

SOCIAL AND INSTITUTIONAL FRAMEWORK

USAID/Costa Rica

March 1990

Prepared for CLASP II (515-0254)

A Guide for Participant Selection

I. EXECUTIVE SUMMARY

The USAID Mission in Costa Rica, in compliance with the instructions for the preparation of the Socio-Institutional Framework (SIF), is submitting this document which outlines the social, economic, and institutional inputs for the CLASP II project. Included also is a summary of Mission experience with short-term technical/observational training and long-term training programs at the secondary, undergraduate and graduate levels. The results of a survey carried out in the field by Consultoría Interdisciplinaria en Desarrollo S.A. (CID) which proposes a working definition of leadership and identifies key individuals and the roles that they play in their communities, are the primary source of data.

The Mission reviewed the strengths and deficiencies of its training programs to date; this review, together with the conclusions of the CID research, will provide direction for CLASP II for focusing on specific target groups and the selection of trainees. Important differences in the ideal candidate of short- vs. long-term programs are discussed. The high school component is highlighted as an innovative program that is already proving to have a positive impact.

Recruitment and selection of individuals with the appropriate leadership qualities is perhaps the most critical aspect of CLASP II. The Mission has developed a screening process that has resulted in the selection of a high quality of participant. This process is continually evaluated and improved. The Mission will continue to take advantage of its institutional contacts to help identify promising candidates for the CLASP II program who are not in the mainstream by virtue of their geographic location or their socio-economic status.

Modifications are suggested for the long-term training component, providing a closer linkage between English Language Training and the academic program.

The Follow-on program is guided by the belief that skills upgrading and peer networking are important elements in the community development work of the returned participants. These, in turn, are essential for the expansion and strengthening of democratic institutions in Costa Rica.

II. COUNTRY SETTING

Few would dispute that Costa Rica is "different" from other nations of the Central American and Caribbean area. In a region of tempestuous government changes, where democratic institutions often have brief lives, Costa Rica is a vibrant democracy in which elections are held every four years. The fact that Costa Rica eliminated its military in 1948, leaving only public security forces, means that its freely elected civil authority has responsibility for the central government and the public sector. It also means that the funds which would have gone into an armed force can be and are invested for other objectives, including the social welfare and the education of its citizenry.

Costa Rica's commitment to social justice and the well-being of its people has resulted in a healthier and better educated population than most of its Latin American neighbors and less developed countries worldwide. According to recent statistics, the infant mortality rate has fallen to 14/1000; illiteracy, to 6%; the population growth rate to 2.5%, and life expectancy has increased to 74 years. These statistics compare favorably with those of many industrialized countries.

The nearly universal provision of social services and investment in economic infrastructure--roads, telephones, electricity--have been eased by the concentration of more than half of the population in the Meseta Central. The combination of universal education and ease of communication in turn have facilitated economic growth by improving the average person's opportunities to participate actively in the economy.

Since its democratic revolution in 1948 (excepting the early 1980's), the Costa Rican economy has been characterized by sustained and healthy growth. Virtually the entire population has participated in the benefits of the country's prosperity. Unlike its neighbors, Costa Rica possesses a large and active middle class, and being a society in which the redistribution of wealth includes a "safety net" of social programs and guarantees, has surpassed most of the other countries of the developing world in sharing the benefits of growth with its poor and middle classes.

The GOCR played a major part in this development by adopting a paternalistic role and taking de facto leadership for economic development and change for the past two to three decades (including a real or virtual state monopoly on banking, insurance, electricity, telephones, railroads, and medical care). To a great degree, the activist state succeeded in reducing the differences between economic classes by mandating universal primary education and basic health care for everyone, and by providing economic opportunities through land redistribution, production incentives and credit, and subsidized university education.

This heavy reliance on state leadership has changed somewhat in recent years, as other formal and informal structures and institutions have emerged to take on some of the responsibility for development. In fact, despite its fewer than three million inhabitants, Costa Rica enjoys a wide range of groups, institutions, and individuals of differing philosophies, all of which constantly compete for influence and resources. This includes a variety of voluntary groups, private enterprise-related organizations, and other kinds of professional/vocational groups which operate at the national, regional and cantonal levels. One recent example is the greater involvement of an active private sector in the promotion of export-led growth.

Yet, even with this wide variety of groups, Costa Rican society is relatively homogeneous and harmonious when compared with neighboring countries. The absence of groups which promote violent conflict, the absence of an entrenched oligarchy, and a relatively small minority or indigenous population facilitate the country's ability to sustain its social contract.

Costa Ricans will argue, however, that in spite of this positive profile, Costa Rica is still a poor developing country. National statistics mask the differences between the prosperous and poor segments of the population. A 1987 AID-financed study based on the 1984 Costa Rican census and a Ministry of Planning study identified 83 rural districts as the nation's poorest, i.e. where poverty is the dominant condition. (Costa Rica is divided into 7 provinces, 81 cantons, and 418 districts). In these rural districts, illiteracy is more than double the national norm; almost half of the population is not enrolled in the national health system, and approximately 55% of the houses lack electricity and water.

The most recent available national figures on income distribution reveals the following pattern:

<u>Monthly income (C85/\$1)</u>	<u>Percentage</u>
up to \$118	15%
\$118 to \$352	35%
\$352 to \$705	35%
\$705 to \$1000	10%
More than \$1000	5%

In summary, Costa Rica is different from other Central American nations because of its historical commitment to democracy, its high educational levels, the absence of an army, and the commitment to state apparatus as a major change agent. Similar to its neighbor countries, its overall income levels are low and pockets of real poverty continue to exist.

III. THE MISSION EXPERIENCE IN TRAINING

Over the past four years the Mission has implemented two major training projects, CAPS and Training for Private Sector Development (TPSD). The experience of these two projects has provided lessons for the design and implementation of CLASP II.

CAPS and TPSD are complementary. Whereas CAPS has selected and trained over 1500 participants in many different fields in short- and long-term programs, TPSD has focused on the private sector and especially in the area of export promotion. The TPSD project does not include an Experience America (EA) component, although EA-type activities were programmed for most groups. The emphasis of TPSD programs was two-fold: first, technical training to increase the quantity and quality of production in Costa Rica; second, the opportunity to meet U.S. customs officials and freight forwarders, in order to establish contacts and streamline the process of transporting their product to the U.S. port of entry and beyond to U.S. markets.

