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TRAINING IMPACT AND DEVELOPMENT

An Evaluation of the Impact of the Cooperative Association of States for Scholarships (CASS) Program

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CASS: TRAINING IMPACT AND DEVELOPMENT

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EXECUTIVE SUMMARY

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A. PURPOSE OF THE EVALUATION

This evaluation was designed to assess the effectiveness of the Cooperative Association of States for Scholarships (CASS), administered by the Georgetown University Center for Intercultural Education and Development (CIED). The CASS program operates through a cooperative agreement between the Center (referred to here as CASS/GU) and the Latin America and Caribbean Bureau of the United States Agency for International Development (USAID/LAC). The CASS program recruits socio-economically disadvantaged youth from Central America and the Caribbean for two years of technical training, largely at U.S. community colleges. CASS is a follow-on project to the Central American Scholarship Program (CASP), also administered by Georgetown University between 1985 and 1989. Both CASP and CASS are centrally funded projects under the broader USAID Caribbean and Latin American Scholarship Programs (CLASP).

B. PROJECT PURPOSE AND CHARACTERISTICS

The purpose of CASS, as stated in the Cooperative Agreement, is:

- to provide opportunities for socially and economically disadvantaged Central American and Caribbean youth to acquire technical skills in response to the skilled work force and middle manager needs in their countries;
- to pursue higher levels of academic study and training upon return home; and
- to develop lasting links of friendship in the United States.

These links are enhanced by relationship with host families, students, and faculty at U.S. community-based institutions where they study, and with fellow CASS Trainees from their regions. The Follow-on phase of the program has, in recent years, focused on ensuring employment for returned Trainees. It also helps Trainees to reinforce attitudes and practices relating to individual responsibility and individual initiative. Trainees develop support networks of their own creation to eventually assume leadership roles in achieving social and economic advancement in their countries.

C. EVALUATION PERSPECTIVE

The hypothesis guiding the evaluation is that CASS graduates act as "change agents" by creating positive and sustainable changes in their societies — changes that improve the general quality of life of themselves and of those with whom they interact. The concept of change agent developed for the evaluation was not part of the original planning for CASS. However, the evaluation team believes it to be fully consistent with, and central to, the intent of the CASS/GU program. It is proposed that the creation of change agents is a unifying principle for all forms of training for development. In this evaluation, it is used as a measure of the sustainable impact of CASS training.

For the purposes of this study, **change agents** are defined as *individuals who have the capacity and motivation to initiate — or effectively support — sustainable development through their own actions and through their influence on the actions of others.*

The most effective change agents are those who are leaders. Leadership training, therefore, is an important component of the CASS program. Not all change agents are leaders, but all leaders are change agents. A leader is at the same time the initiator and the product of sustainable development. **Leaders** are defined, in the context of CASS, as *individuals whose actions have the effect of (a) motivating others to act and (b) 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 socio-economically disadvantaged CASS 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, with concrete encouragement, advice, and example; and

- *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.

The hypothesis is that leaders and change agents have a measurable impact on their work place and their community that can be linked to the objectives of training. In this respect, "impact" can be conceived, beyond the planned outcomes of specific, externally-funded projects, the collective result of the sustained application of training skills by CASS returnees.

D. DATA SOURCES AND POPULATIONS

The evaluation included sample populations from five dispersed U.S. community colleges in the CASS program and from four country programs representative of the eleven Central American and Caribbean countries where CASS operates. The four country programs were Honduras, Costa Rica, the Dominican Republic, and the Eastern Caribbean (RDOC). Additional data were collected at a regional Leadership Conference and from key CASS/GU staff members. Data sources for the evaluation included survey questionnaires, focus group and individual interviews, ethnographic case studies, and supporting source documents.

E. THE KEY EVALUATION QUESTIONS

Key questions that guide the evaluation are:

(1) Has the CASS Program effectively used its resources to create change agents?

This question assesses the creation of change agents, that is, the human capacity strengthening and performance which results in measurable impact in the home countries.

(2) Has the CASS Program been effectively managed to promote the achievement of LAC and USAID Strategic Objectives?

In considering this question, it is important to reiterate that LAC Strategic Objectives (SOs) were established *after* the CASS students evaluated here were recruited into the Program. Any contribution by CASS to the attainment of the SOs is therefore an unanticipated consequence of the program design. Nevertheless, USAID Strategic Objectives clearly build on strong program focuses within USAID before they were formulated in their present form. Given the present importance of SOs in advancing USAID's activities, it is useful to attempt to assess how the Program's current directions may or may not make a contribution to future achievement of Mission and Regional Strategic Objectives.

F. RESULTS OF THE EVALUATION

Given the original goals outlined in the cooperative agreement with the LAC Bureau, the overall result of the evaluation shows that the CASS Program has been successful in achieving its stated purpose. Coincidentally, the Program has supported USAID/LAC Bureau Strategic Objectives to some degree, although these were established *after* the CASS Program began. However, CASS has made few efforts to coordinate country programs with local USAID Mission Strategic Objectives despite the overarching project paper language. Specific outcomes of the evaluation are presented as conclusions and recommendations for different aspects of the program.

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The conclusions to the key evaluation questions are as follows:

- *CASS is generally successful in fostering Trainees as change agents.* Impact information suggests that returnees are generally highly motivated to take on increased responsibilities for applying their training in the workplace and the community. A large majority also appear prepared to take on, in future years, leadership roles which will extend the scope of their efforts beyond their household and their community. Preliminary data also suggest the potential for wider-ranging impacts at the regional and national levels.

- *The CASS Program demonstrates outcomes which* indirectly *support USAID Strategic Objectives.* The CASS Program has not yet explicitly designed its activities with direct support of USAID's Strategic Objectives in mind. CASS has developed its goals and program objectives in relative independence from the program development process of the USAID Missions in the countries where it operates. Notwithstanding, the evaluation notes many areas where CASS returnees are coincidentally engaged in programs which stimulate employment, promote exports, foster the democratic process, and support LAC Bureau and Mission Strategic Objectives in other ways .

Actual CASS Program outcomes are divided into three sections: program administration and implementation, the campus program evaluation, and the in-country program evaluation.

G. PROGRAM ADMINISTRATION AND IMPLEMENTATION

This section deals with issues of program administration, student recruitment and final selection, and selection of fields of study.

Findings: Administrative Procedures

- CASS/GU has successfully designed administrative procedures to implement the CASS training process.

- CASS country program administration is efficient and performing well.

- Hiring host country nationals as CASS Country Coordinators is cost effective and guarantees that the program is being administered at the local level by individuals who are most familiar with the educational and cultural environment from which students are being selected.

- The CASS program is, for the most part, administered independently of the local USAID Missions. The result is that the program is having development impacts which the Missions are unaware of and Missions have important information which would benefit the training program.

