

The CAPS/Panama Project

**An Impact Evaluation of the
Caribbean and Latin American Scholarship
Program in Panama**

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EXECUTIVE

SUMMARY

Executive Summary

PURPOSE OF THE EVALUATION

This evaluation was designed to assess the effectiveness of the Central American Peace Scholarships Project/Panama (CAPS-I/Panama). This is a Mission-level project of the multi-country Caribbean and Latin American Scholarship Program (CLASP). It is administered by the Georgetown University Center for Intercultural Education and Development (CIED), and is a contract between the Center (referred to here as CAPS/GU) and the United States Agency for International Development (USAID) Latin American and Caribbean Bureau (LAC).

The CAPS/Panama Project began in FY 1986, and implementation continued through December 1994. While observing the general mandates of the broad CLASP project, the CAPS/Panama Project has operated under two different sets of guidelines. Before the 1988–89 crisis, students were recruited to represent a political cross-section of Panamanian youth and potential leaders. From 1990 to 1994, there was a shift in emphasis towards recruiting socio-economically disadvantaged youth whose academic excellence qualified them to study in a variety of development-relevant fields. Programs were designed for short- and long-term training at two- and four-year institutions across the United States. Nearly all CAPS/Panama participants have completed their training and have returned to their home country.

This evaluation views the program in the context of its historical development. As the program evolved, the objectives changed, such that three distinct periods can be identified in which different priorities were in play. These include: "Pre-Crisis," "Post-Crisis," and "Present." The "Present" priorities focus on the relation of training to the Mission Strategic Objectives.

The goals of this evaluation were to determine the impact of training in the following areas:

- Encouragement of general entrepreneurial and economic growth and specific income improvement among the poor and disenfranchised of Panama;
- Expansion of the intellectual and technical resources for Panama's institutions of higher learning;
- Strengthening of the technical capabilities of the professional and vocational employees and institutions in the public and private sectors;
- Fostering the evolution of an open and democratic public administration;
- Ascertaining the extent to which the Trainees serve as change agents and leaders in their work place, in their communities, and in other spheres in which they are active;
- Documenting how those CAPS returnees identified as change agents and leaders are applying their CAPS training in their activities (e.g., introduction of new technologies, application of more efficient methods, motivation of colleagues, and creation of new groups); and
- Assessing how project-related programming options, such as selection criteria, composition of training groups, selection of U.S. institutions for training, Experience America

programs, and in-country follow-on activities, may have differentially affected the performance of returnees in their roles as change agents and leaders in the community and on the job upon returning.

SCOPE OF WORK EVALUATION OUTCOMES

PART I: CAPS Project and Implementation Objectives

The following section reviews the scope of work and specific outcomes.

- *Encouragement of general entrepreneurial and economic growth and specific income improvement among the poor and disenfranchised of Panama [CAPS Purpose/ Mission Objective].*

Findings

- Entrepreneurial growth has been indirectly supported by the increased occupational status of returnees, although only a few have started their own businesses.
- Training has resulted in a marked shift in the employment and income of long-term returnees, and a somewhat less of a shift in employment and income for short-term returnees.
- Training has resulted in a significant transition from low to high job status for returnees.
- Increased job status and income has increased the responsibilities and opportunities of returnees in their various occupational roles.
- Both men and women have shown significant improvements in job status and income, with women, as a group, advancing somewhat more than men in overall income gains at the mid- and lower-income brackets, while a smaller percentage of men advanced more in the highest income bracket.
- Returnees living in urban environments are earning more than those who are living in rural areas; lack of opportunity in rural areas has resulted in the migration of 31 percent of Trainees of rural origins to urban areas.

RECOMMENDATIONS

- ▶ *If the goal of training is to create entrepreneurial growth through training programs, it is suggested that training be directed at promoting leadership among owners of microenterprises and in providing Trainees with curricula focused on the development and operation of microenterprises.*
 - ▶ *Selection for future training activities should continue to focus on poor and disenfranchised groups, particularly indigenous peoples, women and rural inhabitants.*
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- *Expansion of the intellectual and technical resources for Panama's institutions of higher learning [CAPS Purpose].*

Findings

- CAPS/Panama training focused on self-selected undergraduate education, and did not prepare returnees to work in institutions of higher learning.
 - Planned short-term training programs for college and university educators did not occur due to the disruption of the 1988–89 political crisis.
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RECOMMENDATIONS

- ▶ *Expanding the intellectual and technical resources for Panama's institutions of higher learning can be achieved by targeting university educators for short-term training programs.*
 - ▶ *Promoting the participation of returnees in institutions of higher education can be achieved by offering graduate scholarships to select returnees that demonstrate an interest in becoming college/university educators.*
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- *Strengthen the technical capabilities of the professional and vocational employees and institutions in the public and private sectors [CAPS Purpose/Mission sub-objective].*

Findings

- Returnees report significant improvements in technical capabilities, particularly for those who trained in technical areas (e.g., engineering, maritime transportation, computer science). Computer literacy and English Language proficiency were important for returnees regardless of their areas of study and were employed by many in their daily jobs.
 - Training participants in vocational areas (e.g., as radio technicians, auto mechanics, medical technologists) was not part of the training plan and, with the exception of short-term training for journalists and teachers, was not achieved under the CAPS/Panama project.
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RECOMMENDATION

- ▶ *More diverse vocational training could be included in future training programs, particularly short-term training in areas that require technicians and technical support personnel such as medical technology, electronic and computer repair, and quality control.*
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- *Foster the evolution of an open and democratic public administration... [CAPS Purpose/Mission Objective].*

Findings

- Leadership training significantly enhanced the capacity and motivation for returnees to participate in the democratic process in Panama.
- Both long-term and short-term returnees have been very active in the political arena, including participation as governmental and non-governmental candidates.
- Including selection criteria for regional and political diversity has enhanced democratic institutions. Returnees with such differing experiential backgrounds interact in a wide variety of social, economic, and political settings in which they may act as present or future leaders.

RECOMMENDATIONS

- ▶ *Leadership training and exposure to democratic institutions and processes should, where feasible, be included and even strengthened in all future training projects.*
- ▶ *Specific short-term training in leadership and democracy can be offered for individuals in all occupational areas. This should enhance their participation in the democratic process, and allow for the widespread acceptance of democratic ideals in the occupational sector of Panama.*

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- *Ascertain the extent to which they serve as change agents and leaders in their work places, in their communities, and in other spheres in which they are active.*

Findings—Family and Workplace Impacts

- Significant family impacts include improvements in income, transfer of training knowledge both intra- and trans-generationally, and assumption of leadership roles.
- Employers note the significant impact of returnees in the workplace including leadership activities, knowledge transfer to coworkers, innovations, and improved productivity.
- Returnees note a significant increase in the application of both leadership capacity and motivation in the workplace.
- Training has resulted in increased workplace responsibility and status, including the assumption by many returnees of supervisory roles.
- Although returnees represent a substantial cohort of economically advanced leaders, their impact in the economy is lessened by a lack of a proactive connection between institutional needs, Mission Strategic Objectives, and fields of training.
- Ladder of Life (see Appendix A) values indicate that returnees have maintained a high degree of leadership motivation and optimism towards the future. This is an indication

that training impacts are being sustained beyond the initial creation of employment opportunities for returnees.

Findings—Community and Societal Level Impacts

- Community level impacts are greater in rural settings; such settings allow returnees to maximize the application of their leadership training.
- The transfer of individuals from a rural to an urban setting decreases the communal impact of their training, lessening their significance as change agents.
- Outstanding leadership in urban contexts often originates from returnees of rural origin who have migrated to the urban environment.
- The lack of a direct connection between training objectives and institutions targeted for development makes it difficult for returnees to influence the practices and experiences of societal institutions at all levels.
- Since the CAPS/Panama project was not specifically designed as a development project, but rather as a training project, returnees cannot presently be expected to have major institutional impacts beyond some exceptional cases.

RECOMMENDATIONS

- ▶ *In order to more effectively link training with development at the communal and institutional level, it is suggested that future training efforts be directly aimed at creating a cohort of change agents within those institutions that are most directly involved with specific aspects of USAID/Panama's development priorities.*
- ▶ *Training can have a major development impact in strengthening provincial community leadership. This is accomplished by designing programs which specifically train individuals to assume occupational roles which are prevalent in those communities, or that enhance the activities of already functioning leaders, rather than in areas that will force returnees to migrate to a developed urban center.*

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- *Document how those CAPS returnees identified as change agents and leaders are applying their CAPS training in their activities (e.g., introduction of new technologies, application of more efficient methods, motivation of colleagues, creation of new groups).*

Findings

- Employers noted high motivational levels among returnees as having a positive impact on the motivation of others in the workplace.
 - Employers cited examples of the application of technical/professional training that strengthened overall productivity and efficiency in the workplace.
 - Training was actively shared both formally and informally by returnees with colleagues. This was reported both by returnees and by their employers.
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- Training focused specifically on technical skills. Associated impacts were not a significant part of selected educational programs under CAPS/Panama.
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RECOMMENDATION

- ▶ *Training needs assessments for technical training should accompany any efforts at training for specific occupations. These are probably best handled under a program such as CASS or as short-term training.*
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- *Assess how project-related programming options, such as selection criteria, composition of training groups, selection of U.S. institutions for training, Experience America programs, and in-country follow-on activities, may have differentially affected the performance of returnees in their roles as change agents and leaders in the community and on the job upon returning.*

Findings—Recruitment and the Selection Committees

- The quick start-up of the project in 1985–86 resulted in the selection of some students who were ill-prepared to deal with the U.S. academic and cultural environment.
- With the exception of a few candidates from the first group, provincial selection committees were generally very effective at providing a pool of worthy candidates for CAPS/Panama training.
- Recruitment provided a balanced representation of the various provinces of the country.
- Selection achieved a targeted balance of men and women Trainees.

Findings—Preparatory and ESL Training

- Preparatory training at the Panama Canal College was more effective and cost efficient than such training at U.S. institutions.
- Training students in ESL at the Panama Canal College was better than in the U.S. institutions used to train the 1985–86 group of Trainees because it did not compound the difficulties of cultural adaptation with language training.
- Students allowed to stay in the dormitories at the Panama Canal College during preparatory training were better prepared for their U.S. experience than those who did not.
- Those students entering the program after 1986 were somewhat more satisfied with their preparatory training than 1985–86 students.

Findings—Follow-on Training and Support

- Lack of Follow-on and CAPS support created some difficulties for individuals who returned to Panama during the crisis.
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- Follow-on was most helpful to returnees recruited after 1989, and to those who were located close to the CAPS office in Panama City.
 - Follow-on activities organized by the recent CAPS country coordinator significantly increased employment opportunities and leadership capacity among returnees.

Findings—U.S. Support of Trainees

- With the exception of some Trainees in the initial group, the institutional support provided by GU and the training institutions during training was excellent. Particularly notable was the intensive support in academic advising provided students by program coordinators throughout their training period.

Findings—Overall Training Impacts

- Development initiatives that focus on providing training for generalized urban-related skills must recognize that they are probably having little initial impact at levels beyond family and workplace.
- Institutional-level effects develop over time and, to be measurable, must allow for the maturation of returnees in their occupational roles.
- The motivation of a returning Trainee is more important in determining his or her success as a change agent and leader than any particular training experience in the United States.

RECOMMENDATIONS

- ▶ *The Panama Canal College can serve as an institutional model for in-country training in other USAID-assisted countries.*
- ▶ *Follow-on should be made more accessible to returnees throughout the country by providing provincial-level activities as an extension of activities held in the CAPS office in Panama City.*
- ▶ *Measurement of overall training impacts on sustainable development must include long-term monitoring, as well as a focus on specific institutional effects linked to training.*
- ▶ *Careful selection of motivated Trainees is critical to the success of long-term training projects.*

PART II: CAPS and LAC Strategic and Program Objectives

The secondary purpose of the evaluation is to verify the extent to which current *LAC Bureau Strategic Objectives*, not formally established at the time CAPS/Panama was designed and first implemented, may have been furthered by CAPS/Panama retrospectively. These objectives are:

- Achievement of broad-based, sustainable economic growth by encouraging (a) economic policies that promote investment, productive employment and outward-oriented (export-
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oriented) diversification; (b) a vigorous private sector response; (c) increased economic opportunities for the disadvantaged; and (d) preservation and sustainable use of the natural resource base.

- Support the evolution of stable, participatory democratic societies by (a) strengthening civilian government institutions; and (b) public participation in the democratic process.

CAPS Training and Broad-based, Sustainable Economic Growth

The record of leadership activities and the sustained capacity and motivation for leadership present in returnees is a good indication that they will contribute to broad-based, sustainable growth. Case studies and reported data on leadership activities support this premise. The major shifts in income and job status provide returnees with the position and resources to initiate entrepreneurial growth. Demonstrated attitudes of sharing and cooperation present in returnees is seen as especially significant in that it promotes the dissemination of knowledge and experience gained through training in the family, workplace, and community. The Experience America component of training can be seen to impact the "culture of doing business." Once modified, such changes in operational culture can be widely disseminated and passed on between occupational as well as familial generations.

- *Training has strengthened the technical capabilities of returnees working in the private sector.*

Both the employer survey and the returnee survey provided many examples of the contributions of CAPS technical training in the workplace. Returnees also attributed improved job status, promotions, and salary increases to increased technical capacity.

- *CAPS training has increased economic opportunities for the disadvantaged.*

The CAPS/Panama project has definitely broadened participation in development training. Disadvantaged populations such as women and indigenous minorities have been incorporated into the project. Returnees have represented the geographic and political diversity of the country. Most returnees have been successful in applying their training in their fields of study and contributing to the overall welfare of Panamanian society.

CAPS Training and the Environment

The management of natural resources is the most difficult Mission Strategic Objective to relate to the CAPS Program. This is because there are few models that successfully integrate traditional market-driven economic activities with sustainable use patterns. In fact, most development activities result in negative environmental impacts (pollution, deforestation) that are seldom calculated into the analysis of development benefits. This is a critical omission since development that destroys ecosystems cannot be sustained, at least not without sacrificing the health and future quality of life of people in the developing area. Economy and ecology are demonstrably linked, in that areas that have a failed economy have almost invariably suffered environmental destruction. Several suggested options follow that could possibly strengthen the incorporation of environmental concerns into future training initiatives.

Suggestions for environmental training fall under two categories:

- environmental ethics education, and
- natural resource management including environmental monitoring training and resource conservation training.

CAPS Training and Democracy

- *CAPS training has had an impact on the evolution of stable, participatory democratic societies by (a) strengthening civilian government institutions, and (b) public participation in the democratic process.*

The evolving participation of returnees in democratic institutions and processes is limited by the bureaucratic momentum of already established government hierarchies. It is also constrained by the relative youth of returnees, and their position on the career ladder. Despite these limitations, survey data indicate that most returnees demonstrate some form of active participation in civic activities. As they mature in their occupational and societal roles, it can be anticipated that they will have more of an impact on the effectiveness of democratic institutions in Panama.

CHAPTER ONE:

Introduction

OVERVIEW OF THE PROJECT

The Central American Peace Scholarships Project/Panama (CAPS-I/Panama) is a Mission-level project of the multi-country Caribbean and Latin American Scholarship Program (CLASP). It is administered by Georgetown University Center for Intercultural Education and Development (CIED), and is a contract between the Center (referred to here as CAPS/GU) and the United States Agency for International Development (USAID) Latin American and Caribbean Bureau (LAC).

The CAPS/Panama Project began in FY 1986, and implementation continued through December 1994. While observing the general mandates of the broad CLASP project, the CAPS/Panama Project has operated under two different sets of guidelines. Before the 1988-89 crisis, students were recruited to represent a political cross-section of Panamanian youth and potential leaders. From 1990 to 1994, there was a shift in emphasis towards recruiting socio-economically disadvantaged youth whose academic excellence qualified them to study in a variety of development-relevant fields. Programs were designed for short- and long-term training at two- and four-year institutions across the United States. Nearly all CAPS/Panama participants have completed their training and have returned to their home country.

METHODOLOGY

Field work and report preparation were carried out under the direction of Dr. Christopher L. Dyer, Evaluation Specialist with Aguirre International. Both qualitative and quantitative methods were used to collect data for the evaluation. Survey data were collected from Trainees throughout Panama, and included site visits to Panama City, Colon, Veraguas, David, and Chitre. Some 287 Trainees participated in the survey. A separate survey was carried out for employers of CAPS Returnees. CAPS/Panama Exit Questionnaires were also analyzed. Focus group and key respondent interviews were the primary qualitative methods employed. Details of the methodology used are outlined in Appendix A.

PROJECT PURPOSE AND CHARACTERISTICS

The CAPS/Panama project purpose, as stated in the contract with Georgetown University, required that "the studies and training to be carried out in the U.S. ... will be carried out in areas that will complement Panama's public sector policy initiatives, private sector investment objectives and strategies, and Panama's equity concerns." The Project was designed to promote democratic values, strengthen ties between Panama and the United States, and contribute to Panama's political, social, and economic development.

The overall criteria of the CLASP Project under which CAPS Panama has operated are:

- importance of the training to development needs:

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- level of training required by the country;
 - potential impact on the public and private sectors;
 - potential of the candidate to eventually assume a leadership role in the country;
 - financial need of the candidate;
 - willingness of sponsors to share costs;
 - degree of certainty that the trainee (except for undergraduates) will be effectively employed upon return to the country; and
 - membership of the applicant in a socially or economically disadvantaged group, including women.

The project was originally designed as a U.S. counter-measure to expanded Soviet Bloc training efforts, aimed at reaching potential leaders and recent high school graduates to provide them with a quality education in the United States. Employed professionals were also trained in an effort to increase the number of future leaders. The selection of the various target groups for the CAPS program was based on an analysis of key groups in Panamanian society, on the nature and extent of Soviet Bloc influence, and on their potential influence on public opinion or policy in Panama. From 1990 to 1994, program selection was redirected to support the development goals of the Mission. The program has spanned an eight year period beginning in 1986, interrupted in 1988–1989, and resumed in 1990 following the U.S. invasion.

It is anticipated that the economic sectors and areas selected for studies and training should provide a foundation for fulfilling the following long-term development objectives:

- encouraging entrepreneurial growth;
- expanding the intellectual and technical resources of institutions for higher learning;
- strengthening the technical capabilities of employees in both the public and private sectors; and
- fostering the evolution of an open and democratic public administration, and broadening participation in development training for approximately 400 long-term participants and approximately 850 short-term participants.

Some 401 Trainees have received long-term training in the United States under CAPS/Panama. Of these, 285 received undergraduate training in 134 fields of study. A total of 112 universities in 30 states have participated in the program. Of the total long-term scholars, 212 came for four-year undergraduate degrees and 73 for two-year associate degrees. Some 109 came for technical training programs, while 292 came for academic training.

CAPS/Panama has provided short-term training to a total of 116 Trainees. These have included programs for 10 journalists and 32 English teachers. These include 8 in various fields, as well as three short-term training certificate programs—one for 24 junior-level English majors, one for 21 senior level English majors, and 6 bilingual secretaries from the Universidad Nacional, and one for 15 hearing impaired Trainees in signing and computer applications.

In each case, students in both long-term and short-term training have enjoyed programs which were tailored to their particular professional and academic needs. To the best of our knowledge, the total number of participants in the CAPS/Panama program who had returned to Panama by a minimum of six months prior to the evaluation began was 328. *The total survey population of 287 represents 87.5 percent of the total population of CAPS/Panama returnees, who had been back in country 6 months or longer.*

Since FY 1992, the second phase of the CLASP Program (CLASP-II) has been underway in Panama. That project is not examined in this evaluation.

PURPOSE OF THE EVALUATION

The evaluation focused on three basic goals:

1. *To measure the extent to which the Project activities and accomplishments fulfill the development objectives;*
2. *To measure the extent to which CAPS training has made an impact on the activities of participants who have been back in Panama for six months by:*
 - ascertaining the extent to which they serve as leaders and "change agents" in their workplaces, in their communities, and in other spheres in which they are active,
 - documenting how those CAPS Returnees identified as "change agents" are applying their training in their activities (e.g., introduction of new technologies, application of more efficient methods, motivation of colleagues, creation of new groups),
 - assessing how project-related programming options (such as selection criteria, composition of training groups, selection of U.S. institutions for training, Experience America programs, and in-country follow-on activities) may have affected the performance of Trainees in their role as "change agents" in the community and in the workplace upon their return; and
3. *To determine the extent to which the Project and Trainees have stimulated the unanticipated beneficial outcomes and impacts not defined in the original project design or suggested in the Mission's strategic objectives.*

A secondary purpose of the evaluation is to determine the extent to which current LAC Bureau Strategic Objectives, not formally established when CAPS/Panama was first designed and implemented, may have been furthered by CAPS/Panama retrospectively. Further, the evaluation will address the extent to which the project coincides with the goals of the USAID Mission Action Plan.

USAID Strategic Objectives which support the CAPS/Panama Project include:

- The achievement of broad-based, sustainable economic growth by encouraging (a) economic policies that promote investment, productive employment and export-oriented diversification; (b) increased economic opportunities for the disadvantaged; and (c) preservation and sustainable use of the natural resource base; and

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- Support for the evolution of stable, participatory democratic societies by (a) strengthening civilian government institutions, and (b) public participation in the democratic process.

PROGRAM ELEMENTS AND ADMINISTRATION

The monitoring of the program and maintenance of program records were carried out under a variety of administrators, both in-country and at Georgetown University and other sub-contracting institutions, for the period from 1986 to the present. In Panama, recruitment, student selection, predeparture and English training were the responsibility of Georgetown University. Other responsibilities included the design of training programs, and U.S. placement and training program selection.

The U.S. contractor, Georgetown University, maintained an in-country representative and support staff, as well as a U.S. coordinator and support staff in Washington, D.C. The USAID/Panama Training Office designed the training requests and had direct oversight over the activities of the U.S. contractor. The four major implementers (USAID/Training Office; CAPS/GU Panama staff; their U.S. colleagues; and the U.S. post-secondary institutions) worked together.

The 1988–89 crisis resulted in the loss of some records, and in the breakdown of program monitoring and returnee activities and addresses. Documentation of student selection, selection of fields of study, and monitoring of follow-on activities are therefore incomplete. The monitoring and follow-up programs for the period after 1989 are more complete and coordination was facilitated by the stable political climate. (A practical contribution of the evaluation will be to provide an updated information base on the present location of CAPS returnees.)

CAPS/Panama adopted the CLASP selection criteria, which were:

- a minimum of 70 percent economically and socially disadvantaged,
- a minimum of 40 percent women,
- a minimum of 20 percent long-term training, and
- leadership position or potential.

CAPS/Panama also added the following four factors in selection decisions:

- academic or professional talent,
- interest or participation in activities with a significant development impact,
- geographic distribution proportional to the rural/urban breakdown in country, and
- the recruitment of ethnically disadvantaged populations.

Different indicators for economic need (or economically disadvantaged status) were developed for CAPS recruits based on whether they lived in rural or urban areas. This was necessary because of the large differential between median incomes in rural and urban areas. The families of candidates from urban areas (Colon and Panama City) were to have a household income of no more than

US\$728 dollars/month (1988 figure adjusted for inflation), while rural families had a figure set at US\$423/month. These figures approximate the average income for blue-collar and public sector employees. For each family member over five, the cut-off amount (1988 figures) is increased by 20 percent.

Other criteria used by the Mission for the determination of disadvantaged economic status were the number of adults working in the family, the level of education of other family members, the place of residence, and the type of employment held by parents.

POLITICAL AND ECONOMIC CONDITIONS AFFECTING THE CAPS PROJECT

The CAPS/Panama project has been shaped by factors which provide the context for the evaluation. The most significant factors were the impact of the 1988-89 crisis on politics and the economy, and development initiatives.