In addition, TPSD has a small long-term academic program, focused mainly on university professors, for which approximately 25 persons were selected to study for graduate degrees on U.S. campuses.

The experience of these two projects has provided valuable lessons for the design of CLASP II. The first and perhaps most obvious is that training is indeed worthwhile. Repeatedly the Mission has seen the excellent results of U.S. training at all levels and in virtually all occupational fields. Out of U.S. training programs has emerged the unintended consequence of empowerment of leaders in their respective communities. CAPS and TPSD returnees have status, are perceived to be "special" by their colleagues, and demonstrate a professional and occupational maturity which result from these off-shore training programs.

Second, the priority areas under CAPS and TPSD are consistent with Mission policy and Costa Rican developmental projections. The Mission has trained people at the local level (through the short-term program) and at the national level (mainly through the long-term academic program) in areas that are important to the country as determined by GOCR and Mission priorities. Groups such as rural firemen, municipal and community development leaders, communal banks, rural primary school teachers and directors, and scout leaders return to their communities with their credentials as leaders enhanced. The Mission has seen observed the influence of these persons on national policy in their respective fields. The point is that CAPS has successfully identified both leaders and target areas. CLASP II will build on this experience.

Finally, the Mission experience with contractors, both in Costa Rica and in the U.S., provides a perspective which will serve the goals and objectives of CLASP II. For example, the comparative cost-benefit of a Mission contractor vs. AID/W contractors will be examined in the proposals for the long-term component of CLASP II. The relative advantages of in-country vs. U.S.-based ELT will be evaluated at the same time. Especially relevant are identifying innovative ways of squeezing greater increments of benefit to the participant from each project dollar expended. For example, the Mission is considering: 1) placing participants on campuses for their English language training. This will have the advantage over an in-country program of more efficient learning (although perhaps at a higher cost); 2) the possibility of enrolling the participants in an academic course simultaneously with ELT (and thereby effecting a smoother transition between ELT and academic studies); and 3) involving participants in Experience America activities while they are learning English.

IV. OBJECTIVES OF CLASP II PROGRAM

Within the context of the country setting and the cumulative Mission training experience, it is important to consider the objectives of the CLASP II program. These are:

"To strengthen three processes in the country; pluralist democracy, free enterprise market economy, and broad based economic development. The program strategy will be to train leaders in key institutions and fields in all socio-economic groups and expose them to the values and functioning of democratic free enterprise systems. The key to the successful implementation of this strategy is to identify people whose training will have a broader impact on their community or society either directly or indirectly through their action."

The emphasis is on leadership, and especially on those leaders who will have an impact on their communities in the goal areas of democracy, free enterprise and economic development.

V. METHODOLOGY OF THE SOCIO-INSTITUTIONAL FRAMEWORK

The first step was a review of current Mission knowledge and cumulative experience in long- and short-term training, both program related, and CAPS experiences. Over time, the Mission has developed an extensive network of institutional and organizational contacts that assist in the processes of seeking out appropriate candidates for the types of training that AID offers. In view of the small size of the Costa Rican population, the programs have already made a nationwide impact. The Mission will strive to continue this under CLASP II. In order to reassess our training goals and methodologies, the Mission contracted the services of CID, a local affiliate of the Gallup polls organization, to carry out some basic field research in compliance with the SIF guidance.

CID began with a review of relevant literature in the area of leadership, followed by the completion of Matrix 1. Discussions were held between the contractor and members of the Mission to refine the process. The CID team then designed a questionnaire for interviewing 150 local level leaders in 20 cantons of Costa Rica. The cantons were selected according to geographic and socioeconomic characteristics of importance to CLASP II. For example, in the San José province (containing 40 percent of the national population) cantons with substantial portions of disadvantaged were selected.

The number of interviews in each canton varied from 6 to 9. The respondents were selected on the basis of their positions within the community and by their membership in sectors identified as priority in the Matrix 1 exercise. The interviews were carried out with a view towards leadership at the local level. The respondents were asked to provide their own definition of leadership, real examples of community leaders, and a description of the roles they play in the community. Once the results were tabulated, CID met again with the Mission and the draft report was discussed. The conclusions of the interviews coincide closely with Mission experience in terms of identification of leaders and the sectors which are priority for short-term training. The CONICIT study cited below identifies certain technical areas appropriate for long-term academic training.

VI. RESULTS OF THE RESEARCH

A. DEFINITION OF LEADERSHIP

The literature search resulted in the following working definition of leadership:

- A leader is a person who occupies a role in the community or society, and who has the possibility of influencing others;
- A leader has been designated by his/her group or community to a position of leadership;
- A leader occupies a role which permits him/her to have special influence in the setting of group or community goals;
- A leader occupies a role which permits him/her to interpret national goals to the members of the community.

In addition, a multi-trait description of a leader would include the following:

speaking ability	positive self concept
generosity	capacity to concentrate on a goal
concern for group welfare	achievement
will power	broad knowledge base
profound convictions	ideological commitment

As stated above, all of these provide a working definition of leadership. The survey conducted among leaders asked each to define a "leader" in his/her own words. Their responses are presented below:

1. Leader as problem solver

A leader is a person interested in helping a community resolve its problems. He/she is a person who understands the problem and looks for ways to solve it. He/she is highly capable and assumes responsibilities.

2. Leader as goal setter

A leader is a person who organizes positively a group in order to carry out tasks which are beneficial to the community. He/she is capable of organizing the group in order to achieve agreement on objectives. He/she is able to get others to join the group in order to carry out the required tasks.

3. Leader as charismatic

A leader is a person who stands out in a community because of his/her appearance of being in charge and because of a positive image projected to others. A leader is a person well-known in the community. He/she is admired in the community for the projects he/she carries out. The leader probably is skilled in persuading others to adopt his/her goals.

A leader is active and often takes the initiative in community-related affairs. He/she is sincere and easily relates to others.

4. Leader as concerned for the less advantaged

A leader often does things without concern for his/her own self-interest. He/she looks for ways to do things for the people. The most disadvantaged are the ones which most concern him/her. The leader is concerned for the development of the community.

5. The leader as communicator

A leader is able to communicate his/her ideas and goals to a group in ways that it can understand. The leader is open to new ideas and is willing to receive as well as to give opinions. He/she is a person with a vision of the future and the ability to motivate the members of the community in terms of the vision.