Recommendation on program administration:

- ***CASS/GU should establish improved channels of communication with USAID Missions in order to bring CASS training objectives in-line with USAID Strategic Objectives.***

Findings: Recruitment of Participants

- Recruitment of candidates involves a large and diverse support network in each country, ensuring opportunities for students from rural areas and secondary cities to participate in the program.

- The CASS recruitment process has demonstrated its ability to identify socio-economically disadvantaged youth. Following CASS/GU guidance, Country Coordinators have successfully established links with a variety of networks, such as Ministry officials, professional associations, non-governmental organizations, and private sector employers.

- Country Coordinators recognize the importance of maintaining the CASS program independently from local governmental organizations, including government agencies. Program independence is maintained through the careful recruitment of students by the coordinator.

- Student recruitment from rural areas is far below the established target goal of 80 percent.

Recommendations on Student Recruitment:

- ***CASS may wish to review the practicality of targeting 80 percent of its scholarships to rural areas. While the motivation of the goal is laudable, real difficulties in recruiting from the rural areas may preclude its realization. Further, findings in selected countries suggest that students from rural areas may be less likely to return to their home country. Third, population trends show that an increasing percentage of the rural populations are moving to urban areas. Given these circumstances, it is recommended that CASS revise the rural target goal downward.***

Findings: Selection of Participants

- Candidates selected meet the established criteria for the CASS program.

- Data from all countries confirm that CASS is one of the few opportunities most poor students have to continue advanced education and may be the only opportunity for students from the lower socio-economic stratum to study abroad.

- Problems arose with some students who were poorly prepared to complete the academic program and who had poor Spanish language skills.

Recommendation:

- ***CASS/GU and the CASS Country Coordinators may wish to review the selection process with respect to assessing academic skills to ensure that the students selected are sufficiently prepared to pursue university level work.***

Findings: Selection of Fields of Study

- CASS fields of study are generally appropriate for the development needs of the participating countries. Concerns with fields of study were noted in the case of Costa Rica and with respect to certain fields, such as the recently discontinued Fashion Merchandising.

- CASS/GU is required to select fields of study at the regional level, which limits the degree to which conditions in specific countries shape the process. Nevertheless, Country Coordinators and USAID Mission personnel expressed dissatisfaction with the results of this centralized decision-making process about fields of study. CASS/GU does not provide explicit guidelines to Country Coordinators on needs assessment methods to determine the fields of study that would most contribute to the development needs of the country.

Recommendations:

- ***Closer coordination among Country Coordinators, the USAID Missions, and others knowledgeable about the country's labor force will facilitate the future selection of the fields of study most critical for meeting the development needs of the country.***

- ***The program would benefit from a more systematic approach to the needs assessment process. GU/CASS should consider developing more explicit guidance for carrying out the country needs assessment process.***

- ***USAID Mission personnel would like to be more actively involved in the needs assessment process to reflect USAID Strategic Objective priorities in the annual selection of fields of study. USAID Missions have invested considerable resources in determine the needs of the country, resources which can enrich the needs assessment process for the CASS program.***

Findings: Predeparture Orientation

- The orientation program provided to all CASS participants is generally excellent.

- The cross-cultural course content and experiential methodology utilized in predeparture orientation is appropriate for the Trainees and generally prepares the students for the U.S. experience. Sixty-seven percent of Trainees stated that they felt "prepared" or "very prepared" for their training.

- Some students experienced problems with their homestays in U.S. families because of a misperception about the types of families who would be their hosts. They were often not prepared to be hosted by single mothers, empty-nesters, and single men and women.

- Many students and most of the Country Coordinators desired more information about the fields of study. Students often do not have a clear understanding of what they will be studying. Especially in fields that are not taught in their country, such as quality control and ecotourism, the lack of information makes it difficult for students to know if they are interested and qualified for the field.

Recommendations:

- ***CASS/GU should include an updated experiential module in predeparture training on U.S. family structure to prepare students more fully for the homestay program which they will encounter in the United States.***

- ***Detailed information on the courses comprising the curriculum for each field of study is currently prepared and provided to students during the orientation program. However, both students and Country Coordinators feel that it is often insufficient to orient candidates to the specific prerequisites and requirements of programs. CASS/GU should make every effort to provide the level of information needed to inform students fully about the fields of study upon which they are embarking. If new fields of study are added, the same information should be made available to students during the recruitment phase.***

H. U.S. TRAINING

This section deals with the U.S. training program, including a review of technical training, English language training for Spanish speakers, and the Experience America component of training. The following conclusions were reached on U.S. training:

Findings: Training Design

- CASS training is generally well-designed and implemented

- Most Trainees are academically prepared for the college-level technical training they receive.

- CASS students are integrated slowly into general academic courses. The degree to which CASS students *are* integrated depends in part on whether the training program requested by CASS/GU was specifically created for CASS or draws on established curricular offerings.

- CASS Trainees judge their training as applicable to their country and their future. Between 80 and 90 percent of the Trainees believed the training would help them in a variety of ways related to finding and keeping a good job.

- Internship programs complement technical training in most programs and provide Trainees with hands-on, practical experience related to their fields. Some 81 percent of those who had work internships were either "satisfied" or "very satisfied" with the

Box 1. Comparing CASS and Other Long-term CLASP-II Trainees

Comparisons are made between CASS students and other long-term CLASP-II Trainees based on information from the new CLASP-II Exit Questionnaire. This was completed by 452 CASS students and 310 other CLASP-II Trainees in long-term programs. The Trainees included in the comparison are contemporaries, having completed their U.S. training between August 1992 and August 1994. Some significant differences exist in the two populations, however. The CASS group is relatively homogeneous in age, education, and length of training (about two years). They receive training in U.S. community colleges or similar institutions. About 62 percent of the CLASP-II group were enrolled in technical training programs not dissimilar to CASS training, most of which lasted between nine months and a year, and three percent pursued the AA/AS degrees typical of CASS students. About 33 percent were studying for Masters or Bachelors degrees. On average, the CLASP-II Trainees had 2.5 more years of education, 11 percent fewer women, and were older (CASS Trainees averaged 21 years of age, while CLASP-II averaged neary 27).

The evaluators feel the comparison is useful, if not conclusive, in that this information is the only ongoing comparison between participants in different "parts" of the overall CLASP program. While the populations are not identical, their similarities are such that differences noted may suggest areas for further consideration.

work experience provided. This is, however, less than other long-term CLASP Trainees, of whom 92 percent of those with work experiences were satisfied.

Findings: Satisfaction with Training

- Most CASS Trainees are satisfied with their training. Over 80 percent are satisfied with course offerings, faculty, instruction, host family experiences, and other Experience America activities.

- CASS students tend to be comparatively less satisfied with their training than other CLASP long-term Trainees. For example, CLASP-II Trainees were statistically more likely to say they were "very satisfied" with their training (48% compared with 32%).