The CAPS/Panama project started in 1986, but was interrupted by the U.S. invasion of Panama designed to bring down military leader Manuel Noriega. During this period, some CAPS program records were temporarily lost and monitoring and follow-on support ended.

Many pre-crisis returnees lost contact with USAID, the CAPS office, and GU administration. This was also a period of political and economic upheaval, accompanied by a downturn in the economy and a slowing of development activities throughout the country.

Box 1.1 Country Background

Panama's history has been shaped by the evolution of the world's economy and the ambitions of great powers. The early establishment of the trader route across the isthmus has also shaped Panama's history. Since the completion of the Panama Canal, Panama has become the major shipping conduit between the Atlantic and Pacific Oceans. Besides the advantage of the canal, Panama boasts a growing economy and a wealth of natural resources. Major exports include timber, seafood (particularly shrimp), copper, bananas, and coffee.

Panama's population is 2.4 million (1991), with an ethnic composition of Mestizos (70%), West Indian (14%), white (10%), and Indian (6%). The official language is Spanish, with 14 percent of the population also fluent in English.

More than half the population lives in the Panama City-Colon metropolitan corridor. The rural areas are not heavily populated, and most of the rural population lives west of the canal. Some 49 out of every 100 persons reside in urban areas. The median age is 22 years, and the average household size is 4.4 persons. Twenty-eight out of every 100 persons over 10 years of age are involved in agricultural activities. Twenty-five percent of households receive monthly income of less than US\$100.

Sources: U.S. State Department 1992; Contraloria General de la Republica (Panama) 1993.

After years of mismanagement, two years of U.S. economic sanctions, and the lingering effects of increased debt servicing requirements, Panama's economy was in shambles by 1990. Total external debt stood at more than \$4 billion and total external arrears reached \$2.4 billion, including \$540 million in arrears to international financial institutions. Panama also had high unemployment and a deteriorating national infrastructure.

With the return of a democratically elected civilian government, the United States lifted all sanctions. It provided more than \$450 million in grant aid and more than \$500 million in credits and guarantees in FY 1990–91 to assist in Panama's economic recovery.

The key element for Panama's economic recovery was the return of long-term investor confidence brought about by political stability and economic liberalization. Structural economic reforms have been key to lasting Panamanian growth and development. In early 1992, the Endara Government concluded negotiations with the international financial institutions to clear Panama's arrears and to restore access to new financing. These negotiations included Panamanian agreement to implement various structural reforms, such as trade liberalization, tax and social security reforms, privatization, poverty reduction, and increased public investment. These reforms have also helped to reduce unemployment. By December 1989, unemployment had reached over 35 percent. U.S. economic assistance during 1990–91 helped create jobs by funding short-term employment projects in the public sector and by encouraging private sector investment. By 1992, the unemployment rate had fallen to about 16 percent, close to the "normal" rate of the 1980s.

The United States has traditionally maintained friendly relations with the people of Panama and—with the exception of the later Noriega years—has cooperated with the Panamanian Government in promoting economic, political, and social development. Cultural ties between the two countries are strong, and many Panamanians, including CAPS Trainees, have come to the United States for higher education and advanced training.

In addition, the Panama Canal Treaties have provided the foundation for a new partnership. The United States and Panama remain committed to the smooth implementation of these treaties, including the departure of U.S. armed forces, the reversion of U.S. military bases, and the turnover of the canal to Panamanian control at the end of the decade.

The most important action which the Government of Panama has taken to improve the economy is to encourage political stability by re-establishing and strengthening democratic institutions.

The most important action which the Government of Panama has taken to improve the economy, is to encourage political stability by re-establishing and strengthening democratic Panamanian institutions. Political stability is crucial in order to attract new private investment and will, along with comprehensive structural economic reform, create long-term economic growth for Panama. Opportunities now exist for CAPS Returnees to actively participate in the activities of democratic reform.

For the CAPS Project, the period after the crisis allowed a return to project monitoring and follow-on, and increased the availability of employment for many returnees or provided them opportunities in their areas of study which had either disappeared or not materialized during the crisis years of high unemployment and a stagnant economy.

Data analysis will consider the survey population in its entirety, and also as members of these pre- and post-crisis groupings.

FRAMEWORK OF THE STUDY

The “Change Agent” Concept

The purpose of USAID training is to impart technical skills or academic knowledge which is relevant and applicable to the Trainees’ participation in the development of their home country. Without diminishing the importance of technical knowledge, USAID planners have also come to recognize that participant training must address “the broad range of experience, attitude, and understanding of economic and political institutions that contribute to development” (draft language for the revised *USAID Handbook 10* on Participant Training).

“Change Agents”...individuals who have the capacity and motivation to initiate, or effectively support, sustainable development through their actions or by their influence on the actions of others.

Source: Aguirre International 1994

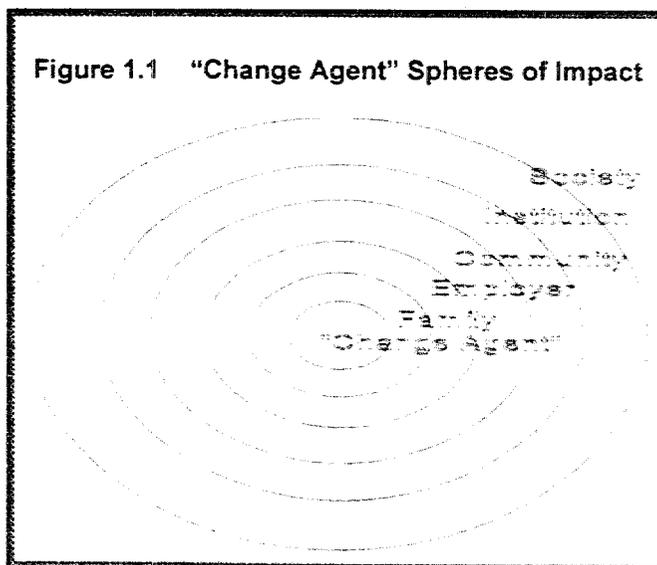
Technical skills are essential, but participants must also develop skills in the broad area of leadership. No simple recipe exists for determining how those skills are converted into action. However, the goal of supporting Trainees as “change agents” implies that they should be prepared to take on such activities as:

- applying their training in the workplace, even against obstacles;
- sharing their training with co-workers;
- formulating and initiating improved procedures in the workplace;
- taking their training beyond the workplace to new venues, such as community or volunteer organizations; and
- participating in the democratic process of their country.

CAPS Trainees as “Change Agents”

The underlying premise of this evaluation is that the CAPS Project develops and encourages Trainees to act as development “change agents” on their return home. As “change agents,” they are expected to have a positive development impact in an ever-widening series of “concentric impacts.” As pictured in Figure 1.1, this model hypothesizes that the training will influence not only the individual, but will permit that person to have a positive impact on his/her family, work place, community, institutions, and even more

Figure 1.1 “Change Agent” Spheres of Impact



inclusive, society at large. The Trainee, the “change agent” at the core of the circle, reaches beyond him/herself to influence a successively broader series of social actors and institutions. The degree of impact becomes more diffuse and less directly attributable to the training as one moves further from the center.

The model also implies a time dimension to development impact. Upon their return, the Trainees’ initial impact may be on the narrow circle of family. Over time, Trainees are likely to have an impact on a broader range of levels as they attempt to make changes in their jobs or take on wider leadership roles in community activities. The degree of impact may be conditioned by a variety of factors, including the societal need for the training that the individual acquires, as well as the level of opportunity available to individuals according to their age, sex, or other characteristics (e.g., disability).

The evaluation examines whether Trainees can be classified as “change agents.” It also explores the degree to which such “change agency” supports the coordinated development goals of USAID as an Agency.

Before a returnee can become a “change agent,” certain preconditions must be met:

- The *right* candidates must be selected. The program must identify Trainees with leadership potential and the right mix of personal characteristics which will enable them to take full advantage of the experience. They must then receive an appropriate orientation.
- The U.S. training itself must be effective. Trainees should be able to show evidence of increased capacity and motivation to use the new skills and knowledge in the role of “multiplier” and “change agent” in their home country.
- The Trainees must return home.
- The Trainees must be able to use the training. With the CAPS Project’s strong emphasis on long-term training that will place Trainees favorably in the work force, employment is a prerequisite to using the training.

Determining “Change Agent” Status: Five Indicators

Five indicators have been developed to analyze whether CAPS Trainees can be described as “change agents.” These are summarized in Box 1.2 and described below.

- ▶ Trainees who are employed must *apply their training*. The application of training is a minimal condition for showing that Trainees use the workplace for reaching beyond their individual actions to teach and

Box 1.2 Components of the “Change Agent” Model

The following elements combined indicate “change agent” status:

- ▶ *Applying the training on the job;*
 - ▶ *Taking on greater work responsibilities;*
 - ▶ *Sharing training with co-workers and others, the “multiplier effect;”*
 - ▶ *Taking on leadership roles; and*
 - ▶ *Maintaining motivation for working in development in the future.*
-

influence others. Research has shown, however, that motivated Trainees who receive excellent training may still have little impact beyond their own personal actions if elements in the workplace obstruct their efforts to introduce positive changes.

- ▶ *The increased skills and leadership capacity of Trainees must be recognized by their employers or exhibited in changed employment conditions.* This is reflected in increased responsibilities, increased salary and/or promotions. These are *de facto* statements from employers that the Trainees are valuable human resources.
- ▶ Trainees must actively *share their training with others*, (the multiplier effect). They may share their training formally and informally, with co-workers or with others, and build networks within the country and with the United States.
- ▶ Trainees *must use enhanced leadership skills* both at work and in their communities. Ideally, Trainees' actions will promote the productivity of others.
- ▶ Trainees' attitudes must suggest a *commitment to initiating change and an optimism towards future activities*.

These indicators, combined with other qualitative and quantitative information, support the "change agent" analysis of CAPS returnees that appears in subsequent chapters.

Selection for leadership capacity is one of the criteria used to identify prospective CAPS candidates. Leadership training is an important component of the CAPS program, and is cultivated through leadership activities and the Experience America component of the training program. Leadership is reflected in participation in community and civic activities, and the promotion of developmental change in a variety of social and economic contexts—from families and associations to the wider society.

Individuals who are trained as leaders can be more effective "change agents" than individuals who are given technical training alone, since leadership qualities enhance "change agent" capacity.

Leaders...individuals whose actions have the effect both of motivating others to act and of increasing the resources (both material and social) available to others.

Individuals are identified as leaders if they contribute positively to the motivation and resources available to *others* at various levels in the concentric circle model referred to in Figure 1.1. The resources that a leader imparts to others include economic resources and informational or social resources. Economic resources include personal and family income, increased profits from productivity enhancement in the workplace, or resource gathering for community projects. Informational resources include a shared worldview and shared responsibility for the products of this worldview. Change is often an outcome of leadership activities, with such activities resulting in an increase in the amount of resources controlled by followers.

For example, a Trainee might assume a leadership role in a household by financially supporting that household. Technical leadership in a company would involve employing new skills to improve the productivity of the overall industrial process.

The “change agent” model does not hypothesize that all “change agents” explicitly be identified by their co-workers or friends as leaders, although it assumes that they will take on certain aspects of leadership roles. “Leader” is therefore a subset of the category “change agent.” *Not all “change agents” are leaders, but all leaders are “change agents.”*

The most effective “change agents” are also leaders. Leadership training, therefore, is an important component of the CAPS program. A leader is both the initiator and the product of sustainable development. Leaders are defined as individuals whose actions have the effect of motivating others to act and of increasing the resources (both material and social) available to others.

In general terms, leaders may have material resources which they can either dispense or otherwise mobilize on behalf of others. In the case of CAPS Trainees, their leadership is expressed largely through social means, in which they communicate what they know and how they now understand themselves and their world. The resources that such leaders may share with others include:

- *a shared vision*, articulating to others a new vision of what can be accomplished and imparting the motivations and attitudes that are necessary for attaining those goals;
- *a shared approach to action*, a sense of how the new goals and possibilities can be realized by encouragement, advice, and example; and
- *a shared participation in and responsibility for the results of action* in which the leader fosters a sense of ownership by the broader group for the resulting products of efforts to attain the new goals.

Leaders and “change agents” have a measurable impact on their workplace and their community that can be linked to the training objectives. In this respect, “impact” can be conceived beyond the planned outcomes of specific, externally-funded projects as the collective result of the sustained application of training skills by CAPS/Panama returnees.

“Change Agents” and Strategic Objectives

The study also considers the relationship between returnee activities and USAID Strategic Objectives. The Agency’s restructuring around Strategic Objectives results from the need to concentrate actions in demonstrated areas of strength, and to present the effectiveness and impact of USAID-sponsored development activities. CAPS was designed and completed before strategic management was instituted. However, all projects now need to define their activities around these key priorities set by the Regional Bureaus and the Missions.

While Trainees may be effective “change agents” in a range of activities, the impact they have may not necessarily directly support USAID Strategic Objectives. One goal of the evaluation is to assess how CAPS/Panama may have indirectly supported Strategic Objectives and how future training projects might be structured to increase support for Strategic Objectives.

CHAPTER TWO:

Program Implementation

Process:

**Recruitment, Selection, and
Orientation of Students and
Follow-on Activities**

INTRODUCTION

This chapter reviews the implementation process of the CAPS/Panama project, and includes a review of returnee satisfaction with predeparture, training, and follow-on. It also includes a review of the project goals, design, and administration from 1985 through 1994. The information comes from key informants involved in the administration of the project both on-site and at Georgetown University, as well as from relevant documentation for the period.

The lack of university-trained leaders in Panama is a roadblock to development. Only about nine percent of the population has any university-level training, and 10 percent of the population is still functionally illiterate.

The CAPS/Panama project strategy was based on recruitment and selection of Trainees for two types of training: short-term and long-term. The sample population included 221 long-term Trainees and 66 short-term Trainees, for a total of 287. Women comprised 40 percent (115) of the sample population, and men 60 percent (167). These percentages match the recruitment target percentages for the CAPS/Panama Project.

FIELDS OF STUDY FOR THE RETURNEE POPULATION

The long-term Trainees in the sample (221) studied a wide variety of fields (see Table 2.1). Short-term returnees (66) were trained only in the following areas:

- ▶ Intensive English (54%)
- ▶ Education (25%)
- ▶ Communications (9%)
- ▶ Public Affairs (5%)
- ▶ Agricultural Business (2%)
- ▶ Engineering (2%)
- ▶ Life sciences (2%)
- ▶ Visual arts (1%)

Only 17 percent of long-term Trainees spoke English when they were selected. However, fully 84 percent of short-term Trainees spoke English when they were selected. No significant gender difference in English ability was found in the sample.

Table 2.1 Fields of Study for Long-term CAPS Returnees (Percentages)

| | |
|-----------------------|----|
| Business Management | 23 |
| Engineering | 13 |
| Agriculture | 9 |
| Marine Transportation | 6 |
| *Other | 49 |

*Each field of study have 5% or less of the Trainees. The fields include: Architecture, Marketing, Communications, Computers, Education, Foreign languages, Health Sciences, Law, Life Sciences, Physical Sciences, Social Sciences, Psychology, Public Affairs, and Other Liberal Arts.)

Source: CAPS/Panama Survey

Most long-term Trainees were trained in four areas of study. These areas represent 51 percent of the total long-term sample. These included business management (23%), engineering (13%), agriculture

(9%), and marine transportation (6%). The sum of the other fields shown in Table 2.1 represent the remaining 49 percent of the long-term sample, but individually only represent 5 percent or less of the total sample population.

The engineering and agriculture fields were dominated by men. Some 89 percent of all Trainees who studied engineering (33 out of 37) were men, as were 81 percent (17 out of 21) of those who studied agriculture. Women dominated in the area of education, comprising 66 percent of all those trained. There were no other areas of study with notable differences by gender.

PROGRAM IMPLEMENTATION, 1985–89

The CAPS/Panama project was started to counter the influence of the Soviet Bloc in the region, which had been providing scholarships for Panamanians to study in the former Soviet Union and other Bloc countries. Prior to 1990, recruitment in the CAPS program had two distinct phases. The first phase consisted of the recruitment of two groups of 87 and 65 students, for a total of 152 students.

Program Implementation, 1985–86

The first 152 students recruited under CAPS/Panama were selected from all over the country. The intent was to select students who represented the spectrum of political views. The working pool of candidates consisted of 3,000 applicants. Applicants were solicited with the help of provincial contacts known to USAID and to the CAPS/Panama administrators. These contacts then developed into the provincial committees.

The official recruitment process consisted of:

- distribution of application forms by the provincial committee to the provinces;
- announcement of the program in the local newspaper, radio, and television; and advertising in selected schools;
- pre-selection from the completed application forms by the provincial committee
- forwarding the names of pre-selected candidates to the Mission where decisions were made on those to be personally interviewed; and
- final selection by the CAPS office in Panama City, with the cooperation of the Mission.

Selection was to follow certain established guidelines as established under CLASP-I guidelines:

- leadership position or potential;
- 70 percent economically and socially disadvantaged;
- academic or professional talent;
- interest or participation in activities with a significant development impact;
- geographic distribution proportional to rural/urban breakdown in country;

- 40 percent women; and
- ethnically disadvantaged populations.

The original plan was to select 50 students from the pool of 3,000 and to rank them using a system devised by the Fulbright Scholarship program. Students were rated using the above guidelines. However, political affiliation and regional representation were also criteria used in the selection process before 1990.

The top 87 students were selected as CAPS candidates. However, after these were selected, administrators were informed that funds were available to recruit another 65 students. The selection of an additional 65 candidates was done rapidly, over several days. It was therefore difficult to maintain quality control in the selection process. As a group, these 65 students did not rank as high as the first 87 selected. This brought the total number of students in the first group to 152.

Some believe that Trainees were selected in the first group who should not have been sent. Local committees may have "suggested" candidates who may not have been the best choices for scholarships. For example, it was reported that some candidates had wealthy parents, were in poor health, or were not academically well-prepared. Although exact numbers are not available, key informants working in the CAPS/Panama office indicated that there were only a few of these "suggested" candidates.

Selection of fields of study was generally left up to the students themselves. There were no definitive guidelines determining the fields of study to be pursued. Even though many students were recruited from rural areas, the selection process did not dictate training them in rural development. For example, only three long-term students were trained in the areas of agriculture/agricultural science. Given this fact, it is not surprising that many rural returnees migrated to the urban corridor to find work.

PREDEPARTURE TRAINING

The intent of predeparture orientation is to prepare students for their U.S. training by giving them general cultural information about the United States and more specific information on aspects of their upcoming educational program and CAPS/USAID policy. Another element of predeparture training is English language training. The first group of students did not receive in-country English language training. Almost all students remembered receiving some predeparture orientation (95%). The 12 individuals in the sample who did not receive an orientation were all long-term Trainees.

Predeparture training is intended to prepare students for their U.S. experience by giving them general information about the U.S., and more specific information on aspects of their upcoming educational program and CAPS/USAID policy.

Predeparture training for the first cohort consisted of a three-day orientation of lectures and workshops on training goals and the U.S. experience. Much of this time was spent doing paperwork and processing the Trainees. The short length of the orientation was a hindrance to the preparation of students for the cultural, academic, and language issues they would face in the United States.

No in-country English language preparation was provided to the first group. Instead, they were sent for English language training at twelve institutions throughout the United States (see Box 2.1). While at these sites, they trained in English language, and some received other liberal arts training in preparation for their university training.

Box 2.1 CAPS/Panama English Language Training Sites in the United States

| | |
|---|--|
| Lake City Community College, Florida | Holyoke Community College, Massachusetts |
| Broome Community College, New York | English Language Institute of Delaware |
| Quinebaug Valley Community College, Connecticut | Pewaukee Community College, Connecticut |
| Lincoln Land Community College, Illinois | Willimantic High School, Connecticut |
| Mount Aloysius Junior College, Pennsylvania | Delta Community College, Michigan |
| Fort Scott Community College, Kansas | |

Source: CAPS/Panama Survey, 1994

Students were placed in appropriate institutions once they had completed their English language and general training. Some individuals who received English language training in the United States took longer than others to become proficient, and in some cases, this lengthened the preliminary training period by up to a year. The placement of students in their degree programs was based on achieving a fit between the student's field of study and four other basic criteria, which were:

- curriculum available at selected institutions;
- a past positive working relationship with the administering institution (GU);
- affordability of the institution; and
- ability of the institution to accept transfer credits from community colleges used for English language training.

Some of the students in the first group had difficulties in completing their English language training. Apparently, a degree of tracking occurred within the Trainee population, where institutions with the best programs were allowed to select the best potential students. This left other students in less successful programs that increased the time needed for them to complete their degrees. This may have also hampered their overall performance in the academic setting and, consequently, their ability to succeed once they returned to Panama.

Project Implementation, 1986–88

Several important changes were initiated in selection and predeparture training for the second and third groups.

- A smaller number of students were selected and greater care was taken to insure that these students met the basic criteria for selection. No students were selected for 1989 due to the crisis.

- Long-term pre-departure training consisted of up to a year of orientation, English language training, and other classes at the Panama Canal College (PCC). Credits were transferred from PCC to those U.S. training institutions that would accept them.
- Students were sent directly to the institutions selected for their degree programs, and no students were sent to community colleges for language training.

Students who quickly completed their English requirements at the Panama Canal College could also take general study courses that would be transferable to U.S. institutions, such as general science, algebra, and other liberal arts courses. Thorough preparation was provided in cultural adaptation, campus life, and training objectives. English language training was administered by the American Language Institute at Georgetown University.

In the second group, students from the interior were allowed to stay in the PCC on-campus dormitory, while those from the city commuted to the campus. Coordinators noted that the adaptation skills and academic preparation were better for those staying in the dormitory. Skills learned included individual (as opposed to group) study habits, and an understanding of the culture of campus life. A decision to reduce the size of the next student group was made in order to allow *all* of the students to stay in the on-campus dormitory. This significantly improved the individual study skills and overall predeparture training of the third group as a whole.

The 1988–89 Crisis

The crisis caused a two-year gap in the program in which both the CAPS office and the USAID mission closed. This was very disruptive to project monitoring activities, and resulted in a breakdown in student tracking and

The crisis caused a two-year gap in the program, and both the CAPS office and the USAID Mission in Panama closed. This was very disruptive to any project monitoring activities, and resulted in a breakdown of student tracking and assistance.

employment assistance. The Mission closed in 1987, and the CAPS/Panama project was suspended in July of 1989. This was a difficult time for returnees. However, the program was maintained by a Panamanian staff in the U.S. Embassy. Students could not be contacted directly, but indirect informational support was provided to those who could be contacted in and around Panama City. Not all returnees could be reached, since there was no nearby support for those in rural settings. One key informant claims that returnees who came back to Panama at this time experienced some political discrimination and suspicion on the part of government officials. Other difficulties included the downturn in the economy, and the loss of assistance from the CAPS office when it was forced to close. There was no integrated follow-on activity, and some returnees claimed that they felt abandoned and/or deceived by the project. Some Trainees could not find employment, while others could not find employment in their fields of training.

During interviews with early returnees, who returned during the crisis, many said they remained unemployed for some time after returning to Panama. They also forgot much of their training and English skills because they were unemployed and not utilizing their training. Most of those who did find work did so in the capital, although some had been trained in areas that specifically related to the development needs of the interior (e.g., forestry, agro-industry, mining). This trend was reversed when the CAPS/Panama office reopened in 1990. A new coordinator was hired, and the CAPS office was moved out of the USAID mission and given more autonomy in running the program.