It is interesting to note that the definitions which were used as a working basis for this research coincide with the responses provided spontaneously by the interviewees.

The research also revealed that a university degree or personal wealth are not considered essential for leaders at the local level. Therefore, CLASP II should not necessarily seek leadership among the better educated or wealthier members of local communities, but rather, should follow the other criteria as expressed by community members.

The respondents were also asked what leaders do in their communities. Among the responses, the following were especially noteworthy:

- A leader carries out projects beneficial to the canton, and especially those designed to help the disadvantaged.
- Our leaders seek funding for new projects and to pay for problem solving activities.
- Our leaders attend meetings, meet with people and constantly seek ways to solve problems.

B. A PROFILE OF LEADERSHIP SEEN THROUGH THE EYES OF THE RESPONDENTS

When asked to define leaders in their cantons, the interviewees were asked for names. Since the type of leader identified by the respondents was of importance to this research, asking about specific individuals often provided respondents with a concrete example on which to base their answers. The answers were tabulated and below are the categories most often identified.

Many of the following sectors were targeted under CAPS and will continue to be the most important source for participants for short-term training under CLASP II.

- Members of Community Development Associations
- Members of Cantonal Education Committees
- Members of Cantonal Sports Committees
- Political leaders (two principal parties)
- City Managers
- Small businessmen and women
- School teachers and directors
- Union of Development Associations
- Directors of Clubs (Kiwans, Lions, 4-S)
- Aldermen
- Clergy
- Congressmen

C. RECOMMENDED PERSONAL CHARACTERISTICS: SHORT-TERM TRAINEES

Due to the importance of education in Costa Rica, it would appear that people with less than two years of high school achieve leadership status in Costa Rica only with great difficulty. On the other hand, persons with a university education generally tend not to be involved in rural community affairs. CID recommends that, where available, leaders with 3 to 5 years of secondary school and preferably between the ages of 25-35 be selected for short-term training in most of the target sectors. However, the Mission recognizes that more important criteria are whether the candidate possesses the inherent elements of leadership, will benefit from CLASP training, and will be an effective agent for community action consistent with CLASP II objectives. Accordingly, the Mission selection process will be guided more by these considerations than by strict adherence to age and education levels.

Regarding family income level: the Costa Rican government has established a basic market basket ("canasta básica") which serves as a basis for calculating a price index. According to November prices, the purchase of "canasta básica" articles for a family of five requires a minimum of \$236/month.

Based on this figure, CID recommends that the principal target for CLASP II should be persons with monthly family incomes ranging between \$236 and \$705, with flexibility at the lower end of this range. Families with monthly incomes in excess of \$705 are not disadvantaged, and persons from families earning less than \$118 (the lowest 15%) may not be able to take full advantage of a training opportunity. Again, the Mission will avail itself of this guidance in the context of the overall criteria for selection, as mentioned above.

D. RECOMMENDED SECTORS FOR SHORT-TERM TRAINING SELECTION

Community Development Associations (Asociaciones Integrales de Desarrollo Comunal)

These function at the "district" level and are made up of a wide variety of occupational and educational characteristics. In general, members are of lower socio-economic origin. The Community Development Associations are involved at the local level, especially in infrastructure and economic development projects.

In order to achieve legal status, an Association must have at least 100 members. Board members are elected and serve ad honorem for four-year terms. Therefore, CLASP II participants from this sector should be drawn from members of boards of directors who still have a period of time to serve.

Members of Cantonal Educational Committees (Juntas de Educación)

Members of Juntas are appointed by the municipal council and serve ad honorem for two-year terms. Juntas are responsible for administering certain school assets and for general support of the local schools. They are usually comprised of parents and leading members of the community; often considerable numbers of the members are women. Generally, members are of middle to lower socio-economic levels.

Another local school support organization is the "patronato escolar." These are similar to P.T.A.s in the United States. Their members are elected by other parents, and patronato activities include raffles and other similar support activities. The role of the patronatos is not as critical in the community as that of the Juntas.

Members of Cantonal Sports Committees (Comité de Deporte Cantonal)

These Committees administer and maintain sports installations in their communities and promote sports and recreational activities. They are usually comprised of men of lower to middle income levels. The members are appointed by the local municipal councils and often are members of other associations or committees as well.

Political Leaders

The two major parties have grass roots political leaders and committees in every canton. The members may be of any occupational and income level.

City Managers (Ejecutivo Municipal)

City Managers are important in Municipal affairs at the cantonal level, and those from outside the central valley could be selected for participation in CLASP II. City managers generally are of a low-to-middle income level and usually are high school graduates.

Small Businessmen and women

To the extent possible these should be persons with no more than five employees who engage in some kind of manufacturing operation. Preference should be for women, although this will imply a heavy emphasis on seamstresses. Identifying such individuals might be done through such private voluntary organizations that support microenterprise operations.

School Teachers and Directors

The impact of this group both in their communities and on youth is obvious. Members are in lower to middle income groups. Emphasis should be on women in any teaching area (this is a sector with heavy woman membership, and therefore should be a priority for CLASP II), as well as men in the social sciences, humanities, and physical education. These subject areas are specified because the teachers have more leeway in the use of curriculum and therefore may be less constrained to apply the lessons of their training.

Cantonal Union of Development Associations

The cantonal unions are made up of representatives of the Community Development Associations. While the latter function strictly at the local level, the Unions consider projects which benefit the canton as a whole.

Directors of Clubs

A wide variety of service clubs and special interest organizations operate at the local level, and directors and key members of clubs which have economic or social goals could be considered for participation. The directors of these clubs tend to be of low to middle income levels; most have at least some secondary schooling.

Aldermen and Ward Bosses (Regidores y Síndicos)

These are publicly elected officials who form the Municipal Councils in each canton. They serve four-year terms, with the next group taking office in May, 1990. The aldermen are paid for attendance at each session of the municipal council. Among their responsibilities is appointing (and/or removing) the city manager. The ward bosses represent a single district within a canton and attend and participate in municipal council meetings, but have no vote. The aldermen tend to be of a low-to-middle socio-economic level and have some secondary education.

Clergy

Generally, religious leaders would not be eligible for CLASP II training except under certain circumstances, where their role is in social development in the communities. Many members of the clergy are not Costa Rican.