- Nearly all CASS Trainees believed, on leaving the United States, that their training objectives were either "fully achieved" (61%) or "partially achieved" (37%). However, CASS Trainees were significantly less likely to state that their objectives were "fully achieved" than other long-term CLASP Trainees (73%).

Findings: Language Training and Related Issues

- In general, the CASS program succeeds in teaching non English-speaking Trainees sufficient English for them to benefit from their technical training. About 80 percent of CASS students come to the U.S. with little or no background in English proficiency, yet many become fluent.

- English-speaking Caribbean students sometimes feel they are "kept back" by the slower progress of the Spanish-speaking students.

Findings: Social Development Issues

- CASS Trainees act as "friendship ambassadors" on U.S. campuses.

- CASS/GU has developed an innovative Experience America program which systematically introduces CASS Trainees to a broad range of U.S. institutions and practices, including leadership issues, decision-making, volunteerism, the position of women, and ethnic diversity.

- The host family experience provides most CASS Trainees with an intensive exposure to U.S. social life.

- Strong ties of solidarity are created within the CASS cohorts which create links among Trainees from CASS countries.

Findings: Leadership Development

- Trainees assert that CASS training has enhanced a range of skills related to leadership. The evaluators devised the Leadership Development Scale (LDS) to measure a number of skills and attributes associated with leadership. Trainees were asked to rank themselves on a five-point scale on each variable. Some of the findings follow:

- Over 91 percent of Trainees surveyed "agreed" or "agreed strongly" that their CASS training increased both their self-esteem and their self-reliance, with no statistically significant difference by sex, institution, or year of study.

- Over percent of CASS Trainees believe that CASS training has improved their ability to speak in public.

- Some 87 percent of Trainees feel they are better able to tolerate change as a result of the CASS experience. This characteristic appears to increase with time, since second-year students are significantly more likely to agree strongly with this.

Findings: Training in Democracy Issues

- CASS students report greater understanding of U.S. democratic and economic institutions and improved opinions of the United States as a result of their U.S. experience. In the 1994 CASS Campus Survey, nearly 75 percent of respondents feel they have learned something about the U.S. political system that might be useful to them as leaders in the future. When asked to cite what those elements were, most spoke about "the system in general," or mentioned democratic decision-making and freedom of expression.

Findings: Cultural Sensitivity Issues

- Some students complained that their campus coordinators and other staff were unfamiliar with their countries and the kinds of cultural expectations that students brought with them. As a result, a degree of insensitivity to students problems was sometimes apparent.

- Students in some areas, especially in smaller cities, occasionally encountered racial discrimination.

Recommendations:

- ***CASS/GU may wish to enhance the cross-cultural training of campus coordinators and provide guidance in training support staff. Such training should be experientially based through practical exercise as well as knowledge. Activities for the CASS students need to be planned with sensitivity to the cultural differences of the regions from which the students are sent.***

- ***The evaluators recommend that CASS/GU continue to monitor closely the ongoing performance of the technical training offered at the client institutions. Institutions that are noted to have concerns over their program should receive special attention in clarifying their continued preparedness to offer the technical courses assigned to them.***

- ***Campus coordinators may need to improve the flexibility of the curriculum design in order to allow the Caribbean students to advance according to their skills and background.***

- ***CASS/GU should reiterate to its member institutions the importance of providing all students with internships.***

- ***The evaluators recommend that CASS/GU consider an effort to synthesize the program's broad experience into practical, concrete guidelines to assist weaker institutions to upgrade their ESL approach to incorporate the best practices in the Program.***

I. IN-COUNTRY CHANGE AGENT IMPACT AND STRATEGIC OBJECTIVES

This final section covers the outcomes and recommendations generated by the in-country survey. The outcomes are focused on the impact returnees have had as change agents in their respective areas of training. It also reviews the secondary aspects of the attainment of USAID/LAC Strategic Objectives. The outcomes revealed in the country evaluation are as follows:

Findings: Employment Issues

- Most Trainees return home to find jobs. Only about seven percent are unemployed.
- The targeting of training fields for employment has been effective. The average rate of employment in fields of study and related fields for the survey population is 79 percent, indicating a satisfactory fit between country labor market needs and selected fields.
- The primary benefits of CASS training for employment come from the technical skills training. For Spanish speakers, the acquisition of English skills supports and enhances the ability of CASS Trainees to apply their training; it does not appear as a significant source of permanent employment.
- Nearly 85 percent of Trainees report increased responsibilities on the job; 93 percent have improved income; and 56 percent have been promoted in their present positions.
- The associate degree is seen as an inadequate credential by returnees in certain countries in achieving promotions beyond their initial appointments.

Findings: Change Agent and Leader Development

- A marked transition from low to high job status after training is an indictor of improved economic and leadership possibilities for the future.
- The CASS Program is generally supporting the development of "change agents" and "leaders." This impact is expected to continue and multiply as returnees mature in their professions.
- The "Leadership Development Scale" suggests that a high leadership capacity has been developed among returnees. Between 85 and 90 percent of all Trainees report that training improved their overall leadership capacity.
- Links with the U.S. reinforce ongoing attitudes congruent with democratic values. Some 92 percent of CASS returnees surveyed maintain contacts with U.S. friends. This indicates that Trainees continue their "friendship ambassador" activities through continuing ties with U.S. friends, including host families, classmates, instructors, and other social contacts.
- Trainees have drawn on their U.S. leadership skills and motivations to take on community and grass roots leadership activities.
- Trainees exhibit a maturing participation in political and civic democratic institutions.

Findings: Present and Ongoing Training-Induced Development Impacts

- Trainees are active in the private sector and appear to be actively involved in producing new economic growth for themselves and their employees.

- The "Ladder of Life Scale" indicates that the training experience had the impact of significantly modifying Trainees' world view during training, giving them an optimistic attitude about their chances for improved opportunities in the future,

- The level of training impact for the four countries surveyed appears to be inversely correlated with the degree of development. The more economically disadvantaged the population, the more likely Trainees are to assess CASS training's importance highly.

- Ninety-four percent of Trainees maintain communication with other Trainees. The common experience of CASS training creates social relationships between individual students that act as information links.

- Alumni associations of returned Trainees are strong in two of the four surveyed countries, the Dominican Republic and Honduras.

- The CASS students' activities presently support at least two USAID/LAC objectives. Their relative success in the workplace supports the economic Strategic Objective. As these students mature and become more politically active, they should also have an impact on the democratization of their country and in the maintenance of strong economic, social, and political ties with the United States and USAID.