PROJECT IMPLEMENTATION, 1990–94

The CAPS/Panama office reopened in 1990 under the direction of a new country coordinator. At the time, some students were returning from the U.S. with degrees, while others were being selected for long- and short-term training. The final group of long-term Trainees was selected in 1988 but did not leave for the U.S. until August 1990. The last Trainees returned to Panama at the end of 1994. The staff worked hard to re-establish contact with many of those who were without direct assistance during the crisis. It is important to note that even though the U.S. staff responsible for the program could not remain in Panama, there were Panamanian staff still operating out of the Embassy in the Development Office. They were not USAID, but filled the same function in that they served as a contact during this time. Though they could not have direct contact with returnees, they could have indirect contact with them through mailings and telephone communication, and the staff did their very best to maintain such contact under difficult conditions (see Box 2.2).

Follow-on activities with Trainees in the pre-crisis population were minimal. In 1990, the coordinator implemented a comprehensive Follow-on program. The renewal of the program included a revision of the pre-orientation process and a more active role for the Follow-on Coordinator. This included:

- “marketing” of students to potential employers by using personal and professional networks;
- continuing in-country training in cultural orientation, English, and general liberal arts at Panama Canal College for long-term candidates;
- revitalization of the CAPS alumni association in Panama; and

Box 2.2 The CAPS/Panama Coordinator: Post-Crisis Training

“Training creates a motivation in a way that they feel like doing things that they otherwise wouldn't have done. One thing that is different is that they get jobs when they get back—jobs that they would not have gotten if they had gone to the University of Panama. They get jobs because they (1) know English and (2) they know computers.

One example was a CAPS student who was forced to return when her mother died and was unable to return to finish her degree. She continued her studies and got a degree in Business Administration at the University of Panama in Chiriqui, but the job she got is one with very low pay. This is in contrast to those who did finish and got much better jobs. The last group got jobs very quickly after graduation. Some started with \$800.00 which is really good for someone without experience.

Having studied under CAPS (today) is a ticket to a good job. For example, we placed one student at a local hardware company (ATOPS). Last year I sent the resumes of several engineers to their human resource manager. She was very happy—the one student she had was ‘very good.’ She said ‘Please send me some more.’ There are now three CAPS students working for them.

Another company working with computers/agricultural products has a bunch of them, and they ask me: ‘Hey, when do you have a bunch of new kids coming in?’

Of those who do not get jobs, they fall back on their English. They can get jobs teaching, even if they do not have a degree in teaching English.”

-
- *leadership training workshops; re-entry seminars on employment orientation, resume writing, cooperative management, business management; and continuing education counseling.*

Project orientation in 1990 changed from emphasizing political diversity in the Trainee population to emphasizing the selection of socio-economically disadvantaged students. Careful selection standards were upheld and this, combined with political stability and extensive in-country training, improved the overall performance of the project. The coordinator had the advantage of being involved in the selection and monitoring of the students from their initial selection through follow-on.

In summary, careful selection, monitoring, and marketing activities created a successful employment situation for returnees arriving in-country between 1990–94.

On-Campus Program Administration

Georgetown University provided the administrative and student support, as well as monitoring activities, for Trainees while in the United States. GU project officers were involved in the predeparture orientation sessions and maintained contact with all the Trainees during their studies. Each Trainee was assigned a GU project officer, who was responsible for curriculum monitoring, student advising, and general problem-solving.

Students were given credit for as many college courses (at the U.S. community colleges or later, at Panama Canal College) as they were able to complete before entering their U.S. university programs, so the length of study necessary to complete a degree varied. Some students were able to finish their degrees in less than four years, while others took up to five years to complete their degrees. Trainees were given as much support as they needed in order to finish their degrees and program officers were charged with keeping students on track. This was done through counseling of students, monitoring of degree credits, and advising on schedules. The prevailing attitude was that students should receive a good impression of their host country, and that this impression be carried back to Panama to be shared with their social, political, and economic networks.

Students could call program officers for advice, and detailed records were kept of all communications. This allowed program officers to develop a good understanding of their Trainees and the problems they faced.

Students were placed in universities by themselves or in groups. Key informants report that students who trained in groups were more successful overall in completing their degree requirements within a reasonable time (four years) than those who were alone at their university.

The overall effectiveness of 1990–94 student support activities was superior to that faced by students in the first group, and somewhat better than that for those selected between 1986–88.

TRAINING EFFECTIVENESS

Training effectiveness is measured by analyzing the present occupational status and social conditions reported by returnees, as well as by analyzing their stated effectiveness as leaders and change agents.

The majority of students felt prepared/very prepared for their U.S. training experience (59%). However, some 39 percent responded that they were only somewhat prepared or not prepared for the training experience.

Some of the students who returned at the time of the crisis felt "abandoned" or "deceived." Of those Trainees who felt unprepared, most were long-term Trainees (86%). Of all Trainees who expressed that they were unprepared for training (110), the majority of these (70%) were from the 1985-86 year class. This reflects a shift in the level of preparedness of students by year, with those in all subsequent years responding that they felt significantly better prepared for their U.S. experience than the first group.

Of the 110 Trainees who expressed that they were unprepared for training, the majority of these (77 or 70 %) were from the 1985-86 year class.

The number of short-term Trainees who expressed that they were not prepared represented 14 percent of the total sample population. These 14 percent consist of only 23 percent of short-term Trainees and 43 percent of the long-term Trainees. This is a further indication that Trainee preparedness went up significantly after the 1985-86 selection.

The expectations of training were generally positive, with short-term Trainees more likely to respond that the training was better than expected (74%) compared to 53 percent for long-term Trainees.

Significant differences in pre-training satisfaction exist between short- and long-term Trainees (see Table 2.2). Short-term Trainees were more satisfied with all aspects of pre-departure training than were long-term Trainees.

The greatest differences in satisfaction between short- and long-term training occurred in Follow-on (26%), applicability of training to work and community (30%), and applicability of training to Panama (31%). Since these components are the most relevant to the developmental dimensions of training, they are critical areas for improvement in predeparture training.

Table 2.2 Satisfaction with Predeparture Training (Percentages)

| | Short-term (n=66) | Long-term (n=221) |
|---------------------------------------|----------------------|----------------------|
| Information on Program Objectives | 94 | 81 |
| Information on Program Content | 87 | 73 |
| Program Activities | 85 | 66 |
| Follow-on Program in Panama | 70 | 44 |
| Application of Training to Work/Com. | 79 | 49 |
| Information on USAID Policies | 63 | 60 |
| Benefits of Living in Another Culture | 95 | 81 |
| Applicability of Training to Panama | 94 | 63 |

Source: CAPS/Panama Survey, 1994

Both long- and short-term Trainees gave a low rating to the utility of information provided on *Handbook 10* policies and regulations. This is not surprising since there was initially little emphasis placed on communicating this information to Trainees. There has been a recent initiative to more effectively link specific training and development activities with the goals of USAID.

U.S. TRAINING SATISFACTION

Ninety-three percent of Trainees were satisfied that the training was at least as good as they expected. Only 19 rated their training as worse than expected.

Eighty-five percent of all Trainees reported satisfaction with their U.S. training. Short-term Trainees were more likely than long-term Trainees to state that they were "very satisfied" (62% compared to 44%). However, among long-term Trainees, those who entered the program in FY 1987 or later were significantly more satisfied with the experience (93%) than those who began in FY 1985 or FY 1986.

When asked to compare the training received with their expectations, short-term Trainees were significantly more likely to report satisfaction. This finding is linked to the dissatisfaction expressed by the long-term returnees from the first two years. Of the 16 returnees (15 long-term, 1 short-term) who indicated their training was worse than expected, 13 (81%) were long-term Trainees from 1985-86.

KNOWLEDGE OF THE UNITED STATES

One training objective is to provide Trainees with an understanding of democratic institutions and U.S. culture. The survey assessed the depth of knowledge Trainees developed of the United States through training. Trainees were asked what types of activities they participated in, as well as the knowledge they gained about various cultural institutions in the United States. It is hoped that the "Experience America" training component will support their activities as "change agents" and leaders once they return to their home countries. In fact, leadership skill development was a component of training at all of the participating U.S. institutions.

Long-term training provides more opportunities to participate in "Experience America" activities. Such activities enhance the capacity of Trainees to act as change agents and leaders.

There are distinct differences between the short- and long-term training experience (see Table 2.3). This is reflected in the lower degree of participation experienced by short-term Trainees in all aspects, except for "contact with professionals in the field of training."

Long-term training provides more opportunities for Trainees to participate in Experience America activities. Such activities enhance the capacity of Trainees to act as "change agents" and leaders. Short-term Trainees participated least in visits with U.S. families, community activities, meetings with civic leaders, contact with the private sector, and voluntary activities. Table 2.3 shows that short-term Trainees were significantly less likely to report frequent experiences with these program components.

■ *What did you like best about living in the U.S.?*

Living in the U.S. provided an opportunity for USAID to change the Trainees' worldview. In Panama, such a change was crucial for both phases of the project (training for political diversity and training for the socio-economically disadvantaged). The U.S. training experience creates the necessary perspective to create "change agents" out of Trainees. The advantage of training in the

Table 2.3 Duration of Training and the U.S. Experience (Percentages)

| Activity | Never | | Sometimes | | Frequently | |
|------------------------------------|-------|------|-----------|------|------------|------|
| | ST | LT | ST | LT | ST | LT |
| Visit U.S. Family | 18.8 | 1.4 | 57.8 | 30.7 | 23.4 | 67.9 |
| Meet With Civic Leaders | 54.0 | 25.1 | 30.2 | 59.5 | 15.8 | 15.4 |
| Contact with Private Sector | 54.7 | 23.7 | 37.5 | 61.4 | 7.8 | 14.9 |
| Community Participation | 23.1 | 7.9 | 61.5 | 50.2 | 15.4 | 41.9 |
| Cultural Events | 1.5 | 0.5 | 41.6 | 29.6 | 56.9 | 69.9 |
| Attend Church | 15.4 | 4.2 | 40.0 | 34.9 | 44.6 | 60.9 |
| Recreational Activities | 1.5 | 2.6 | 38.5 | 28.8 | 58.5 | 68.4 |
| U.S. travel | 1.5 | 0.9 | 20.0 | 37.4 | 78.5 | 61.7 |
| University Activities | 12.4 | 3.7 | 43.8 | 28.5 | 43.8 | 67.8 |
| Voluntary Activities | 49.2 | 11.6 | 38.5 | 50.9 | 12.3 | 37.5 |
| Contact With Working Professionals | 3.1 | 7.9 | 23.1 | 34.9 | 73.8 | 57.2 |

Source: CAPS/Panama Survey, 1994

(Short-term: n=63-65; Long-term: n=214-216)

United States is reported through a variety of responses to the question: "What did you like best about your experience in the United States?"

- ▶ *The most notable response to living in the United States was that the educational system and academic preparation was outstanding, as were the educational facilities.*

The opportunity to learn the American "system" and American culture was noted by students. Meeting people from different cultures and countries was also important, as was the opportunity provided for professional development. Other important factors were exposure to an environment of democracy, sharing and experiencing the advanced technology, and organization of small and medium companies. Learning teaching methods and English were also important issues.

Finally, the social (ambassadorial) aspects of training were important, particularly making friends with U.S. citizens, staying with U.S. families, participating in community activities, and sharing the Panamanian culture and language with others.

Box 2.3 What did you like best about your experience in the United States?

- ▶ *Outstanding academic system and educational facilities*
- ▶ *Learning the American system/culture*
- ▶ *Meeting people of different cultures/having a cross-cultural experience*
- ▶ *Learning a new language*
- ▶ *Combination of studies with practice*
- ▶ *Sharing Panamanian culture and language with others*
- ▶ *Professional growth*
- ▶ *Opportunity to participate with families*
- ▶ *Opportunity to participate in volunteer community activities*
- ▶ *The independence offered by a democratic environment*

-
- *What did you like least about your experiences in the U.S.?*

Beyond the usual problems of climate and food, the problems encountered by Trainees in their studies are often reflective of the problems shared by wider society. The most commonly cited negative aspects of training were:

- ▶ *Racism.* About one-fifth (19%) noted problems with racism. These problems were observed as a general condition of society, although in some cases students experienced direct racial prejudice. This was seen as most severe when students were training in English as a group (e.g., the 1985-86 class). It was less significant when Trainees were integrated with a wider student population.

This was significantly more prevalent for long-term returnees (22.5%) than for short-term Trainees (6.3%). This is due to the greater probability that long-term Trainees will experience a racial incident since they are in the United States for a greater length of time.

Other problems reported include issues of contact with Americans and American families, general program administration, and academic preparation and practice. Lack of contact with host families was generally mentioned by short-term Trainees as the aspect they liked least about their U.S. experience. Homestays were arranged for almost all of the long-term students. Those Trainees on shorter training programs and some of those in long-term programs did not have a host family experience.

From the open-ended comments on the Returnee Questionnaire, it appears that providing a host family experience is an effective way to buffer the potential discrimination and feelings of culture shock experienced by students.

Contact with American families is also the most effective way to learn the culture of the United States. Understanding American values and social relationships allowed Trainees to absorb the work ethic and approach to problem solving that is typical of the American household. This translates into

Box 2.4 Issues of Contact With Americans/American Families

- ▶ *"We did not have a chance to relate with many American families."*
 - ▶ *"Not being able to work with North American students."*
 - ▶ *"Too much contact with Latins. I believed the objective was to learn English faster?"*
 - ▶ *"I suggest that when placing the students, he be placed with an American, so the language can be practiced."*
 - ▶ *"Not being able to live with American families."*
 - ▶ *"The lack of communication with American families, which could of been of some help during my stay in the States."*
 - ▶ *"I believe that we should have lived with Americans, since living with our fellow Panamanians, the Americans discriminated against us."*
-

a more independent attitude upon return. It also creates a different view of social relationships between individuals, particularly for female Trainees. Having contact with working American women gives them models upon which they reorient their own perspectives on employment, family, and leadership.

The greater length of time spent by long-term Trainees in the United States also gives them an advantage by increasing their exposure to various U.S. institutions and leadership experiences. Table 2.4 indicates that short-term Trainees learned significantly less in all of the categories than did long-term Trainees.

Table 2.4 Knowledge Gained of U.S. Institutions and Cultural Activities for Short-term (ST) and Long-term (LT) Trainees

| Institution/ Cultural Activity | Nothing Very Little | | Some | | A Lot/ Very Much | |
|--------------------------------------|------------------------|-----|------|------|---------------------|------|
| | ST | LT | ST | LT | ST | LT |
| The U.S. Family | 13.8 | 1.9 | 18.5 | 8.3 | 67.7 | 89.8 |
| The Role of Women | 13.8 | 4.1 | 26.2 | 14.8 | 64.1 | 81.0 |
| The Variety of Peoples and Cultures | 3.2 | 1.4 | 25.4 | 11.2 | 71.5 | 86.9 |
| Democratic Institutions | 21.6 | 5.1 | 20.0 | 25.1 | 63.6 | 69.8 |
| The Democratic Process in Daily Life | 15.4 | 3.7 | 18.5 | 23.4 | 66.2 | 72.9 |
| A Free Press | 20.0 | 7.0 | 29.2 | 21.4 | 56.2 | 71.6 |
| Volunteerism | 24.6 | 9.7 | 32.3 | 22.2 | 43.1 | 68.1 |
| Examples of Leadership | 24.6 | 8.8 | 27.7 | 20.8 | 47.7 | 70.3 |

Source: CAPS/Panama Survey, 1994

(Long-term: n=214-216; Short-term: n=63-65)

Both short-term and long-term returnees felt they had gained knowledge of the variety of peoples and cultures in the United States. Long-term returnees learned significantly more about all other categories than short-term. For the category "nothing/very little", the differences between long-term and short-term returnees are greatest for democratic institutions (21% versus 5%), volunteerism (25% versus 9%), and a free press (21% versus 7%).

- ▶ *Institutional and cultural knowledge gained by long-term returnees was greatest in the areas of the U.S. family (90%), the variety of peoples and cultures (87%), and the role of women (81%).*

The role of women in U.S. society was cited by key women informants as having a significant impact on their world-view. The noted success of women returnees, as indicated by their elevated incomes and assumption of leadership roles, demonstrates that CAPS training has effectively improved their status in comparison to the general population.

- ▶ *Institutional and cultural knowledge gained by short-term returnees was greatest in the areas of the variety of peoples and cultures (72%), the U.S. family (68%), and the democratic process (67%).*

Short-term returnees are getting a "snapshot" of U.S. institutions but still manage to learn a great deal from their very intense training. Even though not as comprehensive as a long-term training experience, this can be very important in their future success as "change agents" in their country.

SUMMARY AND CONCLUSIONS

The CAPS/Panama project was modified and improved through time from its inception in 1985 to project termination in 1994. Despite difficulties in the selection process among the first group, and despite the major trauma of the 1988-89 political crisis, overall administration and training in the program was outstanding. This was primarily due to two factors: (1) the ability of program administrators and CAPS Mission personnel to adapt the project to changing and sometimes difficult circumstances; and (2) the drive and resilience of the CAPS returnees in completing their training and returning to apply it in Panama.

Training effectiveness was significantly improved by the initiation of the Panama Canal College program and by activities of the in-country staff in finding employment and providing support to returnees. The language training received by students at Panama Canal College cannot be compared to the training received by those in the more recent ESL program. The day-to day interaction and English language immersion possible in the cultural setting of the United States is the most effective method for learning English. Overall satisfaction with training was high and training resulted in significant development impacts upon return, which is the topic of Chapter Three.

CHAPTER THREE:

**Development Impacts—
Returnees as
“Change Agents”**

THE “CHANGE AGENT” CONCEPT

The original intent of the CAPS/Panama Project was not specifically to create individuals who were capable of effecting positive change (sustainable development) in their home country. Leadership, however, was an issue in the selection process. Thus, the “change agent” concept is considered valid for determining the overall impact of the project on sustainable development within Panama. From 1985 to 1988, the Project was designed to achieve some degree of technical/professional competence in a politically and regionally diverse group of Panamanian youth and potential leaders. From 1990 to 1994, the emphasis shifted to providing training to select socio-economically disadvantaged but academically superior individuals.

“Change Agents”...individuals who have the capacity and motivation to initiate, or effectively support, sustainable development through their actions or by their influence on the actions of others.

Source: Aguirre International 1994

- *Training which links technical/academic skills to an international experience, combined with leadership development, serves to foster “change agents.”*

Without diminishing the importance of technical knowledge, USAID planners have come to recognize that participant training must address “the broad range of experience, attitude, and understanding of economic and political institutions that contribute to development” (draft language for the revised USAID *Handbook 10* on Participant Training). Technical skills are essential, but participants must also develop skills in the broad area of “leadership.” No simple recipe exists for determining how those skills are converted to action. However, the goal of supporting Trainees as “change agents” implies that they should have the capacity and motivation to effect sustainable development. Further, Trainees who are employed must *apply their training*. The application of training is a minimal condition for showing that Trainees use the workplace for reaching beyond their individual actions to teach and influence others.

EMPLOYMENT OF CAPS RETURNEES

To be a “change agent,” it is necessary to be employed, preferably in the area of training. The CAPS returnees have been very successful in gaining employment, with most employed in their areas of training.

- ▶ *Presently, 87 percent of long-term and 75 percent of short-term returnees are employed. Before CAPS training, 70 percent of short-term returnees and only 37 percent of long-term returnees were employed.*

Short-term Trainees return to their former jobs with an improved professional status. Most of these are employed as English teachers or general educators. Their short-term training was designed to

enhance their ongoing work activities, not to increase their level of employment. The gain in employment for long-term returnees is 50 percent. There are no significant differences in general employment by region. However, 89 percent of men were employed compared to 77 percent of women. Key respondents noted that most unemployed women are married or living with their parents, filling a domestic role in the household economy.

- ▶ *Some 80 percent of short-term and 66 percent of long-term returnees are employed in their areas of training.*

The lower percentage of long-term returnees employed in their area of training indicates that there is greater competition in the specialized areas in which they are employed. For example, there is a greater need for trained English teachers in Panama than there is for engineers, who are trained at the local national university. Again, no differences were apparent in this variable by region or

gender. However, many of those employed in the urban setting represent rural migrants. Once employed, returnees have the opportunity to act as "change agents." Table 3.1 shows in which sectors Trainees are currently employed.

Table 3.1 Sector of Employment: CAPS/Panama (Percentages)

| | Long-term | Short-term | Male | Female | Total |
|-------------------------|-----------|------------|------|--------|-------|
| Public Sector Employee | 12.0 | 51.0 | 18.0 | 23.9 | 20.6 |
| Private Sector Employee | 51.3 | 27.5 | 49.3 | 41.3 | 46.2 |
| Self-employed | 2.1 | 0.0 | 2.0 | 1.1 | 1.6 |
| Private Sector Employer | 5.8 | 3.9 | 4.0 | 7.6 | 5.7 |
| NGO Employee | 6.3 | 2.0 | 4.7 | 6.5 | 5.3 |
| Autonomous/Other | 22.5 | 15.6 | 22.1 | 9.6 | 20.6 |

Source: Panama Returnee Survey, 1994

n=247

DETERMINING "CHANGE AGENT" STATUS: FIVE INDICATORS

Five indicators have been developed to analyze whether CAPS Trainees can be classified "change agents." These are described below and summarized in Box 3.1.

First, Trainees who are employed must *apply their training*. The application of training is a minimal condition for showing that Trainees use the workplace for reaching beyond their individual actions to teach and influence others. Research has shown, however, that motivated Trainees who receive excellent training may still have little impact beyond their own personal actions if elements in the workplace obstruct their efforts to introduce positive changes.

Second, the *increased skills and leadership capacity of Trainees must be recognized by their*

Box 3.1 Indicators of the "Change Agent" Model

The following elements, when combined, indicate "change agent" status:

- ▶ *Applying the training on the job*
- ▶ *Taking on greater work responsibilities*
- ▶ *Sharing the training with co-workers and others, the "multiplier effect"*
- ▶ *Taking on leadership roles*
- ▶ *Maintaining motivation for working in development in the future*

employers or exhibited in changed employment conditions. This is reflected in increased responsibilities, increased salary and/or promotions. These are *de facto* statements from the employers that the Trainees are valuable human resources.

Third, Trainees must actively *share their training with others*, the "multiplier effect." They may share their training formally and informally, with co-workers or with others, and build networks within the country and with the United States.

Fourth, Trainees *must possess and use enhanced leadership skills* both at work and in their communities. Ideally, Trainees' actions must go *beyond themselves to promote the productivity of others* in identifying and resolving problems.

Finally, Trainees' stated attitudes must suggest a *commitment to initiating change and an optimism towards future activities*.

◆ Indicator 1: Is Training Applied in the Workplace?

Yes, for the most part.

- ▶ *Some 72 percent of long-term Trainees responded that they are applying their training in the workplace, and 70 percent of short-term Trainees said they were applying training in the workplace.*

The Trainees' use of training reported here is based on their own assessment of workplace. *The application of training in the workplace is an indication that training skills match well with needed work opportunities* (see Table 3.2).

For example, the application of computer and English skills is an important benefit to all long-term returnees that is not generally included in the curriculum of those peers who trained in the same areas in-country.

Even though there is good technical training and business training at the local universities in Panama, students do not come out bilingual, nor are they proficient at computers. Computer training is only provided to those students who major in computer science. The University of Panama does not teach computers to individuals who are not computer majors. To get computer training, they must go to a special school (unlike CAPS students, who get computer training as part of their education). Also, the integration of their training with other skills allows them to be more effective

Table 3.2 Use of Training in the Workplace (Percentages)

| | Short-term | Long-term | Total |
|-------------|------------|-----------|-------|
| Very Much | 37.7 | 33.0 | 33.7 |
| Much | 32.1 | 39.2 | 37.7 |
| Some | 15.1 | 20.1 | 19.0 |
| Very Little | 5.7 | 3.6 | 4.4 |
| Not At All | 9.4 | 4.1 | 5.2 |

Source: CAPS/Panama Returnee Survey, 1994 n=252

Short-term Trainees are faced with a more specialized curriculum that must be adapted under less varied work opportunities. For example, one Trainee remarked that she was unable to apply the special education training received because the school where she worked had neither the facilities nor the interest to allow her to implement new teaching strategies.

in applying training. Fifteen percent of short-term returnees responded that they applied none of their training in the workplace as opposed to seven percent of long-term returnees.