Congressmen (Diputados)

The guidance for CAPS warns Missions against selecting participants from the political elite or the appearance of a conflict of interest. While it is true that congressmen from many socio-economic groups sit in the Costa Rican legislature, former diputados could be considered appropriate CLASP II candidates after they have completed their term of office. It is likely that the congressmen from rural areas will exercise a greater leadership role in their communities, both during and after their term as diputados, than their central valley colleagues.

E. GENDER BIAS

CID noted that women were identified as leaders only rarely in the interviews. In many cantons an older generation of women control access to leadership positions and have systematically suppressed any attempts to gain positions of influence on the part of younger women. Repeatedly, the researchers were referred to a relatively small number of older women who had been around for years. The result is that research did not uncover important sectors where younger women currently exercise a leadership role.

However, given the successful record of the participation of women in CAPS and the guidelines of CLASP II, the Mission will continue to seek, recruit, and select qualified women for all CLASP II training programs.

F. METHODOLOGY FOR SELECTING SCHOLARSHIP RECIPIENTS

An illustrative worksheet for the evaluation of candidates is presented in the Appendix C. It should be viewed as a guide, subject to the review and modification of the Mission. It addresses both leadership and socio-economic concerns, and the criteria conform to and support the objectives of CLASP

G. RECOMMENDATIONS FOR SELECTION OF LONG-TERM TRAINEES

In the long-term program, candidates are likely to be potential rather than actual leaders. An examination of the candidates' activities and leadership roles (if any) in their communities, high school, university, and peer relationships will reveal which applicants have more or less leadership potential. Additionally, high personal motivation is related both to leadership potential and to the probability of successful completion of a long-term program, and this can be "measured" through the application, the recommendations, and the personal interview.

CID recommends that USAID work with the National Council on Scientific and Technological Research (CONICIT) list of priority areas of study, or selected elements from the list, rather than to establish its own independent priorities. The list, which is based on research conducted in 1989 by CONICIT among university, private sector, and government leaders, does not include areas such as social sciences or the humanities. It will be useful, however, as a partial guide to projected national needs.

The areas suggested by CONICIT are the following:

Agriculture and Natural Resources, including fields such as non-traditional crop production, natural resource administration, seed technology, plague control, fruit cultivation, ornamental plant production, wood technology, irrigation, and soils analysis.

Agro-industry, including fields such as food technology and perishable product preservation.

Computer Science and High Technology

Private Sector (Business and Industry), including administration and management, automated control systems, and mechanical engineering.

In addition to the above, the Mission will seek qualified candidates for the long-term program in the field of:

Education, including teaching, school administration, and school counseling.

VII. MISSION ANALYSIS

A. Target Groups

Consistent with the objectives of CLASP II, the observations of CID which are discussed above, and Mission experience with CAPS, CLASP II will focus on developing and strengthening leadership capabilities and technical skills at the local level for the short-term program, and at the national level for the long-term program. Mission experience has shown that key persons involved with problem-solving organizations at the local level are the ideal participants for the short-term component of CAPS. These are generally individuals whose personal characteristics and employment status make them de facto leaders in their communities. The experience of CAPS has demonstrated that the status of these leaders is enhanced, both in the community and in their jobs, through participation in the CAPS short-term program. The result is that the program has gained considerable spread effect through its returned participants.

The CAPS project has focused on certain sectors at the local and national levels. Our experience has been that local leadership benefits from the short-term program, while leadership at the national level is a consequence of the long-term program. This approach has been successful, according to the Mission's own evaluations and those of contractors and of AID/Washington central contractors as well, and the Mission intends to continue this same pattern in the implementation of CLASP II.

Consistent with the recommendations of CID, short-term groups have focused on community development organizations such as Communal Banks, Rural Development Leaders, Municipal Leaders, and Rural Firemen. A successful first group in Juntas de Educación was developed in late 1989, an effort which will be repeated in 1990 and beyond. Additionally, the education sector was amply represented at the local level under CAPS through short-term groups for English teachers and Rural Primary School Directors. Natural Resources Management is an area assuming ever-increasing importance for Costa Rica and for the Mission. One short-term group in Environmental Education will be carried out under CAPS, and the Natural Resources sector will continue to be a priority under CLASP II.

The long-term component of CAPS has emphasized the areas of Education, Agriculture and related areas, Engineering, Business Administration, and computer science. These five sectors account for approximately 70% of the long-term academic participants under CAPS, a pattern which is consistent with the recommendations

of CID and the sectors identified in the CONICIT study. CAPS, therefore, has been relevant to Costa Rica; it has addressed those sectors which have been, are, and are projected to be of importance to Costa Rica's economic development. Not only has CAPS focused on the key sectors of the country, but our participants have been and/or will be leaders in their respective fields throughout Costa Rica. CLASP II will endeavor to continue this record.

One additional point is worth mentioning: the Costa Rica Mission believes that democratic institutions are found at all levels and in all sectors. The history of Costa Rica is one of broad participation, from voting in national elections to involvement in local community organizations dealing with community-specific problems. Leadership is present at all levels and the participation of citizens at the local level in the resolution of their own problems is the finest example of pluralistic democracy. CAPS has supported this tradition in Costa Rica, and CLASP II will continue to support it.

B. Short-Term Training

Short-term participants are, without exception, employed adults who occupy positions of leadership and have occupational and family responsibilities. Given these constraints, the Mission has noted that short-term programs of 8 weeks in the U.S. are optimal in terms of matching technical objectives with personal time limitations.

The short-term program is appropriate for the training needs and personal constraints of working adults. Longer, academic training would neither enhance the job status of the participants, nor is it likely to be more relevant to their needs than short-term. Mission experience has demonstrated that many returned short-term participants have been elevated to positions of greater responsibility upon their return to Costa Rica. This is due to their participation in a U.S.-based training program, the enhanced technical skills acquired in the U.S., and their own innate leadership traits. In the case of all short-term target groups, the technical specifications of their program are developed jointly with their sponsoring organization and concentrate on skills which are both immediately applicable and easily taught to colleagues upon their return.

C. Long-Term Training

Long-term training concentrates on two types of leaders: as with the short-term component, which focuses on actual (vs. potential) leaders, the graduate program will seek to identify young persons who have had important work experience in their fields and are in a position to benefit from Masters-level studies. Most participants at the undergraduate level have not had the opportunity to demonstrate leadership in their academic fields. They are determined to be potential leaders based on their participation in school and community organizations, activities, and initiatives, and the extent to which they played a leadership role in some or all of these. The high school program, a special case of potential leaders, will be discussed below.

