small Enterprise	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	06-Sep-87	11-Oct-87	1.15	44	51	\$145,068	\$2,867
70125	Community Development	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	OST-RUR DEV INSTITUTE FOR TRNG/DEV AMHERST,MA	13-Sep-87	08-Oct-87	0.82	40	33	\$160,000	\$4,878

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APPENDIX C: CAPS TECHNICAL TRAINING COST, GUATEMALA

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70126	Community Development	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INSTITUTE FOR TRNG/DEV AMHERST,MA	20-Sep-87	18-Oct-87	0.92	38	35	\$152,000	\$4,348
70138	Community Health Workers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	04-Oct-87	08-Nov-87	1.15	39	45	\$120,900	\$2,696
70139	Small Enterprise	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	11-Oct-87	15-Nov-87	1.15	39	45	\$120,900	\$2,696
70140	Teachers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	FERRIS STATE COLLEGE BIGRAPIDS,MI	18-Oct-87	22-Nov-87	1.15	40	46	\$96,000	\$2,087
70141	Teachers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	TEXAS SOUTHERN U. HOUSTON,TX	02-Oct-87	29-Nov-87	1.91	38	73	\$80,256	\$1,106
70148	Computers Training	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	07-Oct-87	09-Apr-88	6.08	20	122	\$373,060	\$3,068

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70163	Training of Trainers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	01-Nov-87	06-Dec-87	1.15	40	46	\$123,380	\$2,693
70165	Training of Trainers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	09-Nov-87	13-Dec-87	1.15	37	43	\$125,689	\$2,954
70166	Training of Trainers	Training conducted in Spanish. Orientation program at the Washington International Center. Travel within the US.	INCAE MIAMI,FL	15-Nov-87	20-Dec-87	1.15	36	41	\$125,352	\$3,028
TOTAL PROGRAMS: 69							2430	2926	\$9,728,481	\$3,325

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APPENDIX D

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GUATEMALA: TRAINEES BY SEX AND YEARS OF SCHOOLING PRIOR TO SELECTION