Short-term returnees are faced with a more specialized curriculum that must be adapted under more limited circumstances to working conditions. For example, one returnee remarked that she was unable to apply the special educational training received because the school where she worked had neither the facilities nor the interest to allow her to do so. Although a lack of training application is the exception, this example points out the importance of matching individual training

The opportunity to apply training in the workplace is just as important for a "change agent's" success as having the motivation and capacity to effect change. Limitations to opportunity can inhibit the impact of returnees training in the workplace or in wider institutional contexts.

with the institutional culture in which the training is to be applied. The opportunity to apply training in the workplace is just as important for a "change agent's" success as having the motivation and capacity to effect change. Limitations to opportunity can inhibit the ability of returnees to have an effect in the workplace or in wider institutional contexts.

- ▶ *Some 80 percent of short-term and 66 percent of long-term returnees are employed in their areas of training.*

This suggests that the selection of fields of study is appropriate and that placement of Trainees in jobs related to their fields of study is successful. The fewer number of long-term returnees employed in their area of training indicates that there is more competition in the specialized areas in which they are employed. Being employed in one's field of training is critical to application of professional skills, and those forced to take jobs outside their areas of training will generally be less effective as "change agents" and as leaders.

- ▶ *No statistically significant gender differences exist in rates of employment within fields of training.*

There were gender differences in the selection of fields. Men sampled in the survey dominated in the fields of agricultural science (81%), engineering (86%), and marine transportation (83%). Women comprised the majority of those trained in education (66%). There were no significant differences in employment in areas based on rural and urban origin. This is not because those trained from rural areas were all successful in finding work in rural areas. On the contrary, many of those trained in rural areas migrated to the urban corridor of Panama City-Colon to seek employment.

This is supported by responses on the question: "Do you work in the same field now as you did before training?" Rural returnees should show a significant shift in their fields of employment because they move into urban centers to pursue their careers, while less of a shift would be expected for those who came from the urban corridor. The responses support this hypothesis:

- ▶ *Some 44 percent of rural returnees are working in different fields after training, while only 12 percent are working in the same fields they were in before training. Forty-four percent of rural Trainees showed no shift because they were unemployed before training.*

- ▶ Some 33 percent of urban returnees are working in different fields after training, while an approximately equal amount (30%) are working in the same fields they were in before training. Thirty-seven percent of urban returnees were not working before their training.

Technical jobs are particularly concentrated in the urban centers. A major source of jobs is the canal zone and the banking community. Many students are employed in the urban service sector in these areas. English teachers are also sought, and there is an identified need in bilingual education. The greatest educational need is in the areas of bilingual math and science education.

Special Issue: Using English in the Workplace

Responses from the employer survey revealed that managers rate the CAPS Trainees' English skills as far superior to students who learn English in Panama. Even though fluency in English was rarely a primary job requirement, the ability to speak English fluently and communicate across cultures was an important factor in their ability to obtain employment.

- ▶ Some 81 percent of returnees use English in their current employment.

As a result of speaking English, returnees gain access to opportunities not usually available to younger employees at the beginning of their careers. For instance, supervisors rely on CAPS returnees to read and interpret technical literature written in English, such as computer manuals and engineering blueprints. Often, returnees are then assigned to train their non-English speaking colleagues. Returnees in fields such as banking and engineering prepare technical reports for U.S. headquarters, since they are proficient in business software packages and can write well in English. CAPS students also work directly with senior managers who only speak English, thus learning firsthand how companies are run.

ESL Teachers... "One of the biggest needs is in education (training teachers). I have about 80 ESLs that were short-termers, and often have people calling up to ask if students are available to work. Of those I call to offer jobs to (in ESL), they are either studying to complete their degrees, or they already have jobs."

Source: CAPS Country Coordinator

◆ Indicator 2: Do Trainees' Responsibilities Increase?

- ▶ Some 71 percent of long-term returnees increased their responsibilities in the workplace after training, while only 55 percent of short-term returnees experienced a similar increase.

In over 81 percent of the cases for both long- and short-term training, Trainees attributed increases in work responsibilities to CAPS training (see Table 3.3). This increased responsibility consists of such social and economic realities as improved occupational roles, economic support given to families, and greater opportunity to act as

Table 3.3 Improvements in Job Situation
(Percentages Responding "yes")

| | Long-term | Short-term | Total |
|-----------------------------|-----------|------------|-------|
| Responsibilities increased? | 71.3 | 55.1 | 66.8 |
| * Due to training? | 81.7 | 82.1 | 81.2 |
| Received promotion? | 32.5 | 20.6 | 29.5 |
| * Due to training? | 79.7 | 100.0 | 82.1 |
| Salary increased? | 92.0 | 58.0 | 78.0 |
| * Due to training? | 91.0 | 69.0 | 83.0 |

Source: Panama Returnee Survey, 1994

decision-makers. Other associated gains include promotions and income. Given the demonstrated shift in jobs for rural employees, it would be expected that returnees of rural origin would experience a greater shift in income than would returnees from the urban corridor.

- ▶ *Over 90 percent of rural returnees reported an increase in income due to training, while 77 percent of urban returnees reported such an increase.*

Another notable difference in income comes from contrasting short-term and long-term returnees. Short-term returnees would not be expected to report as much of an income effect from training, since they are not receiving a university or AA degree in a recognized field. Most are using their training skills in already established jobs. Training represents an increase in their capacity to create change, not necessarily an increase in actual income. There is some increase in income, but it is significantly less than that experienced by long-term returnees.

- ▶ *Some 92 percent of long-term returnees reported increased income, compared to 58 percent of short-term returnees.*

The increase in income is attributed to training by 91 percent of long-term returnees, but only 69 percent of short-term returnees.

- ▶ *Promotions were reported by 33 percent of long-term returnees and only 20 percent of short-term returnees.*

Another indicator of training impacts is promotions, which would be predicted to be a rarer event than increased responsibility and income. In the broad variety of areas of training offered to long-term returnees, greater opportunities to advance in the workplace are apparent. In English teaching and general education (mostly short-term training), fewer opportunities present themselves to advance in the workplace. The major promotion for long-term returnees is in fact the shift in job status, with many of those previously unemployed now holding high-status jobs.

Transition in Job Status With Training

- ▶ *Resources are necessary for individuals to act as "change agents." Being employed is critical to being a "change agent." However, a high status job, one that requires special skills acquired through technical or academic training, appears to improve the Trainee's capacity to introduce change.*

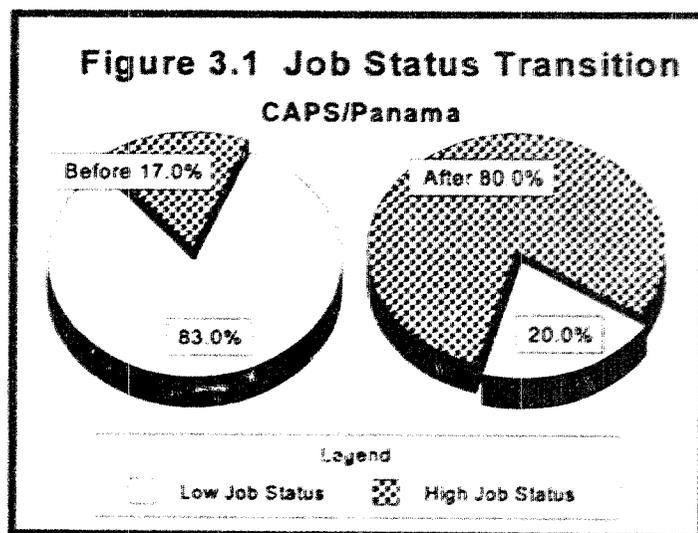
The CAPS returnees that were selected were socio-economically disadvantaged. Most long-term returnees were either not working or in low status jobs. (Those not working are considered "low status" for the purpose of this exercise). Most were recent high school graduates living with their parents. Short-term returnees were unemployed or working as teachers, journalists, or political leaders.

As shown in Figure 3.1, there has been a major shift in the job status of returnees. Before training, only 17 percent of returnees worked in high status jobs. After training, this shifted to 80 percent, representing a 63 percent increase in those holding high-status jobs. Conversely, those in low status jobs and the unemployed, have decreased from 83 percent before training to just 20 percent after training.

There are numerous examples of dramatic transitions in job status. These transitions could not have been accomplished without the training provided by the Project. If those who were not employed before training (58 percent of long-term Trainees) are excluded from the calculation, the shift is still dramatic: some 41 percent of long-term Trainees who were employed prior to training had high status jobs. After training, 80 percent did.

After training, the number of those unemployed dropped to 15 percent, most of these women in domestic roles. So only five percent of those employed after training

actually reported working in low-status jobs, while the remaining 80 percent all held high-status jobs. Thus, fully 85 percent of the sample population was employed after training, in comparison to 42 percent before training. This represents an after-training increase in actual employment of 43 percent. With the exception of the gender difference in unemployment after training, there were no significant differences in employment status by rural/urban or by long-term/short-term. However, short-term returnees were primarily employed as teachers, which are only considered marginally high status because of their lower income in comparison to other fields such as engineering or business administration. Income transition is another confirmation that training is providing returnees with the resources and social status to act as "change agents" and leaders.



Income Transition Among Returnees

Returnees were asked to report on their incomes before and after training. It is assumed that a transition in their relative income was at least partly attributable to the training they received under the CAPS/Panama Project. The transition in income is presented for short-term and long-term returnees, and for male and female returnees in Tables 3.4 and 3.5.

It can be seen from Tables 3.4 and 3.5 that there is a significant difference in income before and after training for long-term and short-term returnees. This income shift is greater for *long-term* than *short-term* returnees. Before training, there were significant differences in earned income between short-term and long-term returnees. Some 59 percent of long-term returnees were unemployed, and another 24 percent earned less than \$200 per month. Twenty-two percent of short-term returnees were unemployed, 18 percent earned less than \$200, and another 18 percent earned between \$200 and \$400.

After training, a dramatic increase occurred in earnings for long-term returnees (see Table 3.4). The modal income (32% of the sample) for long-term returnees was between \$600–\$999. Some 20 percent earned between \$400 and \$599 and 19 percent between \$1,000 and \$2,000. (Only two percent were in this bracket before training). Twelve percent of the sample reported earning \$2,000 or more after training, while none did before training. Only three percent of long-term returnees were unemployed after training.

Table 3.4 Income of LONG-TERM Trainees by Gender (Percentages)

| | Before Training | | | After Training | | |
|-----------------|--------------------|-------------------|--------------------|--------------------|-------------------|--------------------|
| | Female (n = 68) | Male (n = 131) | Total (n = 199) | Female (n = 69) | Male (n = 131) | Total (n = 200) |
| Not Employed | 64.7 | 56.5 | 59.3 | 7.3 | 1.5 | 3.5 |
| \$1 – \$199 | 17.7 | 27.5 | 24.1 | – | .8 | .5 |
| \$200 – \$399 | 14.7 | 9.2 | 11.1 | 4.3 | 16.0 | 12.0 |
| \$400 – \$599 | 2.9 | 2.3 | 2.5 | 29.0 | 15.3 | 20.0 |
| \$600 – \$999 | – | 1.5 | 1.0 | 39.1 | 29.0 | 32.5 |
| \$1,000 or More | – | 3.0 | 2.0 | 20.3 | 37.4 | 31.5 |

Source: CAPS/Panama Returnee Survey, 1994

Both men and women are doing significantly better in relative income after training compared to before (see Tables 3.4 and 3.5). After training, 78 percent of both men and women earned between \$400 and \$1000, compared with only 13 percent of both men and women in this bracket before training. At the lower end of the income scale (\$1–\$399), there are surprisingly more men than women (34% versus 15%). In the unemployed bracket, there are more women than men (7.3% compared to 1.5%). However, five percent of unemployed women are now married and filling domestic roles. Approximately twice the percentage of men (37.4%) as women (20.3%) are in the highest income bracket. However, some 68 percent of women are earning between \$400–\$999 after training, compared to 44 percent of men.

Short-term returnees, although not advancing as dramatically as long-termers, did show some improvement in income due to training (see Table 3.5). After training, 44 percent of short-term returnees earned between \$400 and \$999. This is only slightly more than the 40 percent in this bracket before training. However, nearly 13 percent of the sample reported earnings in the \$1,000 to \$1,999 range after training, while only two percent were in this range before training. The reported drop in unemployment for the short-term sample was 13 percent, from 22 to 9 percent. Only nine

Table 3.5 Income of SHORT-TERM Trainees by Gender (Percentages)

| | Before Training | | | After Training | | |
|-----------------|--------------------|------------------|-------------------|--------------------|------------------|-------------------|
| | Female (n = 28) | Male (n = 27) | Total (n = 55) | Female (n = 28) | Male (n = 27) | Total (n = 55) |
| Not Employed | 25.0 | 18.6 | 21.8 | 7.1 | 11.1 | 9.1 |
| \$1 – \$199 | 21.4 | 14.8 | 18.2 | 28.6 | 3.7 | 16.4 |
| \$200 – \$399 | 10.7 | 25.9 | 18.2 | 14.3 | 22.2 | 18.2 |
| \$400 – \$599 | 32.2 | 14.8 | 23.6 | 14.3 | 33.3 | 23.6 |
| \$600 – \$999 | 10.7 | 22.2 | 16.4 | 28.6 | 11.1 | 20.0 |
| \$1,000 or More | – | 3.7 | 1.8 | 7.1 | 18.6 | 12.7 |

Source: CAPS/Panama Returnee Survey, 1994

percent of short-term returnees were unemployed after training.

- ▶ *In summary, both men and women have advanced in their income potential after training. Men have done better in the highest income bracket (34% versus 17%), while women exceed men in the middle range by a 17 percent sample margin. Women have also done better than men in moving out of the low income brackets. There are only half the number of women in the lowest two income brackets as men.*

The difference in reported income between rural and urban returnees is also significant. Over 80 percent of urban returnees are found in the top income brackets, while over 71 percent of rural returnees are found in the top brackets (\$400–\$1,999). On the other end, urban returnees account for some 20 percent of the lower income brackets (\$0–\$399), while rural returnees account for some 29 percent in this range. This is a reflection of the dual economies of the urban corridor and the interior provinces. Even though higher incomes can be found in urban areas, the cost of living in these areas is also higher than in the interior. Because of this, the actual standard of living for most rural and urban returnees is similar. However, after training there are significantly more jobs held by urban returnees at the upper end of the income scale. This moderate degree of income stratification could result in those returnees with the greater economic status having more influence in the future as “change agents” and leaders than those in lower status, lower-income jobs.

- ▶ *In sum, the significant shift in both job status and income for both long- and short-term returnees demonstrates that they are taking on greater responsibilities in their occupational roles.*

Workplace Impact, Returnee Responsibilities and the Employer Survey

The employer survey was conducted to provide information on the responsibilities and impact of CAPS returnees in the workplace. With certain limitations (see Box 3.2), the questionnaires reveal what a non-random population of 49 employers find beneficial in the hiring and retention of CAPS returnees in their places of work. The responses are not grouped by short- and long-term, since the population that responded was non-random and the responses received were anonymous in that the returnee as employee was not identified.

Survey Results

Trainees worked for surveyed employers from four months to ten years. Jobs ranged from English teacher to bank manager, with the average length of time in the position at 23 months. The majority

Box 3.2 Limitations to the Employer Survey

Responses to the employer survey were solicited by giving the questionnaire to returnees for them to pass on to their employers. There are several potential biases which characterize returned questionnaires. These include the potential for selective delivery of the questionnaires to employers by returnees. Those returnees that felt they were not doing a good job may not have wanted this revealed in the form of a questionnaire. Also, of those employers who received questionnaires, it is assumed that those most likely to fill them out and return them are those who had positive experiences with their CAPS employee(s).

of returnees worked approximately 20 to 40 months for their current employers.

Overall, the responses from the questionnaires portray a situation of highly positive impact in the workplace by CAPS returnees. Notable outcomes and observations include innovation, high initiative, excellent professional preparation, and a willingness to disseminate knowledge to others.

For example, in response to the question: "What has been the impact of this (CAPS) employee for your organization?," 80 percent specifically responded that they did excellent work and/or were responsible and dedicated employees. Other responses included "good resource for company and fellow workers," "positive impact in workplace," and "promotes change in the workplace." Those returnees in supervisory roles were praised for having "improved the efficiency and reliability of company operations," "provided effective supervision," brought in "new ideas" and "leadership qualities." The impact on other employees was particularly important, even for those who were not in supervisory roles.

◆ Indicator 3: Sharing Training with Others

Sharing training with co-workers is key to the dissemination of "change agent" impact beyond self and family.

Information from the sharing of training was collected from the employer survey, the returnee questionnaires, and other qualitative data sources.

- ▶ Some 45 percent of employers noted that returnees shared their knowledge with others in the workplace.
- ▶ Some 93 percent of long-term and 97 percent of short-term returnees responded that they shared their training with others.

Overall, the summed responses from returned questionnaires portray a situation of highly positive impact in the workplace by CAPS returnees. Notable outcomes and observations include workplace innovation, high initiative, excellent professional preparation, and a willingness to disseminate knowledge to others.

Sharing of training occurs among family members, co-workers, and others within the social and economic sphere of returnees (see Table 3.6). The dissemination of knowledge to others is a critical component of "change agent" activity.

One of the ways to sustain development is to engage in the transmission of knowledge to others. As new information is utilized and disseminated in the workplace, it becomes, in effect, part of the *culture* of doing business and is the basis for productive innovation. The following selection of observations on the impact of CAPS returnees in the workplace indicates that some have effected a shift in the "culture of doing business:"

Table 3.6 Multiplier Effect: Trainee Contacts with Co-workers (Percentages)

| No of Contacts | Long-term | Short-term | Total |
|----------------|-----------|------------|-------|
| 1 - 9 | 29.8 | 10.5 | 25.3 |
| 10 - 24 | 34.4 | 26.3 | 32.9 |
| 25 - 49 | 10.7 | 21.1 | 12.9 |
| 50 - 99 | 13.7 | 23.7 | 15.9 |
| 100 - 199 | 6.9 | 2.6 | 5.9 |
| 200 - 499 | 2.3 | 13.2 | 4.7 |
| 500 and above | 2.3 | 2.6 | 2.5 |

Source: CAPS/Panama Returnee Survey, 1994 n=170

-
- ▶ *"brings new ideas, acts as an English language link to the outside"*
 - ▶ *"makes good recommendations"*
 - ▶ *"has improved coherence of program operations"*
 - ▶ *"promotes changes in the workplace"*
 - ▶ *"good problem solver"*
 - ▶ *"serves as an example for others"*
 - ▶ *"recommendations are acted upon"*
 - ▶ *"presence reinforces the need for more technically trained workers in this area"*

Informal Sharing

- ▶ *Informally, some 90 percent of the returnees (258/287) shared training with co-workers and colleagues.*

Informal sharing consisted of talking about the training as an overall experience and discussing specific applications of training or "how things are done over there." One returnee in engineering was utilized as a resource by his co-workers and company to interpret and translate the latest technological information into a form useful to the company, and to summarize "what's new" in the field from English publications.

Formal Sharing of Training

- ▶ *About 59 percent of all returnees shared their training formally with at least one other colleague or co-worker.*

The formal sharing of training occurs when Trainees teach courses or make presentations in seminars, workshops, or conferences. In all, the percentage of CAPS Trainees who formally shared their training with others varied little regardless of the length of training (57% of short-term Trainees and 59% of long-term Trainees). Most short-term returnees noted that they shared information through teaching, especially English. Short-term Trainees shared their training with significantly *more persons* than long-term Trainees. Of the portion of Trainees who *did* share their training, 65 percent of long-term and 40 percent of short-term Trainees addressed five to 19 persons, and 40 percent of long-term and 60 percent of short-term returnees formally shared information with 20 to 100 others.

A comparison of formal and informal sharing suggests that Trainees do well in passing on information about their training in informal settings. However, the program may not have stressed returnees' roles as multipliers sufficiently in more formal venues. The fact that over 40 percent of long-term Trainees have not shared their training in a formal environment is especially notable. Most of these students received professional training in a broad range of U.S. academic institutions, and that training would be expected to include skills and information that could be fruitfully shared with colleagues and co-workers.

Employer Willingness to Hire CAPS Trainees

The above actions are indications of positive development impacts resulting from employing CAPS returnees. *If CAPS returnees are indeed having such impacts in the workplace, it could be presumed that employers would view hiring more CAPS returnees as a positive action.* A test of this presumption is the question: "Would you hire other CAPS returnees if you had the opportunity to do so?" The resulting response to this question was:

- ▶ *All but one of the employers surveyed indicated they would hire other CAPS returnees if they had work available.*

The one employer who did not respond positively to the above query indicated that "we have to evaluate each person in an individual manner."

- ▶ *All but three employers made specific positive comments about the initiative and excellence of CAPS Trainees.*

Over 59 percent of employers felt their CAPS employees exhibited the following characteristics including personal initiative, academic preparation, analytic skills, English language capacity, technical proficiency, innovativeness, adaptability, and dedication to work. *Others noted efficiency, sociability, discipline, punctuality, cooperativeness, independence, and seriousness.* All of these qualities speak of individuals who are highly responsible, are effectively influencing others, and are acting as "change agents" and leaders.

Box 3.3 Employer Responses

In response to the question, "What is the impact of this (CAPS) employee on your organization?," one employer responded:

- ▶ *"She is an efficient, organized person. She gives a touch of distinction to the organization, has improved the archive system, and... provides good attention to clients and co-workers."*

On what distinguishes her from others:

- ▶ *"Promptness, responsible, good manners, willingness to work in any job, loyal, very confident in herself which allows her to excel in the various functions assigned to her."*

Again, it should be noted that responses collected from employers are biased towards those who have been successful in their occupational roles. This is given validity by the fact that only one neutral and not a single negative comment was elicited from any of the employers.

The sharing of training is revealed in the social and informational links that returnees maintain (see Table 3.7). Trainees demonstrate an active effort to maintain ties with the United States. Long-term Trainees are more likely to be active in several of these areas, such as reading professional journals, visits from U.S. friends, presentation of projects with other returnees, and commercial relations with

the United States. Developing and maintaining social, professional, and cultural links to the United States are emphasized in the Follow-on program.

◆ **Indicator 4: Taking on Leadership Roles**

Selection for leadership capacity is one of the criteria used to identify prospective CAPS candidates. Leadership training is an important component of the CAPS program. This capacity is built upon and cultivated through leadership activities and the "Experience America" component of the training program.

Leadership outcomes are reflected in participation in community and civic activities and the promotion of developmental change. These are expressed in a variety of social and economic contexts, from families and associations to the wider society.

- ▶ *Individuals are identified as leaders if they contribute positively to the motivation and resources available to others. The resources that a leader imparts to others include economic resources and informational or social resources.*

Leaders...individuals whose actions serve to motivate others to action and to increase the resources (both material and social) available to others.

Economic resources include personal and family income and increased profits from productivity enhancement in the workplace or resource gathering for community projects. Informational resources including a shared world view, advice, and shared responsibility for the products of this world view. Change is often an outcome of leadership activities, with such activities resulting in an increase in the amount of resources controlled by followers.

For example, a Trainee might assume a leadership role in a family household by taking on the economic support of the household. Technical leadership in a company implies employing learned skills to improve the productivity of the overall industrial process.