The long-term program includes an intensive course of English language skills, followed by two years of academic studies. Undergraduate candidates must have passed at least three years leading to the BA/BS degree, called "carrera" in Costa Rica. Graduate students must hold either a BA/BS degree or the Costa Rican "licenciatura," which requires a year of study beyond the bachelor's degree. Most long-term

participants spend about 2 1/2 years in the U.S. (including topping-off English language training). This pattern provides sufficient time in the U.S. for participants to be exposed to American culture and values, as well as to live through two full academic years.

The CAPS long-term program has placed greater emphasis on participants at the graduate (MA/MS) level. In Costa Rica, where education is a national priority and numerous universities exist, almost any person with the desire can study and earn a university degree. This results in the phenomenon, unique in Central America, that in many professional fields the BA/BS degree is supplanted by the MA/MS as the required academic credential. Accordingly, CLASP II will give priority to applicants for graduate programs. Approximately 3/4 of the long-term participants will study at the graduate level and 1/4 will be undergraduates. Important considerations in arriving at this mix have been projected employment opportunities upon the participants' return and the potential for making an impact on the field, and thereby on the development of the country itself.

D. High School Program

The High School Program of CAPS has been popular, successful, and cost-effective. It is implemented through a cooperative agreement with the National Foundation of 4-S Clubs in Costa Rica (FUNAC), in collaboration with the National 4-H Council in the U.S. Students are selected from among the target secondary schools in Costa Rica, apply formally to the program through the recommendation of their schools, are interviewed, and finally are selected. The age range is from 15-18, but regardless of the age of the participant, all must return to Costa Rica to finish at least one more year in high school. This is important to the Mission, for returned participants are effective change agents in their schools and communities and provide positive publicity for the program.

The Mission considers that the High School program is critical to meeting the goals of CAPS and CLASP II. Teen-agers are at an impressionable age, when they are forming their own ideals and values. The unfolding of events in the world is input to their thinking, and the interpretation of those events of major importance as they develop their own political, economic, and social philosophies. This is an ideal time to provide bright youngsters with a 9-month experience in the U.S. Participants live with families, work on 4-H type projects during the summer, and attend the local high school with their American brother or sister before returning to Costa Rica. The Mission has been especially satisfied with the quality of participants that have been selected for this program. Because the Mission works through voluntary organizations, the cost of the high school program is relatively low.

E. Selection and Recruitment

Recruitment and selection of individuals with the appropriate leadership qualities is perhaps the most critical aspect of CLASP II. Mission experience with CAPS has demonstrated that a many-phased selection process results generally in the most talented candidates. The formal written application is the first step in the process. This is reviewed independently by three members of the Training Division staff, using an evaluation sheet containing the important criteria for selection: socioeconomic status, family income level, the field of study, leadership potential. Those who pass this step are

invited to an interview. A three-member panel, which includes an outside expert in the candidate's field of study and, where possible, a returned CAPS long-term participant, rates the candidate on the basis of the interview and recommends acceptance or non-acceptance into the program. Finally, the ratings of the interview teams are reviewed by a two-member committee from the Training Division, and final selection is made.

In the short-term and high school programs, the intermediary sponsoring organization and FUNAC, respectively, do a preliminary selection of their top candidates and present their "short list" to the Mission. In all cases the Mission retains the right of final selection. Interviews are done with short-term applicants, where necessary, and with most of the high school candidates.

Under CLASP II, this pattern will be maintained. In the case of the long-term program, however, a preliminary one page application will be the first step in the process. The Training Division will review the pre-application and decide whether to invite the applicant to submit the longer, regular application.

The pre-application will request information based on the general criteria for selection: family income, field of study, parental education and occupations, place of residence, participation in school/community activities, leadership positions, a general statement of personal goals and why their field is important to the development of Costa Rica. The pre-application will enable the Mission to do an initial screening of applications and consider only those who fully qualify for participation under the CLASP II criteria. This should result in considerable savings of resources for the Training Division.

In addition to the intervention of the intermediaries and FUNAC, the Mission recruits potential participants from the different college and university campuses in Costa Rica. USAID and USIS do joint publicity and recruiting and often share applications, where an applicant appears to be more appropriate to the programs of the other agency. Additionally, and consistent with the guidelines of CLASP II, the Mission intends to involve organizations like Peace Corps in the identification and recruitment of promising persons living in more remote areas of the country.

Some of the short-term target groups have a political dimension; rural municipal leaders is a prime example. In groups such as this, the Mission will take the necessary steps to achieve a balance among the different party affiliations. Additionally, persons with less than one year remaining in their term of office will not be eligible for participation.

F. Experience America

Mission experience with CAPS clearly indicates that the most effective Experience America activities are those most closely linked with the participants' own occupation or field of study. Accordingly, Experience America activities under CLASP II will be designed specifically to achieve the highest degree of linkage with the technical component of the program. Naturally, these will vary with the nature of the group, but in all cases they will be designed to emphasize key values or ideals that are of particular relevance for the target group. For example, all groups will meet with their professional counterparts at the training site and will visit appropriate installations and facilities (for example, schools,

municipal buildings, health centers, etc.) to gain a sense of the problem-solving institutions that work at the local level. The Experience America program, regardless of the group, will emphasize the problem-solving potential of the local level, the role of individual and group initiative, the importance of broad community participation, and the role of volunteerism in community development.

G. Follow-On

The Follow-on program under CLASP II will build on the activities initiated under CAPS: annual meetings of returned participants, a three-day technical workshop delivered by the U.S. contractor approximately 4-6 months after the return of the respective group, a formal Mission evaluation session with each group, support for the network of CAPS returnees, and job search assistance. The follow-on program is guided by the belief that skills upgrading and peer networking are important elements in the community development work of returned participants. Additionally, the ideal of volunteerism will continue to be emphasized in follow-on activities under CLASP II.

Intermediaries will be involved increasingly in co-sponsoring follow-on activities, especially workshops. Additionally, with over 1200 returned participants in all corners of the country, regional meetings, seminars, and workshops will provide a cost-effective means of maintaining contact among the returned participants of any given area, regardless of their occupational field. The series of conferences for returned participants, recently held in the USAID building, underscored the value of such a network.