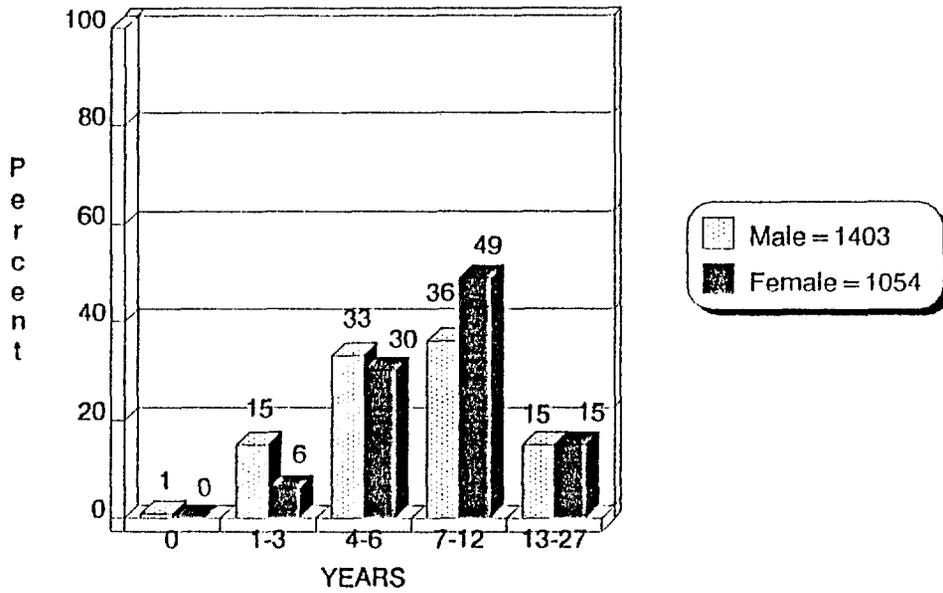


Figure E-1

GUATEMALA: COMPARISON OF TOTAL YEARS OF EDUCATION: INDIGENOUS AND LADINO

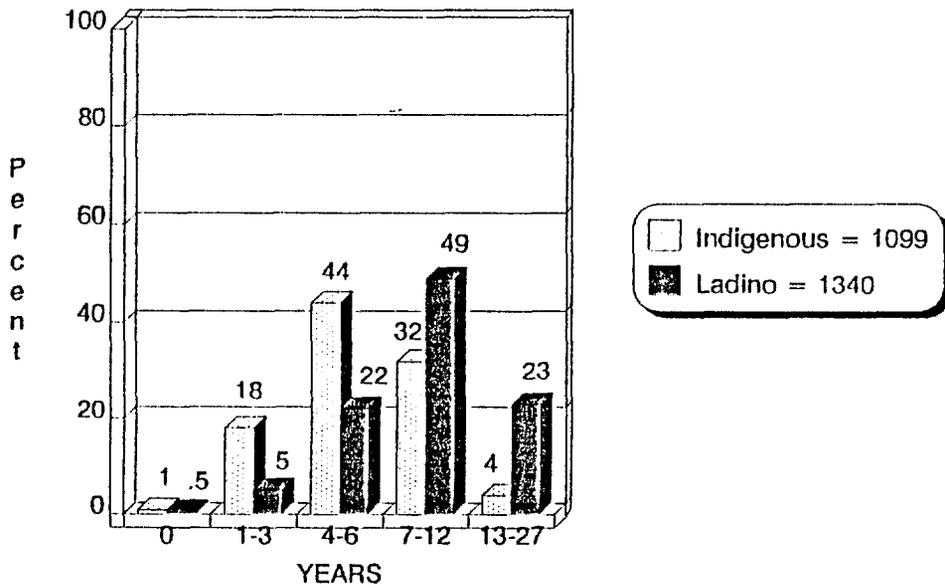


Figure E-2

GUATEMALA: COMPARISON HIGHEST DEGREE
EARNED: INDIGENOUS LADINO