The "change agent" model does not hypothesize that all "change agents" explicitly be identified by their co-workers or friends as "leaders," although it assumes that they will take on certain aspects of leadership roles. "Leader" is therefore a subset of the category "change agent." Not all "change agents" are leaders, but all leaders are "change agents." For example, an individual may be hired as a quality control officer in a manufacturing firm, and introduce procedures to improve product quality. This represents a "change agent." If that same individual teaches quality control techniques to others, who then incorporate quality control techniques into their occupational roles, they are acting as leaders. In the first case individual action creates change. In the second, such change is amplified by the transmission of knowledge to others (leadership).

Table 3.7 Trainees Maintain Links (Percentages)

| | Long-term | Short-term |
|---|-----------|------------|
| Contacts with other returnees | 86 | 88 |
| Contacts with U.S. friends | 85 | 72 |
| Participates in CAPS groups/meetings | 59 | 49 |
| Reads U.S.-based journals | 68 | 50 |
| Visits from U.S. friends | 33 | 12 |
| Presentation of projects with other returnees | 29 | 15 |
| Contact with U.S. training institution | 31 | 29 |
| Commercial relations with U.S. | 21 | 9 |
| Works with Peace Corps volunteers | 7 | 5 |

Source: CAPS/Panama Returnee Survey

- ▶ *Trainee responses suggest that CAPS training has fostered high leadership capacity across the survey population.*

Trainees were asked to rate how CAPS training contributed to their mastery of a series of social skills related to leadership roles, termed here the “Leadership Development Scale (LDS).” Positive responses (“strongly agree” and “agree”) are presented in Table 3.8.

Table 3.8 Leadership Development Scale (Percentages)

| Individual Characteristics | Long-term (n=221) | Short-term (n=66) | Overall (n=287) |
|---|-------------------|-------------------|-----------------|
| Independence | 95 | 79 | 94 |
| Self-confidence increased | 96 | 97 | 96 |
| Ability to communicate with others improved | 95 | 100 | 96 |
| Tolerate change better | 92 | 88 | 94 |
| Risk-taking attitude developed | 91 | 94 | 92 |
| Ability to speak in public improved | 90 | 95 | 90 |
| Greater willingness to try new things | 96 | 99 | 96 |

Source: CAPS/Panama Returnee Survey

LDS responses indicate that Trainees feel they have been well-prepared to act as leaders in their communities. Further, this preparation is potentially applied in a wide variety of ways (e.g., taking risks, speaking in public, tolerating change, or trying new things).

LDS responses indicate that Trainees feel that they have been well-prepared to act as leaders in their communities.

Limitations to leadership actions stem from the particular conditions faced by individuals in each country, as well as differences in individual motivation. The difference between long-term and short-term training is significant for only one factor of the LDS scale— independence. This is logical since short-term training does not allow Trainees as much time to develop their independence away from family and community as long-term training does. Many long-term Trainees note that growth in their sense of independence is a major change they experience through living in the United States.

◆ **Indicator 5: Leadership and Motivation in Development—Are Trainees committed to initiating change?**

- ▶ *Overall, some 85 percent of returnees report an improved leadership capacity as a result of their training, 82 percent are more effective leaders in the community and workplace, and 61 percent are active in their communities to some degree.*

Both male and female Trainees feel that their overall leadership capacity has been enhanced. Effectiveness in the workplace and community follows a similar pattern of responses. High levels of activity by both sexes are apparent. Short-term returnees are more likely to participate in community activities than long-term returnees, and short-term male returnees are significantly more

Table 3.9 Leadership Capacity and Performance (N=287)

| | Improved leadership capacity | More effective as leader in community/workplace | Active in community |
|------------|------------------------------|---|----------------------------|
| Short-term | 76% | 76% | 76% |
| | Male = 80% Female = 73% | Male = 83% Female = 70% | Male = 86% Female = 68% |
| Long-term | 88% | 84% | 57% |
| | Male = 89% Female = 88% | Male = 88% Female = 78% | Male = 57% Female = 55% |
| Overall | 85% | 82% | 61% |
| | Male = 86% Female = 86% | Male = 87% Female = 75% | Male = 62% Female = 59% |

Source: CAPS/Panama Returnee Survey, 1994

likely to participate than short-term female returnees. Occupational demands often made on long-term returnees prevent their participation at the same rates. *Key informants noted that jobs often leave them little time to engage in meaningful community activities, and that this is particularly intense in the urban areas of Colon and Panama City.* Short-term returnees, such as those holding jobs teaching English or in education, do not have the same intense schedules as those in the private business sector. They also are not paid as much. Table 3.9 reports returnee responses on leadership in three dimensions.

However, some exceptions to the difficulty of discerning institutional level impacts are already apparent among CAPS returnees. These impacts are evident in such fields as television, indigenous affairs, rural development, and legislative politics (see Case Studies). The opportunity for impact is certainly much greater when one's skills represent something unique and highly valued. The problem, from a development perspective, becomes creating jobs to fulfill the expectations and training of returnees.

Leadership in the Workplace

Some 83 percent of Trainees cited how they applied training in the workplace. Many stated that leadership involved a variety of personal interaction skills including organization, direction, orientation, management, and coordination of others. Typical responses included:

- ▶ *"Training others in my job site."*
- ▶ *"Managing personnel quickly and taking precise decisions."*
- ▶ *"Organizing small courses. Increasing the self-confidence of children through drama presentations."*
- ▶ *"Delegating tasks and overlooking the job so it can be done efficiently."*
- ▶ *"Speaking in public, organizing activities, and managing funds."*
- ▶ *"Making projects and organizing meetings."*

Box 3.4 Case Study: Media Leadership by a CAPS Returnee—Valerio

Valerio is a returnee working as a news reporter for one of the major television stations in Panama City. Valerio's success was a story that almost did not happen. When he was a young man growing up in the province of David, he missed the first couple of years of schooling because his parents, running a household with nine children, could not afford to send him to school. A local educator convinced them that he should attend school, and they finally consented. His parents could not afford to buy him a new uniform, so he obtained a second-hand one. It was two sizes too big, so he used a rope as a belt to hold up his pants. Valerio proved to be an outstanding student, and the rest of his education was financed by his winning one scholarship after another.

He gained national attention while competing in a speech contest in Panama City. Being from the province of David, and being Guaymí, he surprised everyone by winning the contest. As one university educator said to him: "We set up this conference for someone from Panama City to win and here comes a *campesino* from the provinces and beats everybody." Valerio replied: "It is not where you come from, but what you have inside you that matters."

While attending the University of Panama in Chiriquí, Valerio applied for and was awarded a CAPS scholarship. He attended a community college in Illinois where he majored in broadcasting. Valerio was an outstanding student and became involved in many civic activities, including the formation of a Panamanian cultural organization that made presentations on Panama to local student and civic groups. They became so popular that they were even invited to make presentations in a neighboring state.

After completing two years of technical training and ESL, Valerio transferred to Lamar University, where he completed his education with honors. He continued his leadership activities by serving as a lab assistant in the broadcasting department.

Upon returning to Panama, Valerio planned to seek a job in radio. However, a person from USAID recommended him to a contact in television. He was called for an interview and was immediately offered a job. Valerio started out writing for other journalists, but quickly moved to writing and reading his own stories on the air. Recently, he has been allowed a special feature spot and is known for his stories on social problems, such as *barrios marginales*. His stories have been used as textbook examples for training others both at the station and the local university.

Valerio's influence has been widespread, and people rely on him to cover important issues in Panamanian society—issues often ignored by others in leadership roles. Leadership activities extend to his family, local communities, and the media. He is a major source of support for his eight brothers and sisters, and works at an additional radio broadcasting job in the mornings to help support them in their schooling. Other news journalists come to him for advice, and he gives speeches on achievement and broadcasting to elementary, high school, and university audiences.

As the only Indian on television in Panama, Valerio serves as a symbolic leader. When he first went out on the street as a journalist, the reaction to him was very negative *because* he was an Indian. Now, through his work and his impact on television, the channel he works for is commonly referred to as "Valerio's Channel."

-
- ▶ *"Being able to delegate with powerful persons in my community, and applying leadership concepts in my personal and professional life."*
 - ▶ *"Organizing the Parents Association in the school, and planning sports events."*
 - ▶ *"Directing a group of people, and having the capacity to motivate others."*
 - ▶ *"I can teach others with facility because of my thorough knowledge and experiences."*
 - ▶ *"Organizing and gaining the confidence of the people that I supervise."*

These responses are consistent with those regarding "changed expectations" from training. Thus, even if Trainees had not thought about the concept of leadership or leading, they were using the leadership capacity developed during their training in their activities. Another indicator of leadership is found in the changed expectations of returnees.

Changed Aspirations

- ▶ *The impact of returnees on society can be understood in part by their expectations, and how these have been changed by the training experience. The characteristics of leadership (sharing vision/material and social resources) are indicated by how returnees have been changed by their training.*

The changed expectations achieved through training have instilled in some students the will to succeed. This is expressed at the individual/professional level, or through leadership with an impact on the outer rings of the social-economic network. Either of these cases can result in significant changes (e.g., introducing new skills in the workplace or utilizing new teaching techniques in the classroom). The first is an individual activity by the returnee involving professional growth within the community. The second has a greater scope because returnees take a leadership role in the active transmission of knowledge acquired through training.

Both of these cases represent potential avenues for change. In the first, the individual is characterized as a "change agent." Initial impacts are:

- *Immediate.* They occur upon the Trainees' integration into an occupational role and household.
- *Focused.* Results are concrete (e.g., an increased income, improved family status, and occupational benefits).
- *Easily identified.* The results are measurable using the individuals' experience.

In the second case, it is more apt to characterize the individual as a leader—the most effective form of "change agent." Initial impacts at the leadership level are:

- *Delayed.* Sustainable impacts are seen only after some considerable time after training, and manifest themselves in the occupational or wider societal community of the returnee.
- *Diffuse.* Impacts are seen in levels beyond the individual and their immediate social context.

-
- *Hard to identify.* Leaders are rarer than “change agents,” and their impacts are thus more difficult to measure than that of “change agents.”

These are generalizations on the nature of “change agents” and leadership, and exceptions can be found in either category. The nature and direction of this impact can be projected from the cumulative effect of CAPS/Panama leaders in their various social and occupational roles. Leadership has the potential to permanently alter the nature and direction of socioeconomic change. It is thus an avenue for sustainable development. “Change agent” creation is an outcome of practically all training. However, to be most effective, leadership development should be an essential component in any project activity.

As anticipated, the majority of responses to this question deal with increased individual and professional capacity. The following examples reflect individual changes in goals/expectations resulting in increased professional capacity (see Box 3.5).

Box 3.5 Leadership and Changed Aspirations

- ▶ *“They have changed, since I am conscious that you cannot obtain everything at once, but the studies received in the U.S. have helped me to be a good professional and person.”*
 - ▶ *“They have changed, since I found that if I force myself I can reach my highest goals.”*
 - ▶ *“Because I have discovered all the things that I can do and I am going to do them.”*
 - ▶ *“They have changed because my education in Panama is better seen than a local education. Besides, I have the advantage of talking, writing, and reading the most important language in the world.”*
 - ▶ *“They have changed since I have a bigger perspective of the world and also I am more conscious of opportunities which I want to take advantage of to better myself personally and professionally.”*
 - ▶ *“My horizons have changed and my projects are more ambitious than before. Obviously, I feel that I have within me more resources to obtain this.”*
-

The second category of changes mentioned refer to direct activities undertaken. Trainees multiply their knowledge by actively transmitting it to others. Leadership impacts spread between and among generations, thus having a lasting impact on developing societies (see Box 3.6).

Returnees speak of a change in worldview, a change in their expectations of the future, and an increase in independence and the ability to communicate with others. All of these characteristics indicate that training is effective in molding the kinds of individuals who have the motivation and capacity to create positive change in themselves, their families, places of work, communities, and wider society.

Box 3.6 Leadership Activities

- ▶ *"Because my goal as a teacher is to work for the new generations of this country."*
- ▶ *"I have a better vision of the world because I am a leader and can take decisions to effect change."*
- ▶ *"Because I found out that an individual can give much of himself, depending on what the society around him expects."*
- ▶ *"They have changed because now I am not only interested in my future but what I can do to offer my community and my country; and also to be able to project myself and transmit my knowledge to my daughter."*
- ▶ *"They have changed since I have learned new things, and since I feel now that my community needs my help in various areas and I know I can help to create change."*

Leadership Impact Among Families

Family impacts are basic to the outcomes of training. In other training settings, it has been recognized that training individuals can provide social and economic benefits to their families. The family is the first level at which "change agent" activities occur. The following results were obtained in response to the question, "Has your family life changed as a result of your training?"

- ▶ *Over 44 percent responded that some change had occurred and specifically noted that they were having impacts in the family setting as a function of their training. Some 25 percent indicated that they saw no significant changes in their families as an outcome of training.*

"I am the head of the family, since all of the family comes to me and asks me how I feel about this and that. Sometimes I feel that it's too much, but if I can do this with my family I can do anything... They give me the opportunity to help them in any way that I can."

Source: Focus Group Interview, Colon.

There are four notable response categories found within the sample dealing with family-level change impacts. The major response outside these categories is a noted increase in personal independence. The four categories are:

- improving communication and understanding within the family;
- assuming leadership roles within the family;
- providing economic support to the family; and
- serving as an example to family members.

These are exemplified by responses from the CAPS survey:

■ ***Improving communication and understanding within the family***

- ▶ *"They have changed since there is more communication between me and other members of my family."*
- ▶ *"Before, I was not so conscious of the importance of life in family, but now I participate more and help resolve problems."*
- ▶ *"I feel closer to my family; I see my family from another perspective."*
- ▶ *"Because of my experience in the U.S.A., I am able to analyze and resolve problems in my family in a more open way from what was traditional."*
- ▶ *"Finally, I have been able to live with my mother, we got to know each other."*

■ ***Assuming leadership roles within the family***

- ▶ *"I feel like a leader in my house and they (all) always listen to my words."*
- ▶ *"Within my family circle, I have a better status and I am taken into consideration when decisions need to be made."*
- ▶ *"My family consults with me a lot more, they ask for my opinion..."*
- ▶ *"I have become a leader in my family."*
- ▶ *"Because I have the chance to teach them how to live better in our society."*

■ ***Providing economic support to the family***

- ▶ *"I am able to help economically in the education of my sisters, as well as in their daily expenses."*
- ▶ *"I have had many opportunities to help my family economically..."*
- ▶ *"When you obtain promotions in your job, you set aside extra money for the family; this increases your self esteem and this helps you in your work."*
- ▶ *"I do not depend directly on my parents. Now I have to help them."*
- ▶ *"I am in some ways the only hope or only solution to help my parents and brothers."*

■ ***Serving as an example to others***

- ▶ *"A lot more is expected from me. My brothers and family use me as an example."*
- ▶ *"My family is numerous and all the cousins are very interested in studying, even though their parents didn't. Because of my experience, they use me as an example."*
- ▶ *"Many of the cultural examples (I learned) I have been able to apply with my sisters."*
- ▶ *"The implementation of new ideas and goals have bettered my family situation."*
- ▶ *"I have been able to teach my family some English."*

Besides this evidence of returnees' impact among their parental households, there is evidence that CAPS training is having an influence on the offspring of returnees. Returnees have been back long enough to start their own families. The implication is that Trainees draw on the broader cultural experience they gained in raising the new generation.

- ▶ *"Watching TV, my kids notice the differences in cultures (from what I experienced and from their own culture) and they accept them."*
- ▶ *"I have changed my way of raising children"*
- ▶ *"I have more knowledge of how important it is to study and become a great individual and this is good to set an example for my daughters."*

Three students were unable to continue their family roles because they died during or after their CAPS training. One notable example completed both a bachelor's and a master's degree in economics and accounting. He died in an accident a year and a half after returning to work for the national petroleum company. The coordinator tells us how he had helped his family:

- ▶ *"When we went to the funeral, it was held in his little town in the interior. It was the kind of town that didn't even have a road going to it—only a little dirt path. There, in the middle of this town, we saw the house of Ignacio's family. All the other houses around it were built in the typical fashion of the interior, but the house of his family was transformed. It had all glass windows, it was all painted, and it had a tin roof. That is how I knew that this guy had really helped out his family."*

Community Leadership

The survey also measured the scope of activities Trainees attempt in community leadership. Trainees who have stated they are active are asked to report on how many of a series of six concrete activities—attending meetings, planning events, directing meetings or events, training others, acting as a spokesperson for a community or organization, and assuming formal leadership positions—they regularly undertake.

Reporting of direct leadership activity in the community follows the pattern of other leadership measures. Both CAPS men and women are significantly involved in leadership activities. No data are available for the general population, but it is predicted that the level of community leadership activities for CAPS returnees would be higher than that for the general population.

Differences in leadership activity are apparent when we compare the activities of returnees by region. Those individuals who are most active in community affairs are often in the interior areas. The traditional community activities associated with interior (non-urban) settings allow for the participation of returnees because they represent more of a rare commodity—internationally trained professionals. There is also much more of an opportunity, given that a job is available, for individuals to contribute to development activities.

Direct leadership activity in the community (41% for long-term and 34% for short-term Trainees) follows the pattern of other leadership measures. Both CAPS men and women are significantly involved in leadership activities. No data are available for the general population, but it is predicted

that the level of community leadership activities for CAPS returnees would be higher than that for the general population.

Another way for returnees to have community and institutional-level impacts is to participate in the political process. This is an important point of access of influence over social and material resources. It has been noted that Panama went through some political upheavals that disrupted the program and resulted in a new political agenda in the country. This initially caused some problems for returnees wishing to participate in the political process. After 1990, it represented an opportunity to have an impact on the new democratic initiatives taking root in Panama.

Returnees were asked to report on their activities within the political arena in Panama. As a group, CAPS/Panama returnees have been very active in the political process. Some 95 percent of long-term and 97 percent of short-term returnees have reported voting in government elections, and 55 percent and 61 percent, respectively, in non-governmental elections. Other activities include participation in non-governmental campaigns (14% and 21%), and participation in governmental campaigns (25% and 38%). Only two percent of long-term returnees and 11 percent of short-term returnees participated as candidates in governmental elections (see Table 3.10).

Table 3.10 Trainees Characterize Political Participation (Percentages)

| | Short-term | Long-term | Total |
|----------------------------------|------------|-----------|-------|
| Votes in gov. elections | 97.0 | 94.7 | 95.3 |
| Votes in non-gov. elections | 60.6 | 54.6 | 56.1 |
| Takes part in gov. campaigns | 21.2 | 14.0 | 15.8 |
| Takes part in non-gov. campaigns | 37.9 | 24.6 | 28.1 |
| Candidate in gov. elections | 10.6 | 2.4 | 4.3 |
| Candidate in non-gov. elections | 33.3 | 17.9 | 21.6 |

Source: 1994 Returnee Survey

Restrictions on Community Activities

- ▶ *Trainees report being less active in community activities after training rather than before.*

Prior to training, 65 percent of long-term and 92 percent of short-term Trainees participated in volunteer community activities. After training, this dropped to 56 percent and 76 percent, respectively. Key informants noted that some jobs often leave them little time to engage in meaningful community activities, and that this is particularly intense in the urban areas of Colon and Panama City (see Table 3.11).

Table 3.11 Participation in Community Activities (Percentages Responding "Yes")

| | Long-term | Short-term |
|--------------------------|-----------|------------|
| Participated: | | |
| before going? (n=286) | 64.8 | 92.3 |
| since returning? (n=285) | 56.5 | 75.8 |

Source: 1994 Returnee Survey

When asked to explain why their community activities had decreased after training, some 47 percent of long-term returnees and 23 percent of short-term returnees responded that they had little free time. Short-term returnees holding jobs teaching English or in education do not have the same intense schedules that exist for many of those in the private business sector, allowing them more free time to engage in community activities.

For long-term returnees, there is less opportunity for those holding time-demanding jobs to participate meaningfully in activities outside work and the home (see Table 3.12). This is particularly difficult for women who traditionally carry the burden of household chores. Another issue is the breakdown in traditions of community that occur as individuals migrate to the urban areas to pursue employment. Community development activities are weakened by the outmigration of individuals seeking opportunities, and urban settings tend to be less conducive to the formation of communal ties. Nevertheless, as Table 3.12 indicates, Trainees take on a variety of volunteer activities.

Table 3.12 Primary Volunteer Activities of CAPS Trainees (Percentages)

| | |
|---------------------------|------|
| Educational Projects | 21.9 |
| Civic or Union Activities | 26.5 |
| Charity | 54.6 |
| Cultural | 53.8 |
| Community Improvement | 19.6 |
| Agricultural | 6.2 |
| Health Activities | 10.7 |
| Other | 8.5 |

n = 260. Trainees could list up to three areas.
Source: 1994 Returnee Survey

Working in the urban environment makes it more difficult for returnees to maintain contact with each other and participate in associations or other community activities. Movement from place to place and the pace of urban life can break down established social relationships. For example, over half (53%) of all long-term returnees are no longer living in their original communities. Only 20 percent of short-term returnees have moved, since most were already employed in urban settings. Of those who have moved, the majority were originally rural returnees who moved from the city, and the remainder urban returnees who moved within the city. There is virtually no movement from the city to the rural areas. The majority (55%) of long-term returnees responded that their move was related to their training. This was confirmed by the 54 percent who responded that they moved "in order to look for better work."

Working in the urban environment also makes it more difficult for returnees to maintain contact with each other and participate in associations and other forms of community activity. There is often considerable movement from place to place, and this plus the pace of urban life can break down established social relationships. Such relationships form the basis of community and association activities which enhance the developmental impacts of training.

Social relationships form the basis of community and association activities which enhance the developmental impacts of training. For example, key informants in Panama City noted that they have difficulty participating in the alumni association because of the demands of their work. They often work overtime hours, sometimes without compensation. Others work two different jobs in attempting to support themselves and members of their extended families. Movement between jobs is also more of a factor in the city, where new opportunities can result in changes in addresses and relationships.

In the provinces, it is much easier for returnees to maintain links with each other. This was confirmed by the provincial research associates of the evaluation team. They had little trouble locating and gathering returnees for interview sessions in the provinces. In the city, it was much more difficult to get returnees to attend meetings, and locating many of them took over two weeks.

Box 3.7 Case Study: A Rural Leader in Development—Celinia

Celinia knows what hard work is. She and her mother were abandoned by her father when she was an infant, and she spent her early childhood working in the fields with her mother. When she was school age, she was sent to live with relatives in the provincial capital of Chitre. School years were productive and led to a job at a local bank. She heard about the CAPS scholarship while working full-time and attending school full-time at a local university.

Celinia was awarded a CAPS scholarship in Business Administration, and received the degree at the University of Wisconsin at La Crosse. She found the U.S. training difficult, and it was hard on her to be away from her country. Unlike other returnees, she did not have a large family to support her, and felt considerable culture shock in the transition from a rural town in Panama to the U.S. She knew no English before entering the program, but was able to learn English in six months. She felt she was a child when she left at 20 years of age, and like a woman when she came back at 25 some four years and eight months later.

Four months after her return, Celinia was hired by FUNDES, a Swiss foundation that provides loans to NGOs and small business ventures in amounts up to \$50,000. The main office of FUNDES is in Chitre, Celinia's home town. She began her work at FUNDES as a secretary, but worked her way up to the position of credit officer. Her present responsibilities include review of credit reports and on-site visits to businesses throughout the province who are requesting funding. Celinia's employer describes her as very diligent and willing to fight for her clients.

For the first time since she was a small child, Celinia is living with her mother. She brought her mother from her rural home to live with her in Chitre. She lives with her mother and small son in a three-room house she rents. Like her mother before her, she has been abandoned by her husband, and must support her son and mother on her salary.