LIST OF APPENDICES

APPENDIX A

Matrix I

APPENDIX B

Matrix II

APPENDIX C

Illustrative Worksheet

MATRIX ONE
KEY SECTORS, INSTITUTIONS AND PROFESSIONS

APPENDIX A

Sphere of Influence	URBAN			RURAL	
	High	Medium Income	Low Income	Medium Income	Low Income
National Issues policies, and concerns	Business Assoc. Industrial Assoc. Professional Assoc. High Government Officials	Journalists Agro-Industry Business/Industrial Assoc. Mid-level public Officials Education Officials Health Officials Natural Resources Assoc. University, Professors/ administrators	Labor Unions Teachers Assoc. NGOs PVOs	Government Officials Church Cooperatives & Agro-business Assoc. Political leaders Community Development Assoc. Branch University Professors/ Administrators	Educators' associations & Committees Community Development/ Volunteer Associations
Departmental (Province)	Government Officials	Government Officials Private Sector Groups Ministry Representatives and Agents Volunteer Associations			
Municipal Issues, and Policies		Mayor & Municipal Officials Business Assoc./ Groups Cooperatives Agro-business groups Natural Resources organizations	Business Assoc. Cooperatives Agro-business groups Education Committee Natural Resources organizations	Municipal Leaders Private Sector Cooperatives PVOs Education Committees Natural Resources organizations	Municipal Officials Business groups Cooperatives PVOs Educational Committees

MATRIX ONE
KEY SECTORS, INSTITUTIONS AND PROFESSIONS
(CONTINUATION)

Sphere of Influence	URBAN			RURAL	
	High	Medium Income	Low Income	Medium Income	Low Income
Community		Small businesses Community Development Organizations Youth Associations Natural Resources Teachers, principals, student leaders PVOs	Small businesses Community Development Organizations Youth Assoc. Scouts Natural Resources Teachers, principals, student leaders Health workers/volunteers	Agro-business Small Businesses Natural Resources Management Cooperatives Community Development Organizations Scouts PVOs Teachers, principals, student leaders	Agro-business Small Farmers Small Businesses Natural Resources Management Cooperatives Community Development Organizations Scouts PVOs Teachers, principals, student leaders Health workers/volunteers
General		Journalists University professors Sports figures Primary, secondary, vocational schools	Church Teachers (all levels) Youth groups Health workers	Youth groups Student organizations Community Development Assoc. Cooperatives Local businesses	Youth groups Education Committees Student organizations Health workers Volunteer associations Cooperatives Local businesses Community Development Assor.

MATRIX TWO
 TRAINING PLAN SUMMARY BY SECTOR
 RURAL DEVELOPMENT SECTOR

APPENDIX B

CATEGORY	RURAL FIREMEN	RURAL (COMMUNITY DEVELOPMENT) LEADERS	COMMUNAL BANKS
NATURE OF INFLUENCE	Attitudes and skills are respected and members are influential in community affairs. Direct working relationship with community development organizations.	Attitudes and skills are respected in community affairs. Work directly with others in the community in activities with high public visibility.	Communal banks affect their Communities, through economic improvement and access to financial resources. Leaders are seen as important community members.
INCOME LEVEL	Low-middle	Low-Middle	Low
SPREAD EFFECT	Interaction with local communal youth programs and local community at large.	Direct involvement in Community problems.	Direct through local members who save in Communal banks and who obtain loans. Indirectly through overall positive effect on community development.
SPECIFIC CONCERNS	Articulation of U.S. program with local Costa Rica realities; activities which lessons are easily transferable to Costa Rica.		Communal Banks movement, while expanding, has a weak resource base, relying on loans and grants to provide seed capital. Those resources, if depleted, threaten the entire movement.
SELECTION CRITERIA	Active in occupational and community affairs; nominated by Intermediary, peers and community	Active in community affairs; to be nominated by community and intermediary fellow volunteers.	Active in Communities and leaders of local Communal Banks. Recognized as leaders by peers.
SKILLS TO ACQUIRE	General firefighting, first aid, personal safety, and other technical areas; also leadership, training and communication skills, voluntarism.	Community organization, communication & specific technical skills, as identified and appropriate.	Basic skills in financial management, project design and evaluation, leadership, communications, and group dynamics skills.

TRAINING PLAN SUMMARY BY SECTOR
 RURAL DEVELOPMENT SECTOR
 (CONTINUED)

CATEGORY	RURAL FIREMEN	RURAL (COMMUNITY DEVELOPMENT) LEADERS	COMMUNAL BANKS
NATURE OF DURATION OF TRAINING	Short-term hands-on technical training: 8 weeks.	Short-term technical training, 8 weeks.	Short-term technical: 8 weeks.
EXPERIENCE AMERICA CONSIDERATIONS	Homestays and overnights in fire stations; social, civic, and cultural activities; pairing with University colleague; the importance in fire prevention.	Visits with U.S. counterpart associations, Municipalities, Volunteer organizations, communal action groups.	Encounters with local Communal Development counterparts, local economic development projects, Municipalities.
FOLLOW-ON CONSIDERATIONS	Follow-on technical workshop, networking and involvement with other CLASP returnees, annual CLASP meeting.	Follow-on workshop, networking, annual meeting.	Follow-on workshop, networking, annual meeting.

20

TRAINING PLAN SUMMARY
LOCAL GOVERNMENT

CATEGORY	MUNICIPAL LEADERS
NATURE OF INFLUENCE	Influential in community affairs; decision authority on public-funded municipal activities/projects.
INCOME LEVEL	Low-Medium
SPREAD EFFECT	Other staff and council Members, community at large.
SPECIAL CONCERNS	Maintenance of democratic mode of decision-making.
SELECTION CRITERIA	Recommendations from Intermediary, Municipal council, Peace Corp Volunteers where appropriate. At least one year left in term of office.
SKILLS TO ACQUIRE	Contact with Municipal projects such as waste disposal, water supply problems, and basic services; leadership, communication and group dynamics skills; environmental awareness.
NATURE AND DURATION OF TRAINING	Short-term technical training: 8 weeks.
EXPERIENCE AMERICA CONSIDERATIONS	Visit city and town councils, close contact with U.S. local officials, participation in civic and community activities, participation in an on-going community development project.
FOLLOW-ON CONSIDERATIONS	Follow-on workshop, networking among other returnees, annual meeting of Returnees.