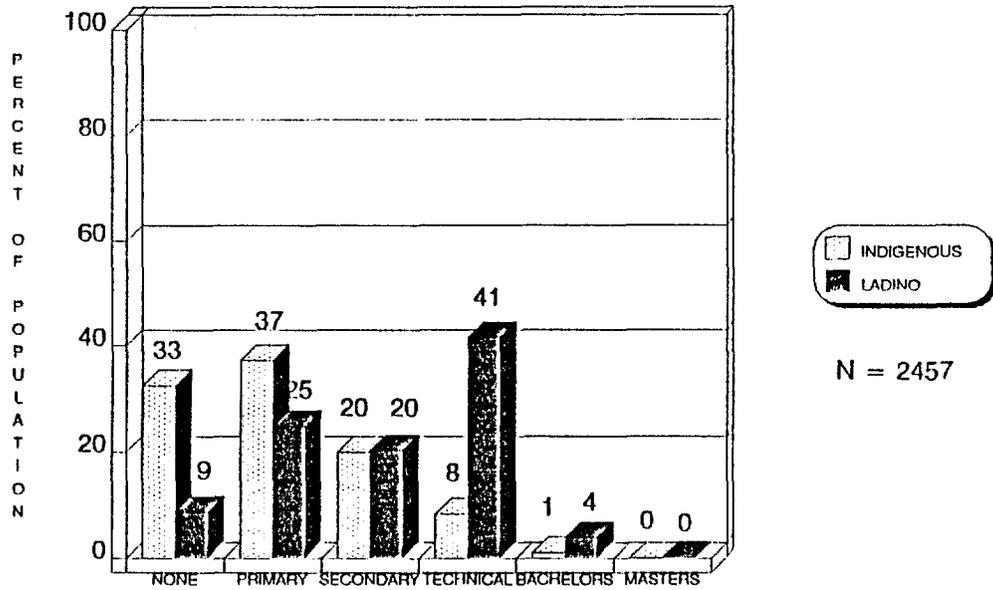


Figure E-3

GUATEMALA: TRAINEE'S PARENTS YEARS OF
SCHOOLING COMPLETED

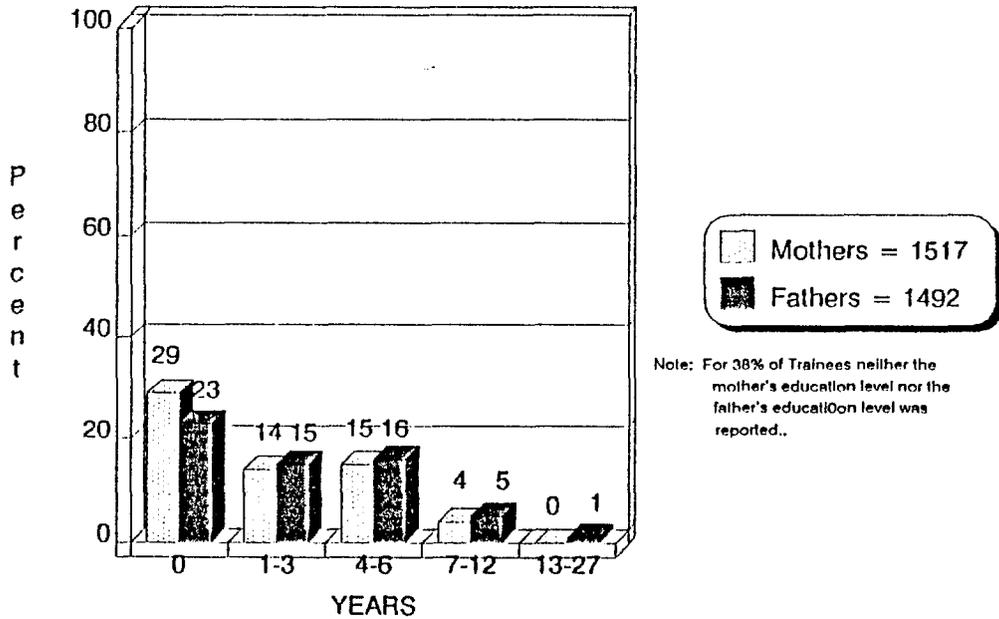


Figure E-4

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GUATEMALA: COMPARISON OF MOTHER'S EDUCATION LEVEL