Celinia does not earn much at her job, but she is very satisfied with the work she does. She says: "My job gives me the opportunity to help other people by using what I learned in CAPS." She is very grateful for the education she received, and takes it as her responsibility to help others just as she was helped. As she recounts:

"There is the case of this woman who makes me feel good. She makes dresses in a little town, San Jose, in Las Tablas. In that town, they make the typical dresses in Panama. She didn't have any money, so she came to FUNDES for help. The problem was, she had women making the dresses in pieces, but when they finished they would want to get paid, and the money wasn't there to pay them. I helped her get the money through FUNDES and now she has 32 women working for her. That was a very hard loan to get approved because she had to work for six months to pay back the money. But she had these 32 women in the meantime working for her, so the loan mainly went to pay them."

Celinia also helps her family. Her two brothers did not finish sixth grade and work in the *campo* like her mother used to. She helps them with money when she can, and they are very proud that she was a CAPS scholar. Celinia would like her young son to have the opportunity to get a scholarship and says that she is working hard so he can get a good education just as she did.

-
- ▶ *Development initiatives that focus on providing training for generalized urban-related skills must recognize that they are probably having little initial impact at levels beyond family and workplace.*
 - ▶ *Institutional-level effects are something that takes time to develop, and must allow for the maturation of returnees in their occupational roles to be measurable.*

However, some exceptions to institutional level impacts are already apparent among CAPS returnees. These impacts are evident in such fields as television, indigenous affairs, rural development, and legislative politics (see Box 3.7). The opportunity for impact is certainly much greater where one's skills represent something unique and highly valued. The problem from a development perspective becomes creating jobs to fulfill the expectations and training of returnees in rural areas as is now being accomplished for urban environments.

Community Activities among Returnees

- ▶ *One of the difficulties in the follow-on activities has been the inability to get many students involved in community and alumni activities.*

The coordinator states that she has been unsuccessful in attempts to get students involved in alumni groups in the interior. There are two active alumni associations in the major urban centers of Panama City and Colon. The most successful of these appears to be the association in Colon. The lack of participation in community affairs in the cities is related to the necessity to work, sometimes working longer than 40 hours without any compensation for overtime. The demands of work and support of family leave little time for community activities (see Box 3.8). However, this seems to be less true in the interior, where involvement in community activities is more common (see section on community participation).

Box 3.8 Career Advancement

Before joining the CAPS program, "Susan" helped out her family by working as a maid in a hotel in Panama City. In the CAPS program, she obtained a four-year degree in cardiovascular science. She now works two hospitals, double shifts, seven days a week, in order to support herself and her sister, whom she is putting through a four-year degree program at a university in Mexico.

The Coordinator noted that she is aware of some activities in Panama City that are receiving the support of CAPS returnees. These include working with a home for the aged (Vistas del Mar). Returnees visit and socialize with the elders in the home, and contribute their time and labor to cleaning and painting the home. The alumni association, ANPEC (*Asociacion Nacional de Profesionales Exbecarios CAPS*) has, at the suggestion of the coordinator, started a scholarship fund to support several needy but academically outstanding gradeschoolers to attend a good public school.

Long-term Impacts and Institutional Impacts

Changing the worldview of returnees is necessary in order for them to be effective in their roles as "change agents." The experiences and perceptions of training expressed by returnees provide a measure of how they place themselves in the context of change and training-induced development.

Two scales were utilized to address issues of training-induced development and the impacts of training on social institutions.

The Ladder of Life Scale

- ▶ *Trainees perceive their training as a high point in their lives, and project themselves as effective contributors to development in the future as a result.*

The "Ladder of Life" Scale: This scale measures returnees' perceptions of how well they are doing in life along five points on a time line. These five points are:

- one year before CAPS training.
- while studying in the U.S.,
- upon returning to your country.
- today, and
- five years from now.

Returnees rate each of the five points on a scale of 1 to 10. This scale allows respondents to evaluate their general outlook with respect to perspectives on individual status and development impacts before, during, and after training (see Box 3.9).

Trainees show a positive upward response through the five reference points, which supports the hypothesis of positive impact through training. The average response for "one year before training" is 6.3 for women, 6.3 for men, and increases significantly to 7.5 and 7.6 respectively, for the point "while studying in the United States." Mean values continue their increase "upon returning" (8.3 and 8.5, respectively), for "today," (8.7 and 8.5) and for "in five years" (10 and 9.7). There are no significant differences between men and women in these values.

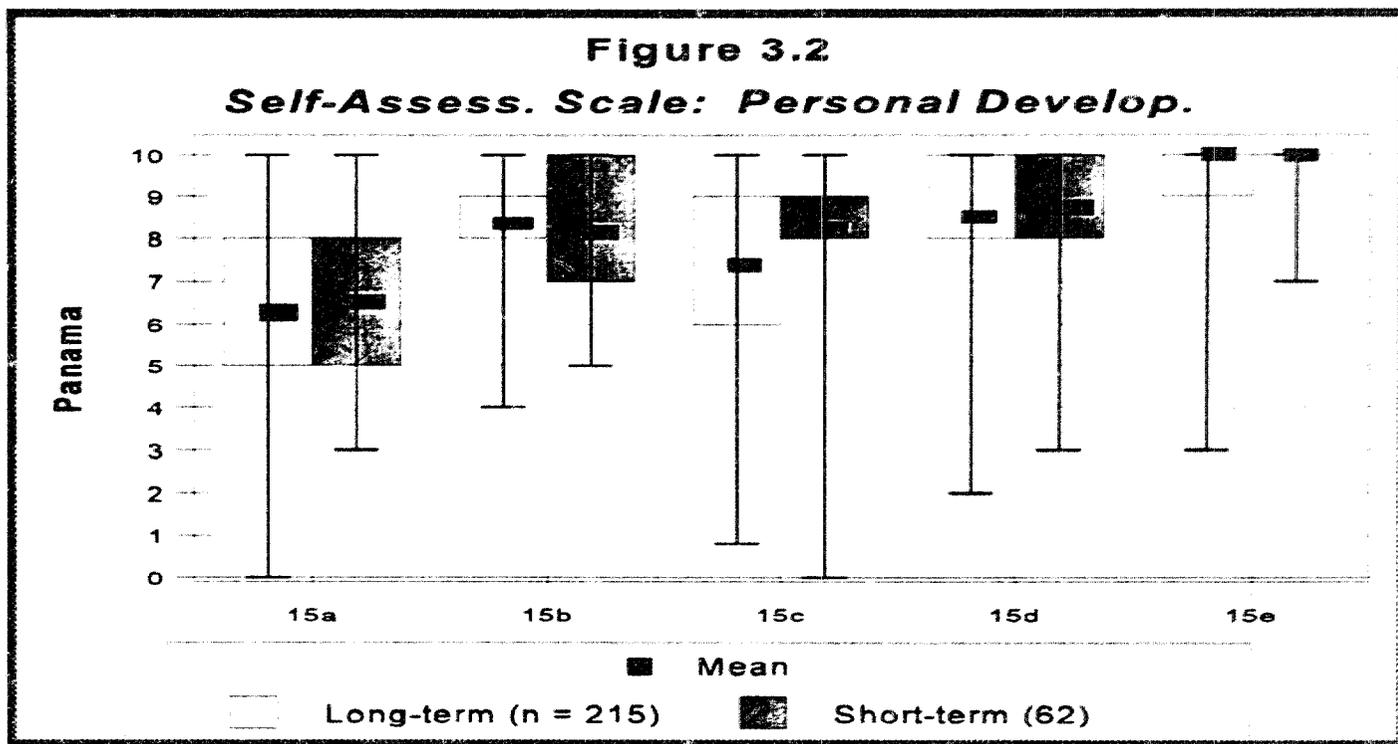
The continuous upward trend in LLS values is an indication that students are transformed by the training experience. This occurs regardless of their length of training, sex, or departure date.

Box 3.9 Methodological Note: Explaining the Ladder of Life Scale

The LLS scale is "self-anchoring," meaning that the responses are not designed to be an evaluation per se of training process or procedure, but rather of one's own perceptions of effectiveness and growth. This makes it an effective way to independently determine the impact of training. Each numerical response is matched by a qualitative response ("Why did you choose the number you did?") which anchors the numerical response by indicating the reason behind it. The coded qualitative responses also give information on real and potential multiplier impacts on family, institution, community, and society.

The hypothesis of professional development underlying LLS is this: If training is having a significant impact on the professional development of Trainees and their success as "change agents," the numerical values selected will have a tendency to rise with each reference point on the scale.

What would disprove an association between training and professional development? is no significant upward or downward trend. Survey data for LLS is represented in Figure 3.2. The topped lines represent the upper and lower values (the range), the dark bars represent the middle 50 percent of the total population, and the thick line crossing the bar is the mean, or average, of the responses.



Problems experienced due to the economic crisis, as well as any issues of inadequate predeparture training or ESL preparation are apparently overcome by the overall positive impact of the training experience and its aftermath.

■ *“One Year Before CAPS” and the “U.S. Experience”*

Women’s anchoring responses are consistent with the positive upward trends in LLS values. For the first point assessed, “one year before CAPS training,” women responded that they were “in school” (25%), faced an “uncertain future” (28%), had “little opportunity,” (15%), or faced “financial difficulty” (12%). On the positive side, some 19 percent responded that “life was secure.”

For men, only 11 percent responded that they were in school a year before training, while 29 percent expressed that the “future was uncertain.” Other categorical responses included “financial difficulties” (13%), “little opportunity” (11%), “life difficult” (9%), and “poor/no job” (9%). This pre-training response indicated a lack of opportunity and resources for continuing education, and a pessimistic view of the future as holding little hope for advancement. The positive response for males at this point was that “life was secure” (18%).

For the second period, “studying in the U.S.,” both men and women show a positive upward response to the experience. Some 30 percent of women and 31 percent of men responded that their lives were “improved,” a “great opportunity,” and 41 percent noted that their “life improved.” This suggests that the improvement in the educational status of these academically outstanding students led them to choose a significantly higher value.

■ *“Upon The Return Home”*

A drop is noted in the values assigned by Trainees to the third period, “when returning home” (from 7.9 to 7.4 for females, and from 7.8 to 7.5 for males). This can be attributed, to a degree, to “adjustment difficulties” (40% of sample). Such difficulties include Trainees’ reintegration into

their families, culture shock, and increased responsibility in the workplace. Alternatively, Trainees faced such difficulties with the optimistic view that they were now "well prepared for their career" (30%). Because of the preparatory work of the coordinator, and a good fit between training and need, 90 percent of returning Trainees were quickly employed, most in their fields of study. Thus, at the moment "when returning home," the lack of a job was not a significant issue, nor was lack of income (only 10 percent noted financial difficulties at this point, compared with 30 percent before training).

- *"Today" and "Five Years Down the Road"*

At the point of "today," the fourth point in the LLS, returnees are well integrated into their workplaces, families, and communities. They respond with positive categories, such as having "a good job" (48%), "achieving goals" (35%), and having an "improved life" (28%). Returnees are settling into their careers and making advances in the work place and community (e.g., receiving a promotion, teaching English, or leading a community youth group). This suggests a growing maturity in personal and professional growth.

Finally, the projection into the future ("in five years") shows an expectation of continued development, with optimism about goal achievement (70%), an improved life (32%), and having a better job (19%). Goals to be achieved include helping others, owning a business, and promoting the development of the country. Heightened optimism is related, according to key informants, to the sense that Trainees can achieve whatever they wish if they simply work hard enough. The data from the LLS therefore confirm a positive trend in professional development for returnees.

The LLS scale also indicates that returnees are experiencing an impact from training that extends beyond the boost of initial employment upon return. The LLS results indicate that leadership capacity and "change agents" activity extends into the future. This supports the hypothesis that training impact is being sustained. Regardless of the lack of direct connection between project goals and training outcomes, CAPS/Panama returnees are acting as a positive force for change in their country. A measure the degree of returnees impact on various societal levels is indicated by the Training Impact Assessment Scale.

Training Impact Assessment Scale

Measuring the impact of training beyond the level of the individual is difficult. This is made more difficult when a project is not designed around specific institutional development goals, as in the case of the CAPS/Panama project. One measure to determine such impact is the Training Impact Assessment Scale (TIAS). This measure uses the returnee as a reference point. It elicits responses on the degree of impact on various institutions as the result of training. It is an indirect measure and focuses on comparative numerical responses using the individual, family, place of work, associations, community, and society.

Tables 3.13 and 3.14 show the TIAS mean responses for short-term and long-term returnees. It is predicated that the level of impact will be greatest at the personal level, and decrease outward in the various social institutions. Shown are average responses for long and short-term returnees and percentages on summed neutral-negative responses.

Table 3.13 Training Impact Assessment Scale—Short-term and Long-term (Percentages)

| | Short-term (n = 66) | Long-term (n = 221) | Overall (n = 287) | Overall Neutral/Negative |
|--------------------|------------------------|------------------------|----------------------|-----------------------------|
| Person | 6.9 | 6.7 | 6.8 | 2 |
| Family | 6.2 | 6.1 | 6.1 | 5 |
| Place of Work | 5.5 | 6.0 | 5.9 | 15 |
| Community | 5.7 | 5.5 | 5.5 | 21 |
| Alumni Association | 4.9 | 5.0 | 5.0 | 38 |
| City/Town | 5.7 | 5.5 | 5.5 | 23 |
| Society | 6.0 | 5.8 | 5.9 | 14 |

- ▶ *The highest overall scores for the scale are at the level of person, followed by family.*

This is consistent with the other indicators, which demonstrate a high level of impact at the individual and family level from training. This strengthens the proposition that returnees are acting as “change agents” at this level. This is supported by the other measures and qualitative data collected from the survey.

Returnees also report significant impacts in the workplace.

- ▶ *TLAS scores also indicate significant impacts in the workplace from training.*

Responses from the employer questionnaire and from the LDS scale add validity to the TIAS value for workplace impacts among long-term returnees. The only difference between long-term and short-term returnees is in their TIAS scores for “place of work.” Long-term returnees score higher than short-term returnees. This is consistent with a greater length of specialized training and a greater number of long-term returnees in high-status, high-income jobs.

Community level-development impacts are indicated to be fairly high:

- ▶ *Only about one-fifth of returnees express a neutral to negative score on community/town impacts from training.*

Table 3.14 Training Impact Assessment Scale—Rural and Urban (Percentages)

| | Rural (n = 62) | Urban (n = 225) | Overall (n = 287) | Overall Neutral/Negative |
|--------------------|-------------------|--------------------|----------------------|-----------------------------|
| Person | 6.8 | 6.8 | 6.8 | 2 |
| Family | 6.0 | 6.2 | 6.1 | 5 |
| Place of Work | 5.8 | 5.9 | 5.9 | 15 |
| Community | 5.7 | 5.5 | 5.5 | 21 |
| Alumni Association | 4.8 | 5.0 | 5.0 | 38 |
| City/Town | 5.7 | 5.5 | 5.5 | 23 |
| Society | 6.0 | 5.8 | 5.8 | 14 |

Limitations to community development activities are consistent with restrictions arising from the occupational demands placed on returnees. However, this "mid positive" TIAS average is an indication that, when possible, returnees are engaging in meaningful community development activities. This is consistent with the statements made by returnees regarding leadership in the community and reported community activities gathered from key informants.

- ▶ *TIAS scores indicate that the lowest development impact comes from the alumni association.*

This is consistent with the lack of communication and problems with participation arising from demanding work schedules in the urban environment. The cessation of alumni association activities from the crisis was another major factor. Alumni associations are built on cooperative social networks that take time to develop. Once these networks were disrupted, circumstances did not favor continued participation by returnees. The difficulties in communicating with individuals in the provinces also adds to the weakness of the association. The coordinator claims that low participation is due to lack of interest on the part of the returnees, but these other logistical and historical factors are certainly equally important.

The community TIAS scores for neutral/negative are 23 percent urban versus only 14 percent rural. A moderate difference exists between the rural and urban TIAS scores for community, city/town, and society. These indicate a trend towards a slightly greater impact at the outer concentric circles of the impact model for those in the rural sector.

In summary, training impacts are believed by returnees to be beneficial at all levels of the concentric circle model. The lowest level of impact is for the alumni association, and the highest for impacts on the individual. A moderate difference exists between the rural and urban TIAS scores at the outer levels of the model. This is consistent with other survey data presented here that demonstrate rural returnees have a greater opportunity than their urban counterparts to act as "change agents" and leaders at the community level and beyond.

SUMMARY AND CONCLUSIONS

Examining the CAPS/Panama project by the use of the "change agent"/leader concept has allowed us to provide some measure of the development outcomes of training. Overall, there has been a positive impact from training on returnees, their families, and their respective occupational communities. These impacts are the result of induced changes and leadership activities that are directly attributable to training. The statement that began this chapter has been demonstrated by the data, and is:

- *Training which links technical/academic skills to an international experience, combined with leadership development, serves to foster "change agents."*

The measurement of impact at levels beyond the workplace has been more problematic, and this is partly a result of project design. Training objectives in the original design of the CAPS/Panama project were not specifically linked to strategic development objectives. Development outcomes are a consequence of the collective impact of returnees in their various occupational, community, and societal roles. Coincidentally, these collective impacts support to some degree to the strategic

objectives outlined by the USAID Mission in Panama. Specific demonstrated outcomes that support strategic objectives are as follows:

Encouraging Entrepreneurial Growth

- *The growth of entrepreneurial institutions has been supported by the occupational leadership demonstrated by returnees.*

The record of leadership activities and the sustained capacity and motivation for leadership present in returnees is a good indication that they will contribute to entrepreneurial growth. Case studies and reported data on leadership activities support this premise. The major shifts in income and job status provide returnees with the position and resources to initiate entrepreneurial growth. Demonstrated attitudes of sharing and cooperation present in returnees is seen as especially significant in that it promotes the dissemination of knowledge and experience gained through training in the family, workplace and community. The Experience America component of training can be seen to impact the "culture of doing business." Once modified, such changes in operational culture can be widely disseminated and passed on between occupational as well as familial generations.

- *Expanding the intellectual and technical resources of institutions for higher learning.*

Institutions for higher learning in Panama were not significantly affected by the CAPS/Panama project. Most of those trained in education are in elementary or secondary education. Only a handful have any role in institutions of higher learning, and these only on a part-time basis. Reasons for this include a lack of targeting in project design for returnees to enter such institutions and a lack of the economic incentive or opportunity to do so.

- *Strengthening the technical capabilities of employees in both the public and private sectors.*

Both the employer survey and the returnee survey provided many examples of the contributions of CAPS technical training in the workplace. Returnees also attributed improved job status, promotions, and salary increases to increased technical capacity.

- *Fostering the evolution of an open and democratic public administration, and broadening participation in development training for approximately 400 long-term participants and approximately 850 short-term participants.*

Training of mayors and other public leaders in short-term leadership programs has had some impact in selected cases on the functioning of democratic institutions. The evolving participation of returnees in democratic institutions and processes is limited by the bureaucratic momentum of already established government hierarchies. It is also constrained by the relative youth of returnees, and their position on the career ladder. Despite these limitations, survey data indicates that most returnees demonstrate some form of active participation in civic activities. As they mature in their occupational and societal roles, it can be anticipated that they will have more of an impact on the effectiveness of democratic institutions in Panama.

The CAPS/Panama project has definitely broadened participation in development training. Disadvantaged populations such as women and indigenous minorities have been incorporated into the project. Returnees have represented the geographic and political diversity of the country. Most

returnees have been successful in applying their training in their fields of study and contributing to the overall welfare of Panamanian society.

CAPS Training and The Environment

The original scope of work included a discussion of how the CAPS/Panama evaluation supported the current *LAC Bureau Strategic Objectives*. These objectives were not formally established at the time CAPS/Panama was designed and first implemented. These included the following:

- Achievement of broad-based, sustainable economic growth by encouraging (a) economic policies that promote investment, productive employment, and outward-oriented (export-designed) diversification; (b) a vigorous private sector response; (c) increased economic opportunities for the disadvantaged; and (d) preservation and sustainable use of natural resources.
- Support the evolution of stable, participatory democratic societies by (a) strengthening civilian government institutions, and (b) public participation in the democratic process.

Although the outcomes of training were not dictated under these specific areas, all but one of these objectives have been partially supported by the CAPS/Panama project. Those goals that are *economic* and *democratic* are measurable by the use of the various indicators presented in this report. However, the preservation and sustainable use of natural resources is not addressed by any of the indicators, nor was specific training provided that prepared CAPS returnees in areas of natural resource management.

The management of natural resources is the most difficult area of recent development. This is because there are few models that successfully integrate traditional market-driven economic activities with sustainable use patterns. In fact, most development activities result in negative environmental impacts (pollution, deforestation) that are seldom calculated into the analysis of development benefits. This is a critical omission since development that destroys ecosystems cannot be sustained, at least not without sacrificing the health and future quality of life of people in the developing area. Economy and ecology are demonstrably linked, in that areas that have a failed economy have almost invariably suffered environmental destruction. Several suggested options follow that could possibly strengthen the incorporation of environmental concerns into future training initiatives.

Suggestions for environmental training fall under two categories:

- environmental ethics education, and
 - natural resource management including environmental monitoring training and resource conservation training.
- *Inclusion of environmental ethics education can strengthen environmental awareness in future training programs regardless of the training emphasis.*

This will create a critical mass of Panamanians who are *environmentally aware* and who will be able to act as *leaders in environmental ethics* throughout the spectrum of their societal occupations. Environmental ethics education can help insure that development efforts are considered in light of

their potential sustainability and can minimize the potential for negative environmental impacts from training in the future. Without an appreciation and consideration by society of the impact that practiced development activities have on sustainable resources and the environment, any short-term efforts at sustainable resource management will have little chance of success.

- *Resource conservation and environmental monitoring will be critical to the future development of Panama.*

Present impacts include deforestation, water pollution, pesticide effects, and soil mismanagement. These areas should be targeted for future training and appropriate monitoring and regulatory institutions identified and strengthened through the pairing of training with specific resource management projects.

Resource conservation activities, such as the MARENA Project, can be supported and expanded through appropriate training activities. New strategies of conservation that emphasize an ecosystem approach and long-term monitoring of development impacts could be the most sustainable.

CHAPTER FOUR:

**Conclusions
and
Recommendations**

The CAPS/Panama project has drawn to a close, and there is a new focus in USAID training priorities. Given these conditions, this evaluation was not meant to simply duplicate previous efforts in project evaluation and monitoring but to reflect the new interest of training impacts on a variety of development initiatives. Key issues for this project included:

- *strengthening democratic institutions,*
- *increasing the economic welfare of underprivileged populations, and*
- *creating a cohort of "change agents" and leaders.*

The lessons of project implementation and monitoring are generally well understood. Adjustments made in CAPS/Panama project design during the lifetime of the project reflect this understanding. Overall, the focus here is on the impacts of short and long-term CAPS returnees on sustainable development within Panama.

The CAPS/Panama project was a long-term activity driven by complex and changing goals. Goals were influenced by the political crisis of 1988–89 and by substantive changes in project design. These changes allow us to examine the long-term impact of an important training effort and to compare and contrast the influence of training over the lives of returnees and their families, communities, and society. The conclusions drawn from this study have been guided by the research design, which focuses on the role of returnees as "change agents" and leaders. The evaluation has also examined the impact of project design on training satisfaction and effectiveness, as well as the economic betterment of socioeconomically disadvantaged groups, such as women and rural inhabitants. Following these themes, the conclusions and recommendations are organized into two sections:

- *Evaluation of the overall project process and implementation; and*
- *Evaluation of the impact of returnees as "change agents" and leaders.*

PROJECT PROCESS AND IMPLEMENTATION

The process and implementation of the CAPS/Panama Project went through changes in design before and after the 1988–89 crisis. All long-term returnees in the 1985–86 class received ESL and preparatory training in U.S. institutions. The initial group consisted of 150 Trainees, 100 of which were chosen in a short period of time with little quality control over the process. After 1986, project implementers revised the selection procedure. Fewer Trainees were selected, more care was taken in reviewing their applications, and they received all of their preparatory and ESL training in-country at the Panama Canal College.