Recommendations:

- ***Follow-on should be designed to promote active, development-oriented activities. In those countries where viable CASS organizations exist, Trainees should be encouraged to work to increase ties with USAID Missions. Efforts should be made in all countries to strengthen the potential for CASS Trainees to be involved in the country development activities of USAID.***

- ***CASS/GU and the USAID Missions should cooperatively promote the tracking of CASS returnees and their activities as a means of further understanding their development as change agents. Further, this would promote an understanding of the nature and direction of development impacts arising from the maturation of returnees in their occupational roles.***

- ***It is recommended that CASS/GU expand contacts between USAID Missions at the program level. The results of this communication should factor into future decisions on the selection of fields of study in individual countries and on the introduction of new fields to the Program. The Mission's Strategic Objectives, and how CASS training can most effectively contribute to them, should underlie this process.***

CHAPTER ONE:

INTRODUCTION

The Cooperative Association of States for Scholarships (CASS), administered by the Georgetown University Center for Intercultural Education and Development (CIED), is a cooperative agreement between the Center (referred to here as CASS/GU) and the Latin America and Caribbean Bureau of the United States Agency for International Development (USAID/LAC). The CASS program recruits socio-economically disadvantaged youth from Central America and the Caribbean for two years of technical training, largely at U.S. community colleges. CASS is a follow-on project to the Central American Scholarship Program (CASP), also administered by Georgetown University between 1985 and 1989. Both CASP and CASS are centrally funded projects under the broader USAID Caribbean and Latin American Scholarship Programs (CLASP).

A. PROJECT PURPOSE AND CHARACTERISTICS

The purpose of CASS is, as stated in the Cooperative Agreement, is:

- to provide opportunities for socially and economically disadvantaged Central American and Caribbean youth to acquire technical skills in response to the skilled work force and middle manager needs in their countries;

- to pursue higher levels of academic study and training upon return home; and

- to develop lasting links of friendship in the United States.

These links will be enhanced by relationship with host families, students, and faculty at United States community-based institutions where they study, and with fellow Peace Scholars from their regions. The follow-on phase of the program will help them adopt and practice attitudes and beliefs in responsibility and individual initiative through support networks of their own creation; and to eventually assume leadership roles in achieving social and economic advancement in their countries (Cooperative Agreement LAC-0661-A-00-0039-00, Attachment 2, p. 1).

The fundamental program elements of CASS are derived from this formulation of the project's purpose::

- the recruitment of disadvantaged youth;
- training in technical skills;
- encouragement for further education upon return;
- linkages with the U.S.; and
- follow-on aimed towards employability and leadership.

Between 1989 and June 30, 1994, CASS has brought 1,953 Trainees to study in the U.S. Of the total, 957 were women, all were economically or socially disadvantaged, and all came for long-term study.[1] CASS has provided training in a wide range of fields in institutions in all regions of the United States.

The CASP Program, the predecessor to CASS, began in 1985. By 1989, CASP had brought 1,129 students from Central America to study at U.S. institutions of higher education. CASP soon settled on the community college formula which has been continued in the CASS Program. Trainees are offered the opportunity to earn a technical certificate and, if possible, an Associate of Arts two-year degree. Most do not speak English; their first task in the U.S. is to master English sufficiently well to be mainstreamed into classes. The project also emphasizes the importance of residing with a U.S. family for at least the first semester and participating in community activities and local-level organizations besides college classwork. Upon returning home, Trainees receive assistance in re-entry and locating initial employment. They are also encouraged to take part in alumni associations and other Follow-on activities.

CASS has field offices in 10 countries and the Eastern Caribbean which oversee the selection of support committees, trainee recruitment and selection, predeparture orientation, and re-entry and Follow-on. CIED issues guidance for the program as a whole

Project Funding

CASS began in 1988 under the first phase of CLASP. It was originally funded at $17,000,000. Funding continued as CLASP-II began in 1990 and has reached an obligated funding level of over $69,000,000 through FY 1993 (see Table 1.1).

Table 1.1 CASS Funding

Date		Grant Amount	Total
August, 1990	Original Grant	$17,655,000	$17,655,000
August, 1991	Modification #1	$17,000,000	$34,655,000
August, 1992	Modification #2	$17,000,000	$51,655,000
August, 1993	Modification #3	$17,000,000	$68,655,000
May, 1994	Modification #4 (CASP Carry-over)	$920,000	$69,575,000

Grant amounts for the past three annual increments have included about $2,000,000 per year for the Nicaragua Peace Scholarship Program (NPSP). The budget request submitted in September 1993 noted that support for NPSP is expected to end with FY 95. Funding levels for the last two years of the CASS Cooperative Agreement have yet not been fixed. Total USAID funding, however, may reach $95,000,000 or more over the life of project.

Each annual modification funds a new cycle of two-year scholarships and related administrative costs. The 1993 amount, for instance, funds Cycle J scholars from 1993-1995 and administrative costs through November 30, 1995.

CASS was designed to expand the role of "partnerships" between USAID, Georgetown University, and U.S. training institutions. The objective is to foster cost sharing between the colleges and USAID. The CASS agreement requires 25 percent cost sharing, which Georgetown exceeds by a small margin. College cost sharing has taken a variety of forms, such as salaries of campus coordinators, tuition, allowances and indirect cost. In-country contributions include office and conference space, participant room/board during Orientation and Re-entry, and various administrative costs.

CASS training costs are approximately equal to other CLASP-II training costs for long-term programs at two-year institutions. However, CASS provides services to CASS trainees that are not normally available to other CLASP trainees, such as full time on-campus coordinators.

B. PROGRAM ELEMENTS

CASS/GU project staff have prepared guidance for the implementation of the program. Administrative manuals outline program procedures for recruitment and selection of the students; orientation programs in the student's countries; Experience America; student handbooks; and community college CASS-student advisors. Brief descriptions of the procedures follow.

Student Recruitment and Selection

CASS describes their recruitment as nationwide efforts to identify eligible candidates from poor rural areas in each of the participating Caribbean and Central American countries. CASS uses the following criteria:

- age between 17-25;
- limited personal and family financial resources;
- demonstrated leadership abilities and community involvement;
- a citizen of the country from which they are applying;
- family income level within the target disadvantaged range;
- high school graduate or enrolled in the final year of high school;
- academically above average;
- no post-secondary degrees or university experience;
- unmarried and without children;
- no siblings who have received a CASP/CASS scholarship; and
- 50 percent of candidates will be women.

Recruitment Process: CASS/GU suggests a variety of methods for announcing the scholarships within the countries. CASS in-country coordinators share these guidelines for selecting Trainees with support networks of interested citizens from the public and private sector established in each country. Potential applicants learn about the criteria in the preliminary application form. The preliminary application forms are sent to the support network members and to principals of public schools throughout the country. Announcements are also published in newspapers and broadcast

on the radio. CASS alumni are expected to play an important role in publicizing the program through their informal social networks.

Candidate Selection Process: CASS in-country staff and members of the country support network screen initial inquiries and eliminate those who do not meet the selection criteria. Candidates who meet the criteria are invited to complete the long application form. Country coordinators strive to distribute ten applications for each available scholarship. Qualified candidates are invited to participate in personal interviews. The field is then reduced to two candidates per scholarship.