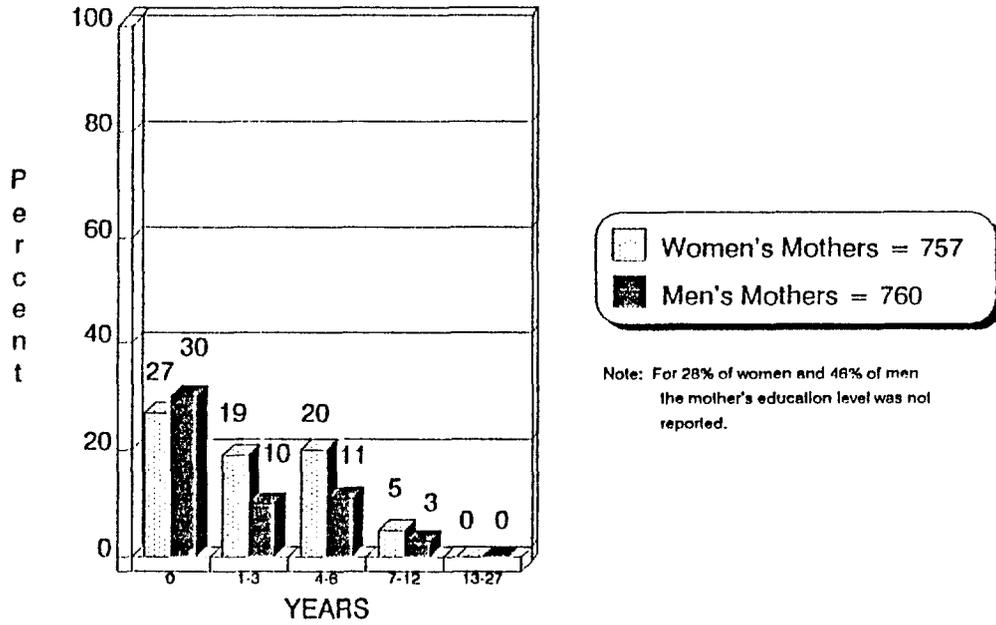


Figure E-5

GUATEMALA: COMPARISON OF FATHER'S EDUCATION LEVEL

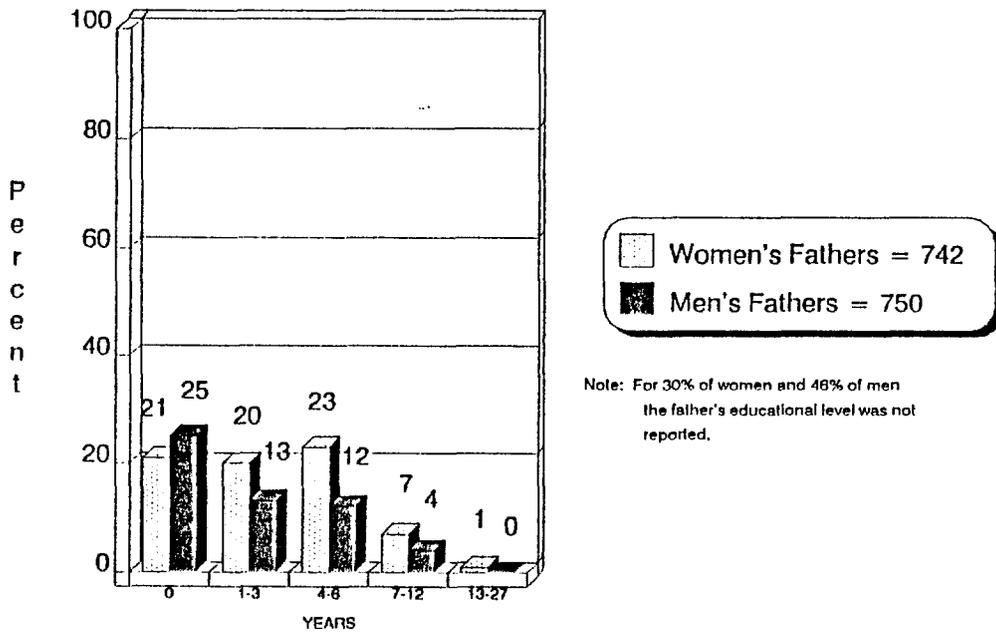


Figure E-6

GUATEMALA: COMPARISON OF MOTHERS' EDUCATION LEVEL