Conclusions

▪ *Recruitment and the Selection Committees*

- The quick start-up of the project in 1985–86 resulted in the selection of some students who were ill-prepared to deal with the U.S. academic and cultural environment.
- With the exception of a few candidates from the first group, provincial selection committees were generally very effective at providing a pool of worthy candidates for CAPS/Panama training.
- Recruitment provided a balanced representation of the various provinces of the country.
- Selection achieved a targeted balance of men and women Trainees.

▪ *Preparatory and ESL Training*

- Preparatory training at the Panama Canal College was more effective and cost efficient than such training at U.S. institutions.
- Training students in ESL at the Panama Canal College was better than in the U.S. institutions used to train the 1985–86 group of Trainees because it did not compound the difficulties of cultural adaptation with language training.
- Students allowed to stay in the dormitories at Panama Canal College during preparatory training were better prepared for their U.S. experience than those who did not.
- Those students entering the program after 1986 were somewhat more satisfied with their preparatory training than 1985–6 students.

▪ *Follow-on Training and Support*

- Lack of Follow-on and CAPS support created some difficulties for individuals who returned to Panama during the crisis.
- Follow-on was most helpful to returnees recruited after 1989, and to those who were located close to the CAPS office in Panama City.
- Follow-on activities organized by the recent CAPS country coordinator significantly increased employment opportunities and leadership capacity among returnees.

▪ *U.S. Support of Trainees*

With the exception of some Trainees in the initial group, the institutional support provided by GU and the training institutions during training was excellent. Particularly notable was the intensive support in academic advising provided students by program coordinators throughout their training period.

Recommendations

- ▶ *The Panama Canal College can serve as an institutional model for in-country training in other USAID-assisted countries.*

-
- ▶ *Follow-on should be made more accessible to returnees throughout the country by providing provincial-level activities as an extension of activities held in the CAPS office in Panama City.*

EVALUATION OF THE IMPACT OF RETURNEES AS “CHANGE AGENTS” AND LEADERS

The development of returnees as “change agents” and leaders within Panamanian society is linked to their success in gaining employment in their fields of study and in their interactions with a variety of social institutions. A primary measure of the capacity to effect change is found in the occupational status of returnees. Other indicators include their ability to work as leaders in families, the workplace, and the wider contexts of the community and other higher social institutions (e.g., the political system).

Conclusions

■ *Employment status and income*

- Training has resulted in a marked shift in the employment and income of long-term returnees, and a somewhat less of a shift in employment and income for short-term returnees.
- Training has resulted in a significant transition from low to high job status for returnees.
- Increased job status and income have increased the responsibilities and opportunities of returnees in their various occupational roles.
- Both men and women have shown significant improvements in job status and income, with women, as a group, advancing somewhat more than men in overall income gains at the mid- and lower-income brackets, while men advanced more in the highest income bracket.

■ *Family and Workplace Impacts*

- Significant family impacts include improvements in income, transfer of training knowledge both intra- and trans-generationally, and assumption of leadership roles.
 - Employers note a significant impact in the workplace including leadership activities, knowledge transfer to coworkers, innovations, and improved productivity.
 - Returnees note a significant increase in the application of both leadership capacity and motivation in the workplace.
 - Training has resulted in increased workplace responsibility and status, including the assumption by many returnees of supervisory roles.
 - Although returnees represent a substantial cohort of economically advanced leaders, their impact in the economy is lessened by a lack of a proactive connection between institutional needs, Mission Strategic Objectives, and fields of training.
 - Ladder of Life values indicate that returnees have maintained a high degree of leadership motivation and optimism towards the future. This is an indication that training impacts
-

are being sustained beyond the initial creation of employment opportunities for returnees.

▪ ***Community and Societal Level Impacts***

- Community level impacts are greater in rural settings; such settings allow returnees to maximize the application of their leadership training.
- The transfer of individuals from a rural to an urban setting decreases the communal impact of their training, lessening their significance as "change agents."
- Outstanding leadership in urban contexts often originates from returnees of rural origin who have migrated to the urban environment.
- The lack of a direct connection between training objectives and institutions targeted for development makes it difficult for returnees to influence the practices and experiences of societal institutions at all levels.
- Since the CAPS/Panama project was not specifically designed as a development project, but rather as a training project, returnees cannot presently be expected to have major institutional impacts beyond some exceptional cases.
- Both long-term and short-term returnees have been very active in the political arena, including participation as governmental and non-governmental candidates.
- Including selection criteria for regional and political diversity has enhanced democratic institutions. Returnees with such differing experiential backgrounds interact in a wide variety of social, economic, and political settings in which they may act as present or future potential leaders.

Recommendations

- ▶ *In order to more effectively link training with development at the communal and institutional level, it is suggested that future training efforts be directly aimed at creating a cohort of "change agents" within those institutions that are most directly involved with specific aspects of USAID/Panama's development priorities.*
- ▶ *Training can have a major development impact in strengthening provincial community leadership. This is accomplished by designing programs which specifically train individuals to assume occupational roles which are prevalent in those communities, or that enhance the activities of already functioning leaders, rather than in areas that will force returnees to migrate to a developed urban center.*

APPENDIX A:

**Methods And
Measures Used In The
CAPS/Panama Evaluation**

The CAPS/Panama evaluation was conducted using a variety of methods and measures, both quantitative and qualitative. These were designed to measure the impact of CAPS training in preparing Trainees to be change agents and leaders in their respective fields, and to evaluate the impact that returned students were having in these roles back in Panama. Questionnaires were designed to answer these basic questions and to cover the topics addressed in the scope of work.

SURVEY METHODS AND POPULATIONS

The CAPS/Panama evaluation included the use of standardized surveys for the following populations of Trainees:

- *Returnees who studied in short-term training courses prior to the 1987–88 crisis.*
- *Returnees who studied in long-term training programs prior to the 1987–88 crisis.*
- *Returnees who studied in short-term training programs after the 1987–88 crisis.*
- *Returnees who studied in long-term training programs after the 1987–88 crisis.*

These populations were not identified prior to the survey, but rather drawn from the survey population after completion of field work during data analysis of survey runs. A list of returnees was generated from the CIS data base at Aguirre International, and divided up between long- and short-term returnees. The location of returnees in Panama was carried out using these lists and lists provided by the CAPS office and the USAID mission. These lists included partial addresses and telephone numbers. Other addresses and numbers were generated with the help of identified returnees and provincial research associates responsible for organizing survey gatherings and focus groups with returnees. Surveys were designed to evaluate the impacts of training using several types of questions:

- *open ended questions in which the students were asked to give opinions on aspects of training and impact;*
- *closed ended (e.g. yes/no) questions which provided percentage responses on measures of program effectiveness, training impact, and satisfaction; and*
- *scaled indicators, or question sets, which were designed to specifically measure the impact of leadership development, longitudinal training-induced impacts, and the development and use of leadership skills.*

Survey instruments were supplemented with information gathered from focus group interviews and case studies. The returnees survey was supplemented with a short open-ended survey of CAPS employers. Some 42 responses were collected from employers using this survey. It is important to note that the employer survey is biased to the degree that those who filled out the survey did so because they chose to participate. It is likely that employers who participated had experiences with CAPS returnees. Interviews were also conducted with GU personnel, including support and

administrative staff. Other sources of information included program documentation provided by GU, and reference material collected from the Panamanian Census Bureau, from the National Trade Bank, U.S. Department of State, and from Aguirre International CIS files.

DATA COLLECTION IN-COUNTRY

Data collection in-country was carried out during a field work periods of twenty days during October, 1994. The evaluation team consisted of the evaluation director from Aguirre International, a country coordinator, provincial research associates, a group of research associates concentrated in the Panama City area, and support staff working at the Instituto Latino Americano de Estudios Avanzados (ILDEA). ILDEA also served as the evaluation coordination center.

The particular aspects of data collection and field work organization are the following:

- The collection of survey and supporting data was carried out with the assistance of the in-country coordinators as well as support staff hired on-site. The country coordinator helped coordinate support staff locate returnees. Other duties included assisting in the training of research associates. Research associates were responsible for the location and administering of survey questionnaires to populations in the interior who could not otherwise attend organized provincial reunions, and to the many in Panama City who were unable to attend reunions, or whose whereabouts was unknown at the time of the reunions.
- The population sample was generated using a non-random snowball collection technique from lists of names provided to the evaluation team by USAID/Panama, CAPS/Panama, and Aguirre International. The snowball sampling technique generates contacts from initial returnees by soliciting names/phone numbers of other returnees from those already located. The original target population for the survey was 180 returnees. However, because of the competence and hard work of the research associates, there were a total of 317 surveys collected. Of this number, some 37 of those interviewed were not CAPS returnees, even though they were on the general CAPS training lists provided by the USAID Mission in Panama. The final count of returnees surveyed was 287, which is well above the target goal of 180 surveys. This sample represents more than half of the total of 553 returnees trained in the CAPS program. Some individuals were unavailable for sampling because they had left the country. In other cases, they could not be located, or were unable to meet with the research team because of time or work constraints. Only two contacted returnees were not interviewed because they did not want to participate in the survey for personal reasons.

QUESTIONNAIRE DESIGN

The questionnaires are divided into sections, with each section addressing one aspect of the program under evaluation.

RETURNEE SURVEY QUESTIONNAIRE

Section I: Predeparture Evaluation

This section of the questionnaire is included to evaluate the effectiveness of pre-departure training. This is included to determine if such preparation was effective in preparing students for their return to their home countries. Questions addressed program activities, objectives, and overall preparation for re-entry into their parent culture. The importance of this activity is that it allows students to deal with culture shock and mitigate the readaptation period that is part of all returnees experience upon re-entry to their societies.

Section II: Training Program in the United States

The training program in the U.S. is evaluated in this section, using a series of scaled indicators and several open-ended questions focusing on expectations of training effectiveness. Questions cover a range of topics under the Experience America component of the training. These questions focused on the types of cultural activities that the students were involved in while training. They also cover aspects of social development and interaction with American host families and community organizations.

UNDERSTANDING OF THE U.S.—"CHANGE AGENTS" AND LEADERS

This section actually is under the same title as Section II, Knowledge of the U.S. It focuses on the understanding developed by students from their U.S. training, as well as a scaled questions dealing with the development of leadership skills and the ladder of life scale. Open ended questions dealt with the impact of CAPS training on changing the life of returnees. The focus in this section is on leadership development evaluation and overall impact of training.

There are two primary scaled indicators used in this section—one to measure the development of leadership skills through training (the Leadership Development Scale, and the other to measure general training and development impacts over time (Ladder of Life Scale).

The *Leadership Development Scale (LDS)* is an indicator which measure the impact of training on the development of certain leadership characteristics among Trainees (e.g., self-esteem, willingness to take risks). Taken as a unit, responses to these questions indicate the degree to which Trainees feel prepared as leaders by their training. The hypothesis is that an overall positive response on the LDS indicates that training was effective in preparing returnees to act as leaders upon their return.

The *Ladder of Life Scale (LLS)* measures returnees' perception of how well they are doing in life along five points on a time line, including:

- five years ago
- while studying in the U.S.;
- upon returning to their country;
- today; and
- five years from now.

Trainees rate each of the five points in their life on a scale of 1 to 10. This scale allows respondents to evaluate their general outlook with respect to professional development before, during and after training. The LLS scale is "self-anchoring," meaning that the responses are not designed to be an evaluation per se of training process or procedure. Rather, it measures one's own perceptions of effectiveness and growth. This makes it an effective way to independently determine the impact of training.

Each numerical response is matched by a qualitative response ("Why did you choose the number you did?"). This information **anchors** the numerical response by explaining the reason behind it. The qualitative responses also give information on real and potential multiplier impacts on family, institution, community, and society.

The hypothesis of professional development underlying LLS is this: *If training is having a significant impact on the professional development of Trainees and their success as change agents, the numerical values selected will have a tendency to rise with each reference point on the scale.* The null hypothesis—what would disprove a covariant association between training and professional development?—no significant upward or downward trend. Thus, the overall response pattern should appear random, with no significant upward or downward trend. Such a pattern would indicate that training has not significantly impacted the sample population. Survey data for LLS is represented by a figure in Chapter Three.

IMPACT EVALUATION—EDUCATION AND EMPLOYMENT

This section of the questionnaire includes questions on the impact of training in education, employment, and community participation. Given that Trainees fulfilled the requirements to be change agents and leaders, this section further develops the evaluation of the activities of returnees in areas that are specific indicators of development—education, employment, and community development. The most significant measure of successful training was taken as employment, and the measure of employment success was taken by the number of individuals employed, the number of individuals employed in their fields of study, and the number applying their training in the workplace. Another important evaluation indicator used was the measure of the shift from low to high job status resulting from training. Job status and employment are taken as critical to development, for without adequate personal support, individuals are not likely to be effective change agents, or to be in a position to assume leadership roles. Job status information is supplemented by earnings data before and after training. This gives an indication of the shift in economic stability and status due to training.

COMMUNITY DEVELOPMENT AND PARTICIPATION

This section measures the impact returnees have had on their respective communities, and with a variety of organizations. This includes participation in political activities and groups, and is a further indication of the leadership roles returnees may have assumed since their return to Panama.

FOLLOW-ON AND CONCLUSION

The final two sections of the questionnaire were designed to measure the result of Follow-on activities and the overall satisfaction of returnees with the CAPS program, as well as the overall impact that their training has had on the various social, political, and economic entities of which they are a part. It includes the Training Impact Assessment Scale (TIAS). This measures the impact of training ranging from "most negative" (-3) to "most positive" (+3) over the seven categories listed below:

- self,
- family,
- place of work,
- community or neighborhood,
- professional or CAPS alumni associations,
- town or city, and
- society.

Questions dealing with follow on give an indication of the degree to which returnees are maintaining contact with the U.S. and continuing their roles as friendship ambassadors. This is also important to determine the extent to which the in-country coordinator and staff are effectively supporting returnees with leadership building activities, reentry seminars and employment search assistance.

The concluding section provides information on the satisfaction of trainees with various aspects of the program, and gives some measure as to how well the program was designed to fit the needs of the returnees, and to achieve some measure of sustainable development through training.

SUPPORTING DATA SOURCES

Supporting data sources included the following:

- ▶ **Focus group interviews with returnees.** Focus group interviews were conducted in the provinces of Colon, Panama, with groups who represented specific occupations, and with groups gathered from those available to interview. Focus group interviews were conducted in order to provide validating and enriching detail to the information gathered from the questionnaires. Focus group questions were *open-ended*, and dealt most specifically with the impact of training on returnee families, in the workplace, and in the wider community. A typical focus group consisted of five to ten people who attended the organized reunions in the various provinces.
 - ▶ **Focus group and individual interviews with selected administrators and support staff.** Focus groups were also conducted with members of selection committees and GU staff. Other individual interviews were conducted with country coordinators, the director of CIED/GU, and other staff and support individuals both in-country and at GU.
 - ▶ **Exit questionnaires.** Exit questionnaires were conducted by Aguirre International for all those individuals who left the country to Panama. Information from these interviews was used to make comparisons with returnees. The questions that overlapped for these individuals were those that dealt with satisfaction with the program, as well as those that addressed the overall
-

training experience. Specific problems with program design, campus coordinator evaluation, and the Experience America component were targeted for comparison.

- ▶ **Ethnographic Case Studies.** Ethnographic case studies were used to provide an in-depth look at the impact of training on selected individuals in their countries. This included, when feasible, interviews with families, employers, friends, co-workers, and other relatives of selected returnees. The selection of individuals for case studies was biased to a degree by country coordinators, who often identified "good" (i.e., successful) candidates from those available. In some cases, individuals were independently selected from focus groups by the evaluator(s), and in other cases from the general survey population using criteria of occupation and/or region or residence. Case studies were conducted by gathering a life history of selected returnees, as well as all available information on the impacts of their training on as many societal levels as possible. For example, the impact of training on the economic welfare of the family was an issue, as well as the dissemination of training skills in the workplace.

- ▶ **Documentation and reference material.** Background information on the administration and history of the CAPS/Panama program was provided on request by GU staff. Other supporting reference material was gathered from sources both in-country and in the U.S.

APPENDIX B:

**Quantitative
Evaluation
instruments
(Trainee and Employer
Survey Instrument)**

TRAINEE AND EMPLOYER QUESTIONNAIRES

Estimado Empresario:

Este es un cuestionario pequeño que contiene una evaluación del programa de capacitación de USAID/BPSP. Tenga la bondad de contestar estas preguntas sobre el ex-becario BPSP que trabaja para Ud. Sus respuestas serán muy valiosas para poder determinar el valor de este programa de becas, en el desarrollo de Bolivia. Este cuestionario es totalmente confidencial, y sus respuestas solo serán empleadas anonimamente. Mil gracias por su cooperación.

Atentamente.

Christopher L. Dyer, Ph.D.
Evaluador del programa BPSP, Bolivia

PROGRAMA DE BECAS PARA LATINOAMERICA Y EL CARIBE

CAPS

CUESTIONARIO PARA EX-BECARIOS

AGENCIA PARA EL DESARROLLO INTERNACIONAL DE LOS EE.UU.



LABEL

POR FAVOR USE LETRA DE MOLDE

| | |
|---------------------------|--------------------------------|
| Primer y Segundo Nombres: | Apellido Paterno: |
| Apellido Materno: | Apellido de Matrimonio/Casada: |

Fecha de hoy: ___ / ___ / ___ (Dia / Mes / Año)

Fecha de regreso: ___ / ___ / ___ (Dia / Mes / Año)

1. País de origen: PANAMA

2. ¿Qué estudió Ud. en los Estados Unidos? (Indique su área de estudio o capacitación)

3. a. ¿Hablaba Ud. inglés al momento de recibir su beca CAPS?

Sí (01) No (02)

b. Si la respuesta es no, ¿en qué institución estudió Ud. inglés para entrar al programa académico en los EE.UU.?

ORIENTACION ANTES DEL VIAJE

4. Antes de partir para los EE.UU., ¿recibió Ud. una orientación en su país que le explicó cómo sería su programa de capacitación?

Sí (01) No (02) No recuerdo (03)

5. Cuántos días duró la orientación? _____

OFFICIAL

Date Rec'd

Data Entry

Coder

Log Number

ID Number

PIO/P Number

Project-Program

1. ___

2. ___

3. a. ___

b. ___

4. ___

5. ___

6. Indique cuales de las siguientes áreas fueron incluida en su orientación.

| | No la recibí (01) | Poco útil (02) | Algo útil (03) | Util (04) | Muy útil (05) |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a. Información sobre los objetivos del programa en los EE.UU. | <input type="checkbox"/> |
| b. Contenido del programa en los EE.UU. | <input type="checkbox"/> |
| c. Actividades del programa en los EE.UU. | <input type="checkbox"/> |
| d. El programa de seguimiento en Panamá | <input type="checkbox"/> |
| e. La aplicación de la capacitación al trabajo o a su actividad comunitario | <input type="checkbox"/> |
| f. Los reglamentos y políticas administrativas y de A.I.D. | <input type="checkbox"/> |
| g. Los beneficios de la experiencia de vivir en otra cultura | <input type="checkbox"/> |
| h. La aplicación a la realidad de su país | <input type="checkbox"/> |

6
a. ___
b. ___
c. ___
d. ___
e. ___
f. ___
g. ___
h. ___

7. Como resultado de su orientación, ¿que tan listo o preparado se sentia Ud. para empezar su programa en los EE.UU.? (Marque la casilla que mejor representa su opinión).

- Nada preparado (01) Preparado (03)
 Algo preparado (02) Muy preparado (04)

7. ___

EL PROGRAMA DE CAPACITACION EN LOS EE.UU.

8. ¿Qué ha sido lo más importante para Ud. durante sus estudios en los EE.UU.? (Ponga en orden de importancia los objetivos que siguen. El objetivo más importante sería "1," y el objetivo de menos importancia sería "5").

- _____ a. Tener una experiencia de entrenamiento interesante
 _____ b. Prepararme para un buen trabajo
 _____ c. Desarrollar mis habilidades de lider
 _____ d. Aprender el inglés
 _____ e. Hacer amistades y tener relaciones sociales con estadounidenses

8
a. ___
b. ___
c. ___
d. ___
e. ___

9. a. ¿Cómo compararía el programa de capacitación que recibió en los EE.UU con lo que Ud. esperaba recibir? (Marque sólo una casilla).

- Peor de lo que esperaba (01) Mejor de lo que esperaba (03)
 Igual a lo esperado (02)

9
a. ___

b. Si fue peor de lo que esperaba, por favor explique por qué.

b. ___

c. Si fue mejor de lo que esperaba, por favor explique por qué

c. ___

CONOCIMIENTO DE LOS EE.UU.

10. ¿Cuándo estaba en los EE.UU., con qué frecuencia participaba Ud. en actividades en la comunidad o en la universidad? (Marque la casilla que mejor refleje su opinión).

| | Nunca (01) | A veces (02) | Frecuentemente (03) | |
|--|--------------------------|--------------------------|--------------------------|------------------|
| a. Visitas a familias norteamericanas | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 10 a. ___ ___ |
| b. Reuniones con miembros del gobierno local y con líderes de la comunidad | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | b. ___ ___ |
| c. Contactos con miembros del sector privado | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | c. ___ ___ |
| d. Observación o participación en actividades de la comunidad | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | d. ___ ___ |
| e. Asistencia a eventos culturales | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | e. ___ ___ |
| f. Asistencia a una iglesia | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | f. ___ ___ |
| g. Participación en actividades recreativas | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | g. ___ ___ |
| h. Viajes dentro de los EE.UU. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | h. ___ ___ |
| i. Participación en las actividades de la universidad | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | i. ___ ___ |
| j. Participación en actividades de voluntariado | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | j. ___ ___ |
| k. Contactos con personas en su misma área de trabajo/actividad | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | k. ___ ___ |

11. Como resultado de su participación en el programa, ¿cuánto aumentó su conocimiento de la vida en los Estados Unidos en las siguientes áreas? (Para cada categoría marque la casilla correspondiente).

| | Nada (01) | Muy poco (02) | Algo (03) | Mucho (04) | Muchísimo (05) | |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|------------------|
| a. La familia de los EE.UU. | <input type="checkbox"/> | 11 a. ___ ___ |
| b. El papel/rol de la mujer | <input type="checkbox"/> | b. ___ ___ |
| c. La variedad de pueblos y culturas en los EE.UU. | <input type="checkbox"/> | c. ___ ___ |
| d. Las instituciones democráticas de los EE.UU. | <input type="checkbox"/> | d. ___ ___ |
| e. El proceso democrático en la vida diaria | <input type="checkbox"/> | e. ___ ___ |
| f. El sistema de libre empresa en EE.UU. | <input type="checkbox"/> | f. ___ ___ |
| g. El voluntariado en los EE.UU. | <input type="checkbox"/> | g. ___ ___ |
| h. Formas de cómo son los líderes EE.UU. | <input type="checkbox"/> | h. ___ ___ |

12. ¿Qué es lo que más le gustó de toda su experiencia en los EE.UU.?

12. ___ ___
___ ___
___ ___

13. ¿Qué es lo que menos le gustó de su experiencia en los EE.UU.?

13. _____

14. Marque la casilla que mejor refleja su opinión para cada frase que sigue.

¿Cómo le ha ayudado la oportunidad de estudiar en los EE.UU.?

| Mis estudios en los EE.UU. han aumentado mi: | Estoy muy de acuerdo | Estoy de acuerdo | Indeciso | No estoy completamente de acuerdo | No estoy de acuerdo |
|--|--------------------------|--------------------------|--------------------------|-----------------------------------|--------------------------|
| | (01) | (02) | (03) | (04) | (05) |
| a. Independencia | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b. Auto-confianza | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c. Capacidad de comunicarme con otros | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d. Capacidad para tolerar cambio | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| e. Actitud para tomar riesgos | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| f. Capacidad de hablar al público | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| g. Actitud de intentar nuevas cosas | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

14.

a. _____

b. _____

c. _____

d. _____

e. _____

f. _____

g. _____

15. “¿Que tan satisfecho está con su vida?”