CASS/GU guidelines for the interview process outline the composition of the interviewing committee and areas of questioning for the candidates. Besides verifying that candidates meet the basic requirements of the program, interviewers address the following areas:

- the candidates' motivation and interest in the field of study;
- the candidates' apparent ability to communicate and adapt;
- their willingness to participate in cross-cultural exchange as "Friendship Ambassadors;"
- the candidates' demonstrated leadership abilities; and
- their commitment to their country and their community (Georgetown University: 1994).

These applications are then brought to Washington, D.C. for final selection at a joint meeting of CASS/GU staff, country coordinators, and community college representatives.

Fields of Study

Selecting appropriate fields of study for each country is integral to achieving development impact from training. "Development" is defined here as "an improvement in the quality of life." The selection of relevant fields of study is a dynamic process which includes the input of the country coordinator, CASS/GU personnel, information gleaned from governmental sources, USAID, and international donors, various industry and chamber of commerce contacts, and the selection committee. Surveys may be conducted in-country.

Fields of study reflect the educational and development needs of the countries. Ideally, they represent a match between these needs and the available programs of study offered at the community colleges in the program. Final lists of fields are decided on in cooperation with the participating colleges, CASS/GU, and USAID/Washington. They are then provided to the country coordinators by GU. Scholarships are allocated on a quota basis by field. The present fields of study are presented in Chapter Two.

C. ADMINISTRATIVE STRUCTURE REQUIRED TO IMPLEMENT THE PROGRAM

Georgetown University Staff

CASS is administered by Georgetown University's CIED director, assisted by an associate director who handles operational details of program. CASS/GU is organized into two divisions, Overseas and U.S. Operations. Overseas Operations is managed by a Director and an Associate Director. Three regional coordinators serve as primary contacts between CASS/GU and the country coordinators, with each responsible for four countries. Regional coordinators from the CASS central office take part in such activities as interviewing prospective students and alumni meetings of returnees.

The director of U.S. Operations is assisted by two assistant directors and three program officers. The directors and program officers are the primary contact with the U.S. campus coordinators. There are presently 24 active campus programs in the U.S., with each program coordinator being responsible for between four and seven programs.

In each country, Georgetown University hires a country coordinator, a senior-level host country national to represent the university and manage the CASS training program. The country coordinators' responsibilities are divided into three main categories:

- *identify country-appropriate fields of study*, as discussed above;
- *establish a program "support network"* of and private sector and government representatives to "promote the broad mission of CASS and USAID;" and
- *implement the CASS program*, following priorities established by Georgetown. The activities include student recruitment and selection, orientation for U.S. program, re-entry seminars, and Follow-on, especially for the "Everybody Works" program.

The activities of four country coordinators are explored in the country studies (Appendix One).

D. FRAMEWORK OF THE STUDY

The "Change Agent" Concept

The purpose of USAID training is, in the first place, to impart to Trainees technical skills or academic knowledge which are relevant and applicable to the Trainees' participation in the development of their home country. Without diminishing the importance of technical knowledge,

> ***Change agents:*** individuals who have the capacity and motivation to initiate — or effectively support — sustainable development through their own actions and by their influence on the actions of others.

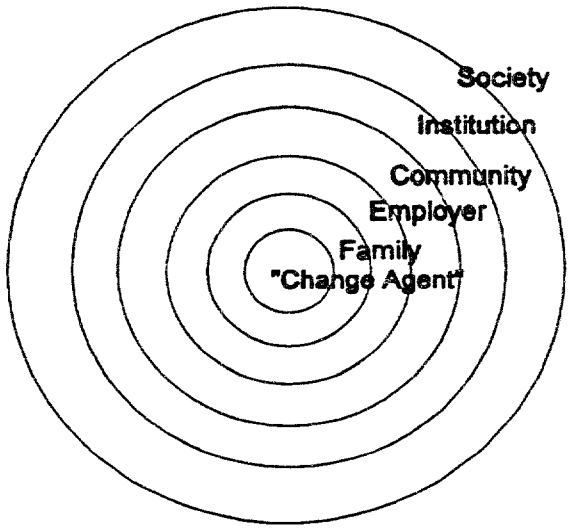
USAID planners have also come to recognize that participant training must address "the broad range of experience, attitude, and understanding of economic and political institutions that contribute to development" (draft language for the revised USAID Handbook 10, Participant Training). Technical skills 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 be prepared to take on such activities as the following:

- apply their training in the workplace, even against obstacles;
- share their training with their co-workers;
- formulate and initiate improved procedures in the workplace;
- be willing to take their training beyond the single place where they are employed to new venues, such as for the support of the community or volunteer organizations; and
- participate as a citizen in the democratic process of their country.

CASS Trainees as Change Agents

The underlying premise of this evaluation is that the CASS Program is designed to develop and encourage CASS Trainees to act as development "change agents" on their return home. Acting as change agents, they are expected to have 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 family, work place, community, broader institutions, and, in some cases, society at large. The Trainee — the change agent at the core of the circle — reaches beyond himself or 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.

Figure 1.1. Change Agent Impact



The model also implies a time dimension to development impact. Upon returning, the Trainees' initial impact may be on the narrow circle of family. Over time, Trainees are likely to have an impact within a broader range of levels, as they attempt to make changes in their new 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 for individuals by sex, age, or other criteria (e.g., disability).

The evaluation therefore examines whether Trainees can be classified as change agents. It also explores the degree to which such "change agentry" supports the coordinated development goals of USAID as an Agency, i.e., in what direction are CASS Trainees developing their change agent skills?

Becoming a Change Agent

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

- The "right" candidates must be chosen, that is, Trainees with leadership potential and the mix of personal characteristics which will enable them to take advantage of the experiences offered them. They must then be brought into the program with appropriate orientation.

- The U.S. training itself must be effective. Trainees should be able to show evidence of increased capacity and high motivation to be able to use the new skills and knowledge in the role of "multiplier" and change agent in their home country.

- Trainees must return home.

- The Trainee must be able to use the training. In this case, with the CASS Program's strong emphasis on job-related training, employment is a prerequisite to using the training.

Determining Change Agent Status: Five Indicators

Five indicators have been developed to analyze whether CASS Trainees can suitably be termed "change agents." These are described below and summarized in Box 1.1.

- 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.

Box 1.1. Components 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; and
- Maintaining motivation for working in development in the future.

- Second, 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 the employers that the Trainees are valuable human resources for the organization.

- 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.*

- Finally, Trainees' stated 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 CASS returnees that appears in subsequent chapters.

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. Most currently implemented projects, such as CASS, were conceived before management towards Strategic Objectives 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. An objective of the evaluation is to examine the relationship between Strategic Objectives and CASS Trainees' activities.