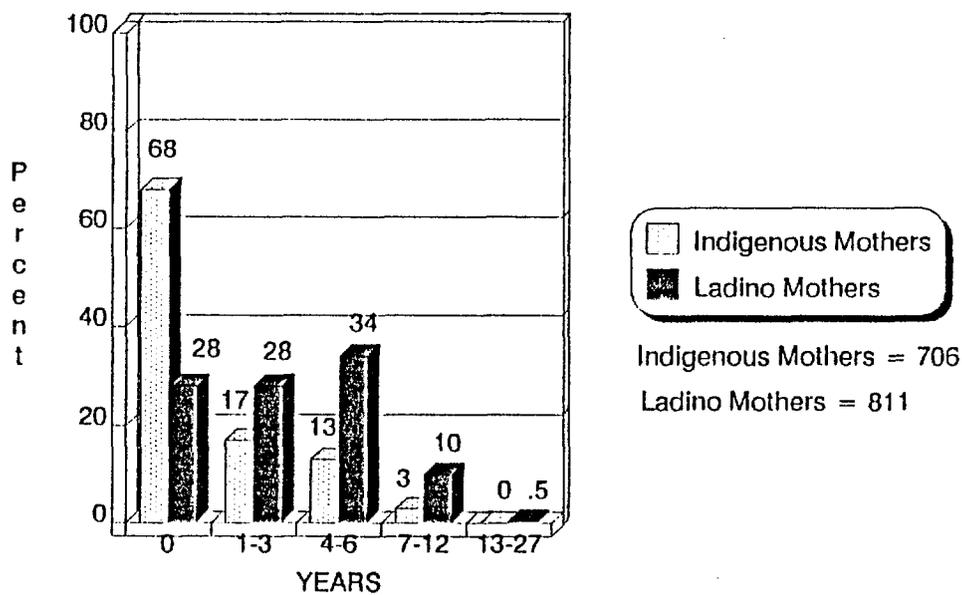


Figure E-7

GUATEMALA: COMPARISON OF FATHERS' EDUCATION LEVEL

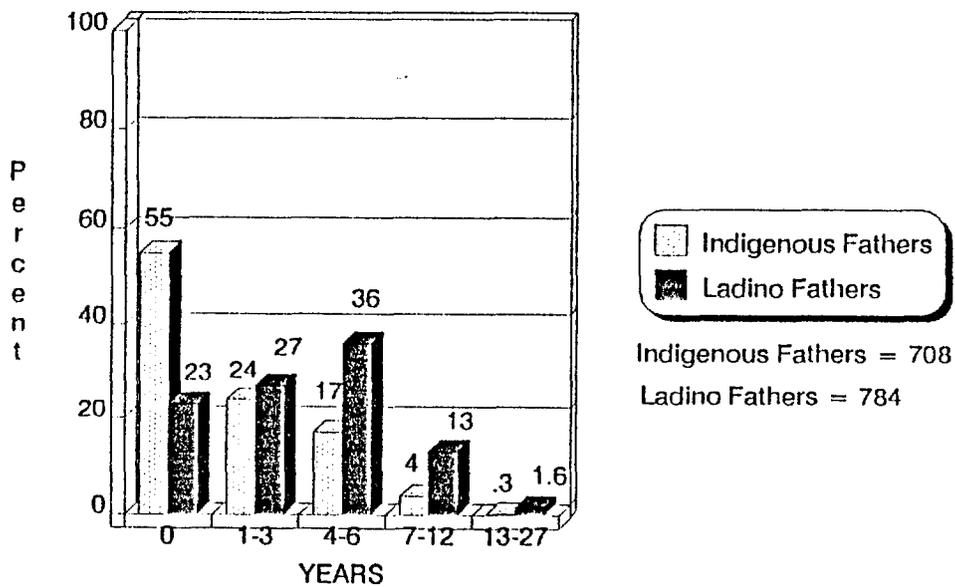


Figure E-8

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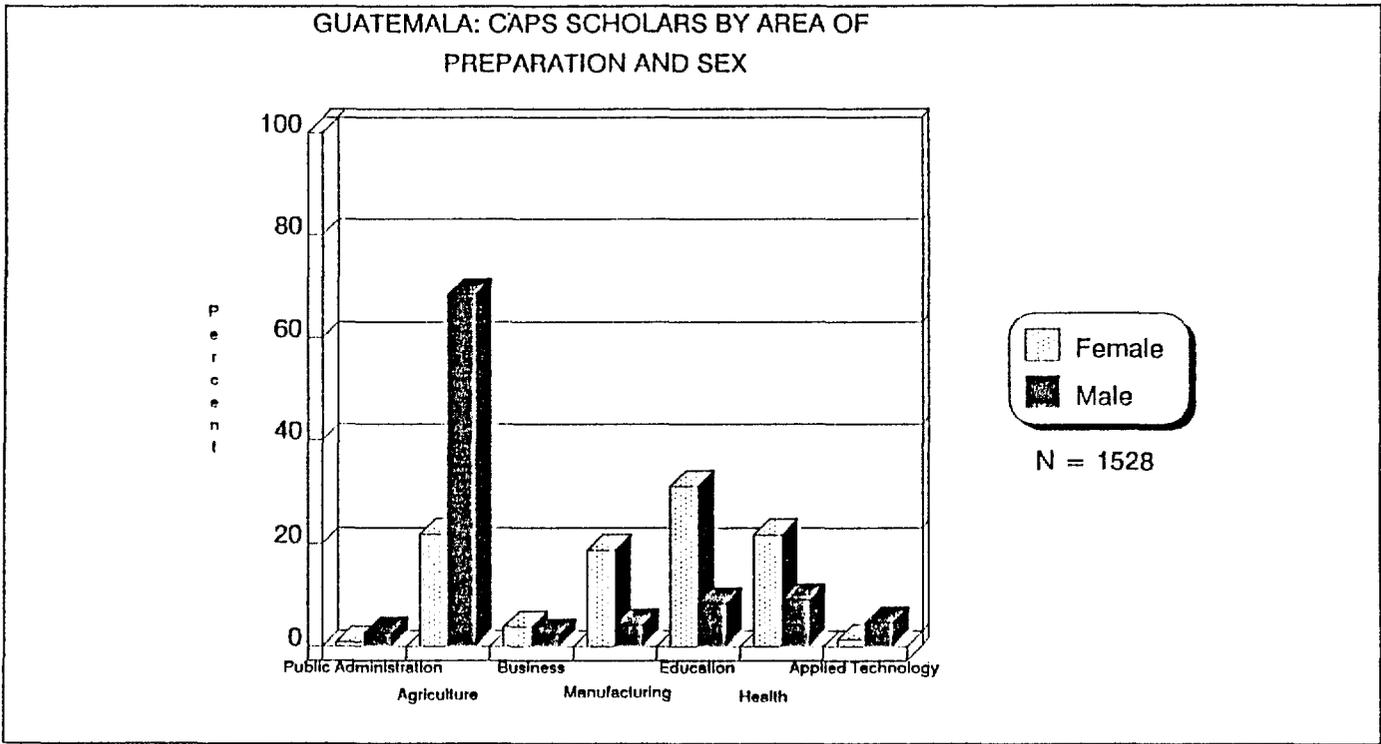