102

TRAINING SUMMARY
EDUCATION SECTOR

CATEGORY	STUDENT LEADERS	PRIMARY SCHOOL TEACHERS	SCHOOL DIRECTORS	EDUCATION COMMITTEES (JUNTAS)
NATURE OF INFLUENCE	High impact on student values and attitudes throughout his/her lifetime.	High impact on attitudes and skills. Dependent upon level of involvement in community affairs, they are respected and influential.	High impact on student attitudes & skills. Depending on level of involvement in community affairs, they are respected & influential. They also influence teachers & educational authorities in other communities	Impact on parental attitudes and support of local schools. Members usually are leaders in other sectors as well.
INCOME LEVEL	Low-Middle	Low	Low	Low-Medium
SPREAD EFFECT	High impact on other students & through participation in school and community affairs.	Direct to approximately 40 students per year/per educator.	Direct to all teachers & students of school; indirectly to the community.	Directly to the staff of the schools, the students, and to community attitudes in general.
SPECIAL CONCERNS	Continued participation in school and community affairs.	Sensitivity to spread effect and influence on students. Articulation of Program goals & local reality to assure transfer of skills to Costa Rica setting.	Sensitivity to the influence of a school director on students & his/her community role. Appropriateness of training to local realities.	Articulation between local reality and U.S. training so that lessons from training are transferable.
SELECTION CRITERIA	Candidates carefully selected with recommendation of school, community, and intermediary	Teachers active in communities; concurrence of Ministry of Education and community.	Candidates of sufficient tenure to ensure their return to their community. Directors who are influential in community affairs are specially viable.	Respected members of Community with sufficient time remaining in term of office to be able to make an impact. Community/peer concurrence of candidate.

12

TRAINING SUMMARY
EDUCATION SECTOR
(CONTINUED)

CATEGORY	STUDENT LEADERS	PRIMARY SCHOOL TEACHERS	SCHOOL DIRECTORS	EDUCATION COMMITTEES (JUNTAS)
SKILLS TO ACQUIRE	Study skills, English language skills, student organization & group techniques, leadership training, volunteerism.	Participatory, teaching techniques, materials development, classroom management, leadership & group organization skills.	Leadership & group organizational techniques, communication skills, technical supervisory skills, evaluation methods, administration skills.	Group organizational techniques, leadership & communication skills, potential benefits, local level initiatives.
NATURE AND DURATION OF TRAINING	Long-term (9 months): one summer plus 6 months in local school.	Short-term; 8 weeks: workshops, observation tours, contact with U.S. colleagues. Also long-term academic.	8 weeks: short-term; observation tours, seminars, individual meetings & activities with counterparts. Also long-term academic.	Short-term technical training: 8 weeks seminars, observation tours, direct communication with U.S. counterparts.
EXPERIENCE AMERICA CONSIDERATIONS	Involvement with 4-H clubs, student groups, living with families, cultural & civic activities.	Meet with Teachers, PTAs, attendance at Educational Conferences; interaction with the community-support organizations.	Meet with Administrators, school officials, attend PTA, School Board, & local town Meetings; sense of school-community interaction & concept of local control voluntarism.	Attend PTA/local town Meetings; direct contact with school officials; fund-raising activities; community support organizations, like PTAs.
FOLLOW-ON CONSIDERATIONS	Networking with other high school trainees & with CLASP regional committees: follow-on workshop 6 months after return to Costa Rica.	Networking among returned trainees. Follow-on workshops, annual meeting, local CLASP committee initiatives.	Networking among returned trainees, technical workshop 6 months after return, annual meeting of CLASP returnees.	Networking among other returned trainees, technical workshop 6 months after return, annual meeting of CLASP returnees.

26

TRAINING PLAN SUMMARY
AGRICULTURE/NATURAL RESOURCES SECTOR

CATEGORY	OCCUPATIONS AFFECTING THE ENVIRONMENT/ NATURAL RESOURCES MANAGEMENT	INDIVIDUALS WORKING WITH AGRICULTURAL INSTITUTIONS (PVOS, NGOS)	COOPERATIVE MEMBERS
NATURE OF INFLUENCE	Attitudes and skills are respected influential in community affairs.	Potential long-term/Impact on Agriculture & Natural Resources policy issues.	Attitudes & skills of coop. presidents and active members are respected and influential in community affairs, individually or through participation in local associations
INCOME LEVEL	Low-Middle	Low-Middle	Low
SPREAD EFFECT	Direct to immediate contacts, indirect to entire communities.	Through appropriate organizations, groups &/or companies to a district -or region- wide area; via direct contact with community members of a given environment or agricultural area.	Direct to coop. members, indirect impact on others through contact with coop. federations.
SPECIAL CONCERNS	Lack of awareness of the need for natural resources conservation and Management; conflicts between economic needs & conservation needs.	Frequent disagreement within communities about objectives, coupled with lack of coordination among groups to undertake projects. Conflict between economic & environmental objectives.	Limited management skills, marketing strategies, entrepreneurial attitudes.
SELECTION CRITERIA	Active participation in community affairs & activities with natural resources management/conservation dimension. Recognition as leader by peers, and community.	Active participation in community affairs & agricultural/natural resources related community projects; to be nominated by community & peers & recognized as leaders.	Active coop. members, recognized as leaders and nominated by peers and community.
SKILLS TO ACQUIRE	Community organization, communication, identification of environmental impacts; leadership skills.	Academic studies in appropriate areas, as well as leadership, communication, & group dynamics skills; role of volunteerism.	Management of savings/loans, marketing strategies, agricultural production, record keeping management, community organization, leadership skills.

24

TRAINING PLAN SUMMARY
 AGRICULTURE SECTOR/NATURAL RESOURCES SECTOR
 (CONTINUATION)

CATEGORY	OCCUPATIONS AFFECTING THE ENVIRONMENT/ NATURAL RESOURCES MANAGEMENT	INDIVIDUALS WORKING WITH AGRICULTURAL INSTITUTIONS (PVOS, NGOS)	COOPERATIVE MEMBERS
NATURE AND DURATION OF TRAINING	Short-term technical training seminars; workshops; field visits; courses (8 weeks).	Long-term (2 years) academic training; short-term technical training (8 weeks).	Short-term technical training seminars/workshops/coop. visits: 8 weeks.
EXPERIENCE AMERICA CONSIDERATIONS	Visit groups concerned with rural environmental problems, especially relating to agriculture & forestry to get an understanding of volunteerism & community organization. Homestays; observe environmental educational projects.	Visit environmental conservation projects; direct contact with advocate & opposition groups; observe resolution of conflicts; projects of scouts & other organizations, community action projects.	Meet coop. members & work in coops; participate in coop. meetings & observe the organization of coop. services, homestays.
FOLLOW-ON CONSIDERATIONS	Follow-on workshops; networking among Returnees, annual Returnees Meeting.	Follow-on workshops, networking, annual meeting.	Follow-on workshops, networking, annual meeting.