E. METHODOLOGY

Both qualitative and quantitative methods were used to collect data for the evaluation. Survey data were collected from Trainees in four CASS country programs, Costa Rica and Honduras in Central America and the Dominican Republic and the English-speaking islands of the Eastern Caribbean (RDOC). Some 309 returned Trainees participated in the survey. A separate survey was carried out on five CASS community college campuses and at a CASS Leadership Conference in Wisconsin, to gather the views and experiences of 237 current CASS Trainees. CLASP Exit Questionnaires over the past four CASS annual "cycles" were also analyzed. Focus group and key respondent interviews were the primary qualitative methods employed.

The results and conclusions generated in this report are the product of the collective efforts of the Aguirre evaluation team of social scientists and support staff, with over eight years of experience under the LAC Bureau in the evaluation of USAID-sponsored training programs.

F. THE REPORT

The main body of the report is divided into four chapters. Chapter Two examines the U.S. training provided to CASS students and focuses both on the academic and the Experience America components. Chapter Three summarizes the results of the four country program analyses and provides an overall view of the role CASS Trainees are playing on return to their countries. Chapter Four presents conclusions and recommendations. The individual country program studies are provided in Appendices One through Four.

Endnotes

1. Under USAID/W definitions, "long-term" means nine months or more. The CASS students have largely come for programs of 22 to 24 months.

CHAPTER TWO

U.S. ACADEMIC PROGRAMS

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U.S. ACADEMIC PROGRAMS

The purpose of this chapter is to examine two sets of issues:

- to determine whether the U.S. training and life experience provided by the CASS/GU program creates the *capacity* and the *motivation* for Trainees to return to their countries to become change agents; and,

- to assess the impact of CASS students on the U.S. campuses, consistent with the goal of the scope of work, "to assess how the process of acting as friendship ambassadors within a group of peers at U.S. campuses... gives participants their initial training as agents of change."

Part I of the chapter describes the structure of the U.S. campus program: the role of the Campus Coordinators, selection of the U.S. colleges and fields of study, and a description of the academic programs currently offered to CASS Trainees. Part II assesses the capability of U.S. institutions to provide training which support CASS Trainees as more highly trained technicians and as future change agents. Three components of the training are discussed: academic training, English language training, and Experience America activities. Current CASS Trainee views of the components are summarized. Finally, conclusions and recommendations are presented at the end of the chapter.

PART I. BACKGROUND: THE CAMPUS PROGRAMS

The Campus Coordinator and Staff

Each cooperating institution chooses a Campus Coordinator who oversees the administration of CASS and who usually serves as campus advisor to the CASS students. The Campus Coordinator is also the primary liaison between CASS/GU and the community college. The Coordinator oversees or implements the following:

- a week-long orientation for incoming students;
- students' academic progress, social and psychological adjustment, and improvement in learning English;
- housing and transportation issues, including the host family experience;
- internships and work experiences for the students;
- Experience America activities, to ensure they have been programmed and are taking place; and
- re-entry seminars for students completing their program.

Normally, the Campus Coordinator is assisted in these tasks by other staff. CASS/GU does not require any particular staff configuration in member schools, and the particular distribution of functions varies from college to college. Additional staff may take charge of transportation, Experience America, or

housing. The Coordinator also usually represents his/her institution at the annual selection meetings at Georgetown University in April.

The Selection of U.S. Institutions

The Central American Scholarship Program (CASP), CASS's predecessor project, established the focus on community colleges and on job-related, technical training. Georgetown University adopted the community college as the primary counterpart institution because they were seen as "uniquely suited to this program because of their small size; their relationship to their local communities, businesses, and industries; and their emphasis on technical/vocational training."

The CASS Program "inherited" a list of some 20 CASP institutions, largely community colleges. Most of the CASP institutions were originally brought into the network through contacts developed with the Community Colleges for International Development (CCID), an inter-college consortium and the American Association of Community Colleges (AACC).

When CASS began in the summer of 1989, the number of institutions included expanded to 41. Recruitment for the expansion began at the 1989 meetings of the AACC. Selection was reportedly based on the school's interest in incorporating the CASS international students, their academic or training program, and the willingness to share costs. Institutions were required to submit a proposal, and a technical review of the proposal served as the primary basis for selection.

Geographic considerations entered as well. The original selection may have been guided by placing the program in areas where positive support was expected from state and local government. The institutions were widely distributed throughout the United States, from Washington, Oregon, and California to Maine. However, the original institutions were clustered: for example, 16 were in the four states of Wisconsin, Iowa, Kansas, and Missouri; California had four; and Florida and Maine had three each. Broad areas of the south (with the exception of South Carolina) had no schools at all; the West had one site each in Texas, New Mexico, and Utah. Through the years, this clustering has been somewhat less apparent.

Once the new schools were selected, CASS/GU paired the new schools with those already in the program. A former staff member reported that this rapid expansion *could* have been a "formula for disaster," but in fact few problems arose in bringing on the new schools.

Incorporating a large number of new institutions into the program was based on the premise that the client colleges would be able to provide 50 percent of funding. This proved impossible, and in 1990 the target for financial participation was lowered to 25 percent, with USAID's agreement. Since previous budget projections were now overly optimistic, the initial pool of institutions necessarily had to shrink. This process has continued through the present, with 23 schools included today. The main element in "de-selecting" schools has been the gradual evolution of the fields of study. New schools are occasionally incorporated into the program when a new field of study is designed. For example, a new shrimp and fisheries program has been developed for Fall, 1994, at Santa Fe Community College in Gainesville, Florida.

Table 2.1 lists the institutions where CASS/GU placed students for 1993-94. Cycle "I" (using CASS/GU's terminology) entered the fall of 1992 and have just returned home. Cycle "J" began in the fall of 1993.

Table 2.1. CASS Schools for 1993-1994

Schools	*Location*	*Cycles*
Bergen Community College	Paramus, NJ	I
Berkshire Community College	Pittsfield, MA	I & J
Broome Community College	Binghamton, NY	I & J
Central Florida Community College	Ocala, FL	I & J
Edmonds Community College	Lynnwood, WA	J
Florida Comm College at Jacksonville	Jacksonville, FL	I & J
Fox Valley Technical College	Appleton, WI	J
Harris-Stowe State College	St. Louis, MO	I
Hesston College	Hesston, KS	I & J
Hocking Technical College	Nelsonville, OH	I & J
Illinois Eastern Community College	Olney, IL	I & J
Kings River Community College	Reedley, CA	I & J
Kirkwood Community College	Cedar Rapids, IA	I & J
Modesto Jr. College	Modesto, CA	I & J
Mount Hood Community College	Gresham, OR	J
Mt. Aloysius College	Cresson, PA	I & J
Northcentral Technical College	Wausau, WI	I & J
Scott Community College	Bettendorf, IA	J
St. Louis Comm College-Florrisant Valley	St. Louis, MO	J
St. Petersburg Jr. College	Clearwater, FL	I
U. of South Carolina - Sumter	Sumter, SC	J
U. of Wis Center - Richland	Richland, WI	I
U. of Wisconsin Center - Marinette Co	Marinette, WI	I
Utah Valley State College	Orem, UT	I & J

Source: CIED, Georgetown University

Fields of Study

The CASS fields of study have evolved over the years. The objective is to offer basic technical training in fields that will provide ready employment for the Trainees and fill gaps in the work forces of the CASS countries. Ideally, the selection of fields begins in the CASS countries. In-country staff and support committees review information from governmental and other sources (international donors, independent studies, etc.) on labor market needs. These needs are communicated to CASS/GU Overseas Division staff, who meet with their CASS/GU program colleagues working on the U.S. component to decide which of the multiple suggestions should be included in the program.