La escala siguiente representa una escalera de cómo se siente de su vida en general. El pie de la escalera es cero (0) e indica que “mi vida es muy mala.” La parte más alta de la escalera es diez (10) e indica que “mi vida es muy buena.” Marque el número que mejor indica lo que piensa Ud. sobre su posición en la vida en cada época.

| Un año antes (a) | Mientras estudiaba en los EE.UU. (b) | Cuando volví a mi país (c) | Hoy (d) | En cinco años (e) |
|------------------|--------------------------------------|----------------------------|---------|-------------------|
| 10 | 10 | 10 | 10 | 10 |
| 9 | 9 | 9 | 9 | 9 |
| 8 | 8 | 8 | 8 | 8 |
| 7 | 7 | 7 | 7 | 7 |
| 6 | 6 | 6 | 6 | 6 |
| 5 | 5 | 5 | 5 | 5 |
| 4 | 4 | 4 | 4 | 4 |
| 3 | 3 | 3 | 3 | 3 |
| 2 | 2 | 2 | 2 | 2 |
| 1 | 1 | 1 | 1 | 1 |
| 0 | 0 | 0 | 0 | 0 |

15.

a. _____

b. _____

c. _____

d. _____

e. _____

16. a. ¿Por qué escogió Ud. el número marcado para la época "Un año antes?"

16.

a.

b. ¿Por qué escogió Ud. el número marcado para la época "Mientras estudiaba en los EE.UU.?"

b.

c. ¿Por qué escogió Ud. el número marcado para la época "Cuando volví a mi país?"

c.

d. ¿Por qué escogió Ud. el número marcado para la época "Hoy?"

d.

e. ¿Por qué escogió Ud. el número marcado para la época "En Cinco Años?"

e.

17. a. ¿Cree Ud. que sus expectativas/proyecciones para el futuro han cambiado a partir de su experiencia en los EE.UU.?

Sí (01)

No (02)

17.

a.

b. Explique, por favor, por qué sus expectativas/proyecciones han cambiado, o por qué no han cambiado.

b.

18. a. ¿Cómo ha cambiado su vida familiar como resultado de su participación en el programa CAPS?

- No ha cambiado (pase a la #19) (01)
- Algo de cambio (02)
- Mucho cambio (03)

b. Si ha cambiado, ¿cómo o porqué ha cambiado su vida familiar?

18
a. _____

b. _____

IMPACTO EVALUATIVO

I. EDUCACION

19. a. Desde su regreso de los Estados Unidos, ¿ha tenido la oportunidad de realizar algún tipo de capacitación o estudio?

- No (01) (pase a la #22)
- Sí, en mi país (02)
- Sí, fuera del país (03) ¿Dónde? _____

b. ¿Que estudió? _____

19.
a. _____

b. _____

20. Si la respuesta es "sí," ¿a qué nivel? (Marque sólo el nivel mas alto).

- Comunitaria/Organizacional (07)
- Técnico/Vocacional (03)
- Bachillerato (08)
- Egresado/Licenciatura (Universitario) (09)
- Maestría (Universitario) (05)
- Doctorado (06)

20. _____

21. a. ¿Tuvo Ud. alguna dificultad en que le aceptaran los créditos (unidades académicas) en su país?

- Sí (01) No (02) No aplica (08)

b. Si la respuesta es sí, ¿qué tipo de dificultad tuvo?

21.
a. _____

b. _____

22. ¿Ha compartido con otros su experiencia y conocimiento obtenidos en sus estudios en los EE.UU.? (Compartir se refiere a enseñar, contar la experiencia, platicar).

- Sí (01)
- No (02) (pase a la #25)

22. ____

23. a. ¿Con cuántos colegas o compañeros de trabajo ha compartido *formalmente* (en seminarios, charlas, cursillos) algo sobre sus estudios en los Estados Unidos? (Ponga el número estimado).

23.
a. ____

b. ¿Con cuántos colegas o compañeros de trabajo ha compartido *informalmente* algo sobre sus estudios en los Estados Unidos? (Ponga el número estimado).

b. ____

24. a. ¿Con cuántas otras personas—miembros de la comunidad, amigos, familiares, etc.—ha compartido *formalmente* (en seminarios, charlas, cursillos) algo sobre sus estudios en los Estados Unidos? (Ponga el número estimado).

24.
a. ____

b. ¿Con cuántas otras personas—miembros de la comunidad, amigos, familiares, etc.—ha compartido *informalmente* algo sobre sus estudios en los Estados Unidos? (Ponga el número estimado).

b. ____

c. ¿Cuál ha sido la forma más importante de compartir su experiencia de capacitación con los demás?

c. ____

II. EMPLEO

25. Antes de recibir su beca para estudiar en los EE.UU., ¿trabajaba en algo que le generaba ingresos?

- Sí (01)
- No (02)

25. ____

26. ¿En qué trabajaba? _____

26.

27. a. ¿Trabaja ahora?

- Sí (01) No (02)
- (pase a la #28)

b. Si no está trabajando en algo que le genera ingresos, ¿está buscando trabajo?

- Sí (01) (pase a la #44) No (02)

c. ¿Porqué no está buscando trabajo? (Después de responder, pase a la #44).

- Estoy estudiando (01)
- Soy ama de casa (02)
- Soy pensionado o jubilado (03)
- No trabajo por otro motivo (especifique) (04):

28. a. ¿Qué hace ahora (describa su trabajo)?

b. ¿Está utilizando inglés en su trabajo?

- Sí (01) No (02)

29. ¿Está trabajando en lo mismo que antes de la capacitación?

- Sí, el mismo (01) No, otro (02) No aplica (08)

30. a. ¿Cambió de trabajo o actividad por algún motivo relacionado con su participación en el programa de becas?

- Sí (01) No (02) No aplica (08)

b. Si la respuesta es sí, por favor, explique porqué.

31. ¿Trabaja en la misma área en que recibió su capacitación?

- Sí (01) No (02) ¿Porqué? _____

27. a. _____

b. _____

c. _____

28 a. _____

b. _____

29. _____

30. a. _____

b. _____

31. _____

32. ¿Para quién trabaja Ud.? (Marque sólo una respuesta, que es el sector en que Ud. considera se ubica su empleo principal).

- Por cuenta propia (pequeño negocio, pequeña parcela, empleador con cuatro o menos empleados) (01)
- Empleador** del sector privado (dueño, empresario) (empresa agrícola, fábrica, negocio con 5 o más empleados) (02)
- Empleado** del sector privado (empresa agrícola, fábrica, negocio con 5 o más empleados) (03)
- Empleado de una cooperativa (04)
- Organización privada sin fines de lucro (no gubernamentales) (05)
- Empleado del sector público (cualquier organización del gobierno) (06)
- Otro, describa (07): _____
- Organización autónoma (08)
- Empresa mixta (09)

32. ___

33. ¿Cuántas personas trabajan en la empresa u organización? _____

33. ___

34. ¿Qué hace la empresa u organización? _____

35. ¿Cómo se llama la empresa u organización? _____

36. ¿Tiene Ud. personalmente más de un empleo, fuente de ingreso o actividad productiva?

- Sí (01)
- No (02)

36. ___

37. ¿Cuánto de lo que aprendió en su programa de capacitación en los EE.UU. ha podido poner en práctica en su trabajo actual? (Marque sólo una respuesta que mejor representa su opinión.)

- Nada (01) (pase a la # 40)
- Muy poco (02) (pase a la #40)
- Algo (03) (pase a la #40)
- Mucho (04)
- Muchísimo (05)

37. ___

38. Si marcó "Mucho" o "Muchísimo," describa, por favor, un ejemplo específico de cómo está aplicando su capacitación en el trabajo.

39. Si marcó "Nada," "Muy poco," o "Algo," por favor díganos por qué (Marque todas las respuestas que correspondan).

- a. No hubo trabajo en mi campo de estudio.
- b. No tengo la autoridad para ponerlo en práctica.
- c. No tengo apoyo de mis jefes/superiores/supervisores/autoridades.
- d. No tengo apoyo de mis colegas o mi comunidad/de mi comunidad.
- e. No tengo las herramientas/equipos/recursos necesarios.
- f. Mi trabajo actual no requiere de los conocimientos que aprendí en el programa de capacitación.
- g. La capacitación no se aplicó a la realidad de mi país.
- h. Otro (especifique): _____

39.
a. ____
b. ____
c. ____
d. ____
e. ____
f. ____
g. ____
h. ____

40. a. Antes de entrar al programa CAPS, ¿cuánto ganaba mensualmente, aproximadamente, calculado en dólares norteamericanos?

- estaba sin empleo (01)
- \$1-\$99 (02)
- \$100-\$199 (03)
- \$200-\$399 (04)
- \$400-\$599 (05)
- \$600-\$999 (06)
- \$1,000-\$1,999 (07)
- \$2,000 o más (08)

40.
a. ____

b. Ahora después de estudiar en el programa CAPS, ¿cuánto gana mensualmente, aproximadamente, calculado en dólares norteamericanos?

- no tengo empleo (01)
- \$1-\$99 (02)
- \$100-\$199 (03)
- \$200-\$399 (04)
- \$400-\$599 (05)
- \$600-\$999 (06)
- \$1,000-\$1,999 (07)
- \$2,000 o más (08)

b. ____

41. a. ¿Le han ascendido en su trabajo actual desde su regreso del programa de capacitación en los EE.UU.?

- Sí (01)
- No (02)
- No aplica (08)

41.
a. ____

b. Si la respuesta es sí, ¿cree Ud. que esto se debe a la capacitación que recibió?

- Sí (01)
- No (02)

b. ____

42. a. ¿Han aumentado sus responsabilidades en su trabajo actual desde su regreso del programa de capacitación en los EE.UU.?

- Sí (01)
- No (02)

42.
a. ____

b. Si la respuesta es sí, ¿cree Ud. que esto se debe a la capacitación que recibió?

- Sí (01)
- No (02)

b. ____

43. a. ¿Han mejorado sus ingresos desde su regreso del programa de capacitación?
 Sí (01) No (02)
- b. Si la respuesta es sí, cree Ud. que esto se debe a la capacitación que recibió?
 Sí (01) No (02)

43.
a. _____
b. _____

III. PARTICIPACION EN ACTIVIDADES COMUNITARIAS

44. ¿Participaba frecuentemente en actividades comunitarias (organizaciones o proyectos del barrio, comunidad, iglesia, grupos especiales, partidos políticos, sindicatos, etc.) antes de asistir al programa en los EE.UU.?
 Sí (01) No (02)
45. ¿Ha participado frecuentemente en actividades comunitarias desde su regreso del programa de capacitación en los EE.UU.?
 Sí (01) No (02)

44. _____
45. _____

46. **Marque hasta tres respuestas, evaluándolas del 1 a 3 en orden de importancia.**
 ¿En qué tipo de actividades comunitarias/voluntarias participaba y participa ahora, desde su regreso?

| a. Antes | b. Ahora | |
|----------|----------|--|
| _____ | _____ | (02) Culturales (actos artisticos, danza, etc.) |
| _____ | _____ | (03) Humanitarias (de caridad, etc.) |
| _____ | _____ | (04) Proyectos comunitarios (construcción de escuelas, caminos, puestos de salud, mercado) |
| _____ | _____ | (05) Cívicas (campañas para elecciones, consejos municipales, trabajos de partido) |
| _____ | _____ | (06) Salud sindicalistas (vacunas, campaña anti-drogas, planificación familiar, etc) |
| _____ | _____ | (07) Agrícolas (programas anti-pesticidas, recuperación del agua) |
| _____ | _____ | (08) Religiosas (obras benéficas, proyectos comunitarios, etc.) |
| _____ | _____ | (09) Educación (alfabetización, educación de adultos, etc.) |
| _____ | _____ | (10) Otra (especifique): _____ |

46.
a.
1 _____
2 _____
3 _____
b.
1 _____
2 _____
3 _____

47. Si ahora participa frecuentemente en actividades voluntarias, ¿cuánto de lo que aprendió en su programa de capacitación en los EE.UU. ha podido poner en práctica en sus actividades comunitarias actuales? (Marque la casilla que mejor representa su opinión).

- Nada (01)
- Muy poco (02)
- Algo (03)
- Mucho (04)
- Muchísimo (05)

47. ___

48. Si ahora participa frecuentemente en actividades voluntarias, ¿qué papel ha desempeñado en las actividades comunitarias en que más ha participado después de su capacitación en los EE.UU.? (Marque todas las que correspondan).

- a. Asistiendo a reuniones
- b. Ayudando a planificar eventos/actividades/proyectos
- c. Participando como dirigente/director/facilitador de eventos/actividades/proyectos
- d. Entrenando a otros
- e. Participando como vocero/representante del grupo en actividades extracomunales (fuera de la comunidad)
- f. Asumiendo cargos formales de liderazgo o administrativos
- g. Otro: _____

48.

a. ___

b. ___

c. ___

d. ___

e. ___

f. ___

g. ___

49. a. ¿Ha trabajado como empleado o voluntario en una organización no gubernamental (ONG)?

- Sí (01)
- No (02)

49.

a. ___

b. Si la respuesta es sí, ¿cual? (Incluya nombre y dirección.)

50. ¿Su entrenamiento en los EE.UU. le ha ayudado a ser más eficiente como líder de su comunidad o lugar de trabajo?

- Sí (01)
- No (02)
- No sé (03)

50. ___

51. Describa, por favor, cuales cosas se puede realizar mejor como líder ahora debido a su capacitación.

51. ___

52. ¿Participa Ud. ahora en menos actividades comunitarias, el mismo número, o en más actividades que antes de la capacitación en los EE.UU.? (Marque sólo una casilla).

- Menos (01) El mismo número (02) Más (03)

52. ___ ___

53. ¿A qué se debe el cambio en su nivel de participación en las actividades?

53. ___ ___

54. ¿Cómo participa Ud. en las actividades cívicas de su comunidad, distrito o país? (Marque todas las respuestas que correspondan).

- a. Votando en las elecciones/comicios gubernamentales (presidencia, alcaldía, diputados, etc.)
- b. Votando en las elecciones no gubernamentales (gremios, clubes, asociaciones, etc.)
- c. Participando en campañas políticas para puestos públicos
- d. Participando en campañas electorales no gubernamentales (gremios, clubes, asociaciones, etc.)
- e. Postulando se como candidato en elecciones gubernamentales (concejal, alcaldía, diputados, etc.)
- f. Postulando se como candidato en elecciones no gubernamentales (gremios, clubes, asociaciones, etc.)
- g. Otros, especifique: _____

54. a. ___ ___

b. ___ ___

c. ___ ___

d. ___ ___

e. ___ ___

f. ___ ___

g. ___ ___

EL PROGRAMA DE SEGUIMIENTO

55. Marque todas las que correspondan ¿En cuáles de las siguientes actividades ha participado Ud. despues de regresar a su país?

- a. Contacto personal con otros participantes CAPS
- b. Lectura de revistas profesionales de los EE.UU.
- c. Participación en grupos o reuniones formales del Programa de Seguimiento
- d. Elaboracion y presentación de proyectos con otros participantes CAPS
- e. Relaciones comerciales/negocios con los EE.UU.
- f. Contactos con amigos de los EE.UU.
- g. Contacto con la institución capacitadora en los EE.UU.
- h. Visitas de los amigos de los EE.UU.
- i. Colaboración con los voluntarios del Cuerpo de Paz
- j. Ninguno de los anteriormente mencionados
- k. Correo electrónico (e-mail)

55. a. ___ ___

b. ___ ___

c. ___ ___

d. ___ ___

e. ___ ___

f. ___ ___

g. ___ ___

h. ___ ___

i. ___ ___

j. ___ ___

k. ___ ___

56. a. Hay varias asociaciones de ex-becarios compuestas de individuos capacitados en los EE.UU. ¿Es Ud. miembro/socio de una o algunas?

- Sí (01) No (02)

b. Si la respuesta es sí, indique en cuáles asociaciones participa y en cuáles de sus actividades participa o ha participado Ud.

57. ¿Qué tipo de programas o actividades le sería más útil para darle seguimiento al programa?

III CONCLUSION

58. En general, ¿cómo evaluaría su nivel de satisfacción con el programa de capacitación en los EE.UU.? (Marque sólo una casilla).

- Muy insatisfecho (01) Satisfecho (04)
- Insatisfecho (02) Muy satisfecho (05)
- Más o menos / Neutral (03)

59. ¿Cómo calificaría la utilidad de su programa de capacitación en los EE.UU. con respecto a las siguientes áreas? (Para cada categoría marque la casilla correspondiente).

| | Nada útil (01) | Poco útil (02) | Algo útil (03) | Útil (04) | Muy útil (05) |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a. Mejorar su capacidad profesional (teórico/intelectual) para su trabajo actual | <input type="checkbox"/> |
| b. Aprender técnicas/habilidades/destrezas nuevas (práctico/manual) para su trabajo actual | <input type="checkbox"/> |
| c. Prepararse para un trabajo/carrera en el futuro | <input type="checkbox"/> |
| d. Conocer a estadounidenses en la misma área de trabajo | <input type="checkbox"/> |
| e. Conocer a otros panameños en la misma área de trabajo | <input type="checkbox"/> |
| f. Ayudarle en su trabajo comunitario en la comunidad | <input type="checkbox"/> |
| g. Mejorar su capacidad de liderazgo | <input type="checkbox"/> |

56. a. _____

b. _____

57. _____

58. _____

59. a. _____

b. _____

c. _____

d. _____

e. _____

f. _____

g. _____

60. En este cuestionario, le hemos pedido que describa varios "impactos" que ha tenido la capacitación CAPS en su persona, su familia, y otros. Ahora, quisiéramos que considere esos impactos, tanto negativos como positivos, al responder a las áreas siguientes.

Instrucciones: Indique, por favor, el grado de impacto positivo o negativo que la capacitación ha tenido en cada una de las categorías siguientes. Un "-3" (3 negativo) indica "el peor impacto posible," y un "+3" (3 positivo) indica "el mejor impacto posible." Ponga un círculo alrededor del impacto que Ud. juzgue apropiado en cada caso.

| | (1) | Negativo (2) | (3) | Neutral (4) | (5) | Positivo (6) | (7) |
|--|-----|-----------------|-----|----------------|-----|-----------------|-----|
| 1. En mi persona | -3 | -2 | -1 | 0 | +1 | +2 | +3 |
| 2. Mi familia | -3 | -2 | -1 | 0 | +1 | +2 | +3 |
| 3. Lugar de trabajo | -3 | -2 | -1 | 0 | +1 | +2 | +3 |
| 4. Barrio o comunidad | -3 | -2 | -1 | 0 | +1 | +2 | +3 |
| 5. Asociación profesional/ de ex-becarios | -3 | -2 | -1 | 0 | +1 | +2 | +3 |
| 6. Ciudad/pueblo | -3 | -2 | -1 | 0 | +1 | +2 | +3 |
| 7. Sociedad | -3 | -2 | -1 | 0 | +1 | +2 | +3 |

60.
1. ___ ___
2. ___ ___
3. ___ ___
4. ___ ___
5. ___ ___
6. ___ ___
7. ___ ___

61. a. Para la pregunta anterior, marque Ud. la categoría en que su capacitación tuvo el **mayor** impacto (o impacto más **positivo**).

1 2 3 4 5 6 7

61.
a. ___ ___

b. Explique porqué marcó la respuesta correspondiente.

b. ___ ___
___ ___
___ ___

c. Para la pregunta anterior, marque Ud. la categoría en que su capacitación tuvo el **menor** impacto (o impacto más **negativo**).

1 2 3 4 5 6 7

c. ___ ___

d. Explique porqué marcó la respuesta correspondiente.

d. ___ ___
___ ___
___ ___

62. ¿Cómo se puede mejorar el programa CAPS/Panamá en cualquiera de sus aspectos?

63. ¿Recomendaría Ud. este programa de becas a otras personas? (Marque sólo una respuesta).

- Sí (01) No (02) No sé (03)

63. ____

64. ¿Dónde vive usted ahora?

Municipio: _____

Provincia: _____

64. _____

65. a. ¿Vive Ud. en el mismo barrio/ciudad/comunidad donde vivía cuando recibió su beca a los EE.UU.?

- Sí (01) No (02)

65. a. ____

b. Si la respuesta es no, ¿donde vivía Ud. antes de recibir la beca?

Municipio: _____

Provincia: _____

b. _____

c. Si Ud. se mudó, ¿la mudanza se debe en parte a su capacitación en los EE.UU.?

- Sí (01) No (02)

c. ____

d. Si no vive en el mismo barrio/ciudad/comunidad como antes, por favor explique porqué se mudó.

- Para continuar mis estudios (01)
- Para buscar mejor trabajo (02)
- Porque mi empresa me trasladó (03)
- Para salir de la casa de mis padres y independisarme (sin casarme) (04)
- Para casarme (05)
- Para acompañar a mi esposo/mi familia (06)
- Para mudarme a una casa mejor (07)

d. ____

66. Por favor, indique su estado civil.

- Soltero (01)
- Casado (02)
- Union libre (04)
- Viudo (05)
- Divorciado (06)

66. ____

Uno de los componentes de este estudio es el de entrevistar a los jefes/supervisores de algunos de los ex-becarios para conocer el impacto de la capacitación en su lugar de trabajo. Sólo podemos hacer esta entrevista con la autorización del ex-becarios).

67. a. ¿Nos daría Ud. permiso para entrevistar a su jefe/supervisor/empleador?

- Sí (01)
- No (02)

67.
a. ____

b. Por favor indique el nombre de su jefe/supervisor/empleador; título/cargo; dirección; y número de teléfono.

Nombre: _____

Cargo/título: _____

Institución: _____

Dirección: _____

Teléfono: _____

GRACIAS POR SU COOPERACION

Aguirre International agradece su participación en esta encuesta. Toda la información que Ud nos proporciona es estrictamente confidencial. Nunca se identifica a un ex-becario por su nombre o posición. Los datos que nos da son agregados estadísticamente y quedan anónimas.

TPAINEE AND EMPLOYER QUESTIONNAIRES

Estimado Empresario:

Este es un cuestionario pequeño que contiene una evaluación del programa de capacitación de **USAID/BPSP**. Tenga la bondad de contestar estas preguntas sobre el ex-becario BPSP que trabaja para Ud. Sus respuestas serán muy valiosas para poder determinar el valor de este programa de becas, en el desarrollo de Bolivia. Este cuestionario es totalmente confidencial, y sus respuestas solo serán empleadas anonimamente. Mil gracias por su cooperación.

Atentamente.

Christopher L. Dyer, Ph.D.
Evaluador del programa BPSP, Bolivia

CUESTIONARIO BPSP, PARA LOS EMPRESARIOS O LOS SUPERVISORES.

1. Cual es el nombre de su empresa o compania?

2. Que trabajo desempeña el ex-becario BPSP en su empresa?

3. Cuanto tiempo a sido Ud. su supervisor/jefe?

4. Cual ha sido el impacto de este empleo para su organizacion?

5. En que forma se distinguen los ex-becarios BPSP con respecto a los otro empleados al mismo nivel de la empresa?

6. Capacitado a otros empleados de la empresa el ex-becario BPSP?

_____ SI

_____ NO

COMO?

7. Contrataria a otros ex-becarios BPSP si tuviera la oportunidad de hacerlo?

_____ SI

_____ NO

Porque o Porque no?

8. Cuales son las cualidades mas importantes que aportan a la empresa los ex-becarios BPSP?

Gracias por su cooperacion

Christopher L. Dyer, Ph.D.