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25

TRAINING PLAN SUMMARY
AGRICULTURE SECTOR/NATURAL RESOURCES SECTOR

(CONTINUATION)

CATEGORY	AGRONOMY & RELATED AREAS
NATURE OF INFLUENCE	Attitudes & skills are respected in communities. Impact on policy at the National level affects entire regions.
INCOME LEVEL	Low-Middle
SPREAD EFFECT	Directly through services provided to coops, associations and farmers. Indirectly through policy deliberations.
SPECIAL CONCERNS	Soil conservation and appropriate use of chemical pesticides are especially important for Costa Rica.
SELECTION CRITERIA	Direct experience in agricultural areas; appropriate academic preparation acceptable grade average; leadership skills (actual or potential).
SKILLS TO ACQUIRE	Academic training in the subject matter; communications, organizational and management, and leadership skills.
NATURE AND DURATION OF TRAINING	Long-term, academic: 2 years.
EXPERIENCE AMERICA CONSIDERATIONS	Visits and field work to agricultural centers; work in agricultural information dissemination centers; visit rural municipalities and agricultural extension offices.
FOLLOW-ON CONSIDERATIONS	Follow-on workshop, networking with other Returnees, communication with U.S. colleagues, annual returned participants meeting.

267

TRAINING PLAN SUMMARY
HEALTH SECTOR

CATEGORY	PUBLIC HEALTH WORKERS
NATURE OF INFLUENCE	Attitudes & skills are known and respected in worker's own and surrounding countries.
INCOME LEVEL	Low-Middle
SPREAD EFFECT	Directly through contacts with women and adolescents in communities; indirectly through impact on the family.
SPECIAL CONCERNS	Limited technical/administrative support; problems modifying traditional attitudes and habits.
SELECTION CRITERIA	Active participation professionally in community. Recognition as leaders by peers and communication.
SKILLS TO ACQUIRE	Technical, health services delivery alternatives; communication, leadership and organizational skills.
NATURE AND DURATION OF TRAINING	Short-term, technical: 8 weeks.
EXPERIENCE AMERICA CONSIDERATIONS	Visit clinics, shadow and work with U.S. colleagues; meet support groups; visit health information dissemination organizations.
FOLLOW-ON CONSIDERATIONS	Follow-on

12.

TRAINING PLAN SUMMARY
PRIVATE SECTOR

CATEGORY	HIGH TECH. BUSINESS AND INDUSTRY PROFESSIONALS
NATURE OF INFLUENCE	Attitudes & skills Levels of companies, organizations, and ministries.
INCOME LEVEL	Medium
SPREAD EFFECT	Indirectly through the Private Sector.
SPECIAL CONCERNS	Articulating the needs of the Private Sector with the fields of participants; employment opportunities upon their return.
SELECTION CRITERIA	Individuals who show leadership, knowledge of current and future trends in their field, technical expertise, acceptable grade average.
SKILLS TO ACQUIRE	Academic training leading to BS or MS degree. Leadership training, volunteerism.
NATURE AND DURATION OF TRAINING	Long-term, academic: 2 years.
EXPERIENCE AMERICA CONSIDERATIONS	Internships with companies; homestays; participation in Private Sector community support groups like Rotary, Chamber of Commerce.
FOLLOW-ON CONSIDERATIONS	Membership in professional societies, contact with U.S. colleagues, networking in Costa Rica with Returnees, annual CLASP Meeting.

APPENDIX C

Illustrative Worksheet for Evaluation of CLASP II Applicants

APPLICANT'S NAME _____ total score _____

A. Personal Data score _____

1. gender (male = 0; female = 4) score _____

2. age (20-25 = 2; 25-30 = 4; 30-35 = 2) score _____

B. Family Economic Data score _____

3. Total monthly family income score _____

--less than \$352 = 4

--\$352-\$705 = 3

--over \$705 = 0

4. Applicant's monthly income (same scoring as No. 3) score _____

5. Parent's monthly income (same scoring as No. 3) score _____

C. Social Data score _____

6. Number of persons in the household: score _____

7. Place of residence score _____

central valley = 1

municipality outside central valley = 3

rural area = 4

8. House is rented or owned? (rented = 5; owned = 0) score _____

9. Education level of candidate score _____

0-6 years = 2

7-9 years = 4

9-12 years = 3

post-secondary = 0

10. Occupation/profession of candidate score _____

working class (small farmer, artisan, small business) = 4

blue collar (factory or business employee) = 3

semi-professional (bookkeeper, teacher, technician) = 2

professional (physician, attorney, mid-large business) = 0

11. Candidate is involved with economic development activities through associations or occupation score _____

yes = 5

no = 0

12. Father

- a. lives at home with the candidate's family score ____
yes = 0
- no = 5
- b. years of education (same scoring as No. 9) score ____
- c. occupation or profession (same scoring as No. 10) score ____

13. Mother

- a. lives at home with the candidate's family
(same scoring as 12a) score ____
- b. years of education (same scoring as No. 9) score ____
- c. occupation or profession (same scoring as No.10) score ____

D. Leadership Data

score ____

**14. Participates in extra-curricular activities
or voluntary organizations**

- active, including leadership positions = 5
- active, but no leadership positions = 3
- belongs, but not active = 1
- does not belong = 0

score ____

15. Well-known in community (yes = 3; no = 0)

score ____

16. Well-informed on community problems(yes = 5; no = 0)

score ____

17. Good speaker (yes = 5; no = 0)

score ____

18. Grade point average (long-term candidate)

score ____

- 9.5 - 10 = 5
- 9.0 - 9.5 = 4
- 8.5 - 9.0 = 3
- 8.0 - 8.5 = 2

19. Has worked during school or vacation periods

score ____

yes = 4; no = 0

20. Personal Motivation

score ____

- high: can articulate personal goals = 5
and works to attain them
- medium: has some goals and movement = 3
towards them is occasional
- low: personal goals not easily articulated, = 0
movement is sporadic