CASS does not begin with a blank slate, of course. Some of the programs which were identified as filling ongoing needs were continued from CASP. A new field must therefore compete with the established fields before being adopted (for the fall of 1994, a new program in shrimp and fisheries made the grade). Table 2.2. lists the fields of study currently offered, by institution.

Table 2.2. CASS Fields of Study - Cycles I and J

Field	*Cycles*	*Field*	*Cycles*
Agribusiness		Food Technology/Processing	
Kirkwood Community College	J	Kings River Community College	J
		Modesto Jr. College	J
Computer Science		Hotel & Restaurant Management	
U. of Wis Center - Richland	I	Bergen Community College	I
		Florida Comm College	I & J
Electronics/Telecommunications			
Hesston College	I & J	Industrial Maintenance	
Illinois Eastern Community College	I & J	Central Florida Comm. College	I & J
Electronics/Medical Equipment Repair		Interpreter Training	
Berkshire Community College	I & J	Mt. Aloysius College	J
Environmental Technology Training		Microcomputer Applications (Hearing Impaired)	
Hocking Technical College	I	Mt. Aloysius College	J
Utah Valley State College	I		
		Printing	
Environment/Ecotourism		Modesto Jr. College	I
Hocking College	J		
		Quality Control	
Environment/Water Technology		Broome Community College	I & J
Utah Valley State College	J	St. Louis College-Florrisant Vall	J
Fashion Merchandising		Small Business Management	
St. Petersburg Jr. College	I	Edmonds Community College	J
		Northcentral Technical College	I & J
Food Technology		Scott Community College	J
Kings River Community College	I	U. of South Carolina - Sumter	J
		U. of Wis Center - Marinette Co	I
Food Technology/Food Science			
Mount Hood Community College	J	Special Education Training	
		Harris-Stowe State College	I

PART II. BUILDING CAPACITY AND MOTIVATION FOR LEADERSHIP

This section assesses the capability of U.S. institutions to provide training which support CASS Trainees as more highly trained technicians and as future change agents. The evaluation adopts the approach that training needs to be designed so as to build both the *capacity* and the *motivation* of Trainees to become change agents in their home communities. This section reviews the degree to which the U.S. CASS program is succeeding in structuring the U.S. experience to build Trainee capacity and motivation.

- *Capacity building* is defined as the acquisition of skills and knowledge which permit returned CASS students to find employment in new work spheres and apply what they have learned.

- *Motivation building* refers to the range of attitudes and values created through structured cross-cultural experiences which lead the CASS student to take on the role of change agent.

Three components of the training are discussed: academic training, English language training, and Experience America activities. *Capacity* is increased largely through the academic course work and specific extra-classroom activities such as work-related internships. *Motivation building* is achieved through the broader Experience America activities. These include living with a host family, living independently in apartments and dormitories, participating in campus life and community activities, and formal courses and seminars to strengthen leadership skills.

Sources of Information

Two primary sources of data provide the quantitative results presented here: (a) a specialized U.S. in-country questionnaire administered to CASS students during the site visits carried out as part of this evaluation; and (b) the CLASP-II Exit Questionnaire, given to all CLASP scholars when they leave the U.S. Qualitative information was gathered as part of the five site visits to CASS campuses. Evaluators held focus group meetings with Trainees and interviewed program personnel, faculty members, college administrators, and host families. The site visits were conducted at Modesto Junior College in Modesto, CA; Broome Community College in Binghamton, NY; Hocking Technical College in Nelsonville, Ohio; Central Florida Community College in Ocala, FL; and St. Petersburg Jr. College in Clearwater, FL. Additional data were collected at the regional Leadership Conference in Madison, WI. Interviews were also held with key staff members of Georgetown University's Center for International Education and Development (CIED), which administers the CASS program.

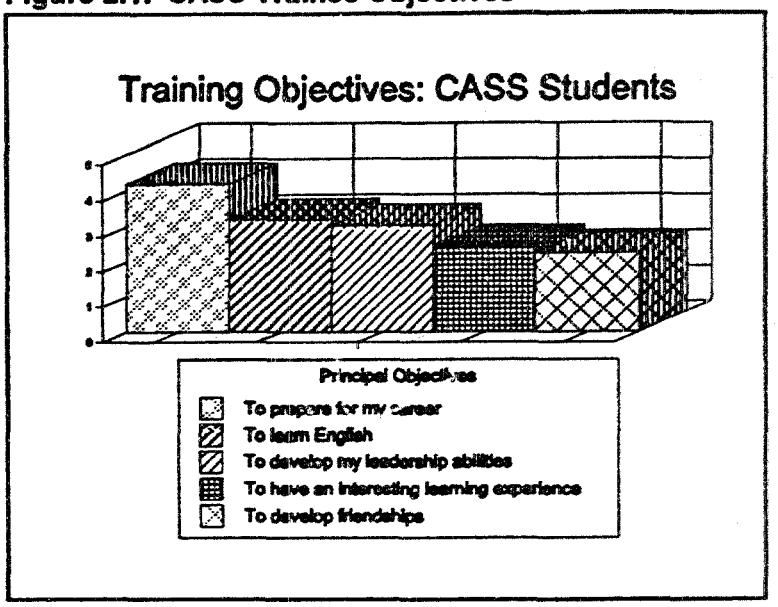
Who are the CASS Trainees?

As of September 1, 1994, over 700 young people were in the U.S. under the CASS program for long-term training from eleven countries in Central America and the Caribbean (plus seven independent islands of the eastern Caribbean). All these CASS Trainees have been classified as economically disadvantaged; all have been designated as leaders or potential leaders. Slightly more than 50 percent are women. Nearly 70 percent (more men than women) are categorized as coming from rural areas. Nearly all have an associate community college degree recorded as their academic goal. Consistent with program requirements, they have studied, on average, slightly more than 12 years in school. However, their parents did not receive the educations they already have; over half of their fathers and mothers have had only six years or less of schooling. The Trainees average 21 years of age, and about 30 percent have not yet reached 20.