Figure E-9

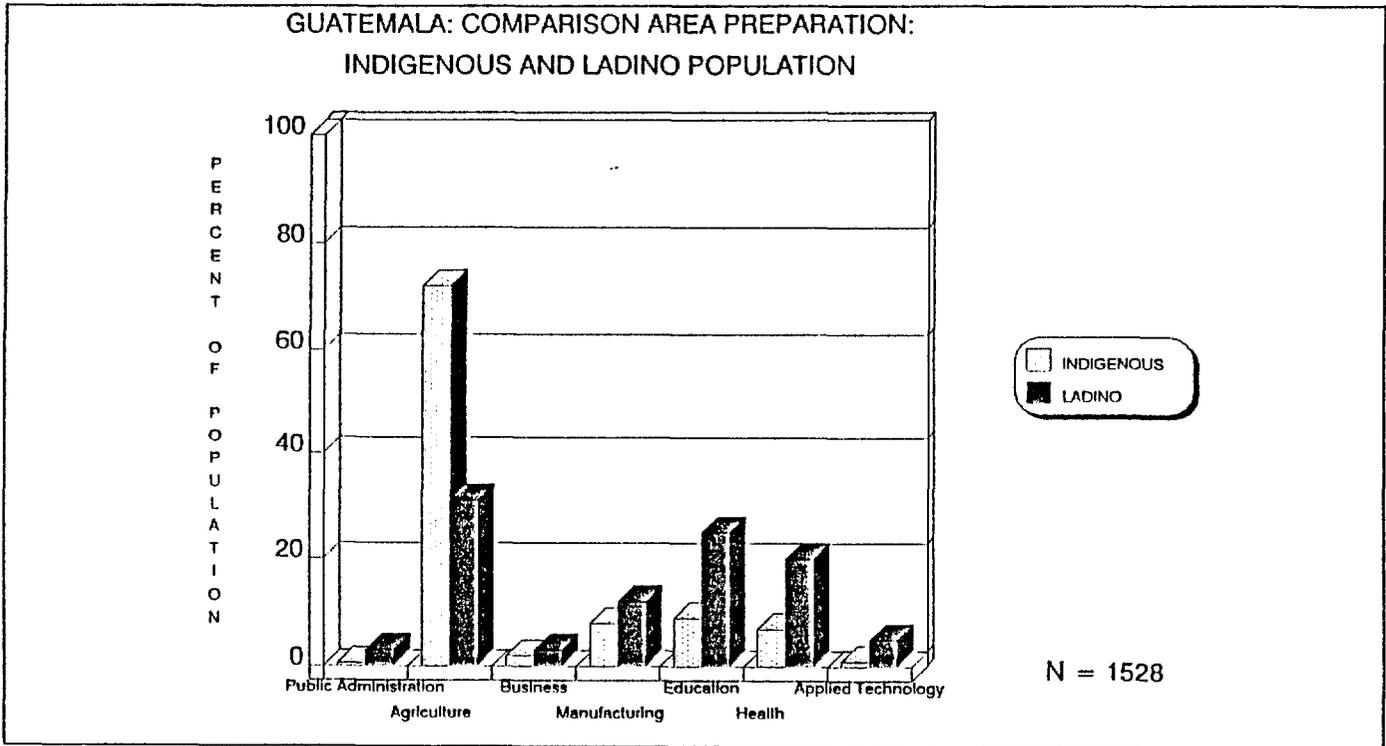


Figure E-10

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