In spite of their youth, nearly 71 percent of those responding to the Spring 1994 Campus Survey were employed before receiving their scholarship. Almost all of those who were not formally

employed were studying. Most (79%) feel that if they had *not* been selected for a CASS scholarship, they would currently be at home working; about half feel they would also be studying.

Figure 2.1. CASS Trainee Objectives



What Do Trainees Hope to Achieve?

The Campus Survey asked CASS Trainees to rank five possible objectives for why they accepted the CASS scholarship. "Preparing for my career" was the most important (79% ranked it either as "most important" or "important"). Women were significantly more likely to rank this highly; 92 percent of women placed this among the top two objectives. "Learning English" was the second most important goal (53% placed that in one of the two highest categories). Least important was "developing new friendships and other social contacts." Figure 2.1 graphs the means for each objective, where "5" represents "most important."

A. Predeparture Orientation

- ***Are CASS Trainees prepared for the U.S. training experience?***

Yes. Sixty-seven percent of Trainees stated they felt either "prepared" or "very prepared" for their U.S. stay. Another 31 percent said they were "somewhat prepared." Trainees also express generally high levels of satisfaction with the various components of the predeparture training received, as indicated in Table 2.3.

CASS Trainees and CLASP-II long-term Trainees were equally satisfied with their preparation on U.S. culture and with information on the training organization. CASS Trainees were significantly less satisfied with their introduction to program content, information on program objectives, USAID's policies and regulations, and their stipends, as well as instructions about the insurance benefits. (For methodological issues in the CASS-CLASP-II comparison, see Box 2.1)

Table 2.3 Satisfaction with Predeparture Training

"Satisfied" or "Very Satisfied"	*Percentage*
Information on Program Objectives	90.2
Preparation for U.S. Culture	88.7
Information on USAID Policies	80.4
Information on Health Insurance	80.2
Information on Program Content	81.6
Information on Training Institutions	77.5
Source: Exit Questionnaires	*n=408 to 417*

B. Assessing CASS Technical Training

The specific academic course of study offered in each of the more than twenty training institutions is shaped by two important factors:

- the degree to which the particular program of study is able to draw on courses from the *standard curriculum* offered by the institution versus the need to establish *specific courses* for the CASS students for their program; and

- the language background of the students.

Box 2.1. Comparing CASS and Other Long-term CLASP-II Trainees

In this chapter, comparisons are made between CASS students and other long-term CLASP-II Trainees. This is based on information from the new CLASP-II Exit Questionnaire, completed by 452 CASS students and 310 other CLASP-II Trainees in long-term programs. The CLASP-II Trainees included in the comparison are CASS training contemporaries, having completed their U.S. training between August 1992 and August 1994. Some significant differences exist in the two populations, however. As described in the text, the CASS group is relatively homogeneous in age, education, and length of training (about two years). They receive training in U.S. community colleges or similar institutions. The CLASP-II group is more diverse. About 14 percent were studying for Masters degrees, and some 21 percent were working towards a Bachelors degree. Nearly 62 were enrolled in technical training programs, most of which lasted between nine months and a year. About three percent pursued the AA/AS degrees typical of CASS students. The CLASP-II Trainees had 2.5 more years of education, on average, and were older (CASS Trainees averaged 21 years of age, while CLASP-II averaged nearly 27). The CLASP-II group has proportionately fewer women (37%, compared with 48% of CASS respondents) and is somewhat less disadvantaged (91%, while 100% of CASS Trainees are classified as disadvantaged).

The evaluators feel the comparison is useful, if not conclusive, in that this information is the only ongoing comparison between participants in different "parts" of the overall CLASP program. Trainees complete the questionnaires independently. While the populations are not identical, their similarities are such that differences noted may suggest areas for further consideration.

English-speaking students from the Caribbean, Belize, and some zones along the "Atlantic" coast of Central America can integrate themselves into standard courses right away, while Spanish speakers face the considerable hurdle of learning English.

- ***Trainees are academically prepared for the college-level technical training they receive.***

CASS students are generally described in very positive terms by those who teach and work with them. Faculty members and college staff on all campuses described the CASS students as serious, hardworking, and diligent. They complimented the Trainees' efforts to master English and their diligence in excelling in their studies. A common refrain was admiration for the Trainees' resolve and the frequently stated wish that U.S. students be equally motivated.

Many CASS students excel at the college level in spite of language difficulties (see the discussion of English language training below). In each site visit, cases were cited of students who were doing particularly well. For example, a CASS student of very humble origins and with no background in English was one of a handful of students placed into calculus on a campus of 10,000. A Caribbean CASS student on the same campus was fulfilling requirements for both the

A.A. and the A.S. degree. In many institutions, CASS students are consistently on the Dean's List.

On the other hand, program implementers in institutions which have had CASP and CASS students for some years have suggested that recent students are less academically prepared than previous CASP/CASS groups. If there is any validity to this impression, one can hypothesize that the selection committees in their respective countries have, over the years, sharpened their ability to recruit the "truly disadvantaged" who are the target population of the program. Differences may reflect the range of educational quality in the different countries of the region as well as distinctions in educational opportunity between urban and rural areas, especially in countries torn apart by civil strife, such as in Nicaragua or El Salvador. (The idea that the countries are exhausting the pool, as several persons mentioned, seems unlikely for two reasons: each year a new cohort enters the eligible age group; and survey data substantiate that students fall within the age limits of 17-25.

- ***CASS students are generally integrated slowly into general academic courses. The degree to which CASS students are integrated depends in part on whether the training program requested by CASS/GU was specifically created for CASS or draws on established curricular offerings.***

The pace and degree of "mainstreaming" of CASS students becomes a primary issue in the design of programs. Our impression, gained in five site visits to institutions around the U.S., is that Spanish-speaking Trainees often remain clustered in the classroom for the first full year of their academic experience. Most are able to integrate themselves into standard courses the second year; and some exceptional students do so earlier. However, many CASS students take most of their full academic program among the CASS group alone. (This does not imply that they are separated in all spheres of their lives, as discussed below.)

Some technical programs are offered only (or largely) to CASS students. For example, the Quality Control program at Broome Community College, the fashion merchandising program at St. Petersburg Junior College, and Hocking Technical College's ecotourism (a new offering) are programs developed at the request of CASS/GU and which have not yet attracted a large number of U.S. students. For most or all of their field-specific technical training, CASS students study together, separate from the rest of the student population.

Even in those programs which only serve CASS students, Trainees are normally also enrolled in general education courses, required for the associate degree. These generally include mathematics, English, and social studies. Often these courses are with other U.S. students.

Some institutions provide the first technical and general courses in Spanish to those in the CASS group without a command of English. Courses in the general curriculum, even when they are taught in English, are also often tailored to the CASS students. On the other hand, practical, hands-on courses are able to include Spanish-speaking CASS students even before their language skills permit them to succeed in a more academic area. For example, the shop and computer-

based courses offered in the Industrial Management Technologies courses in Central Florida Community College incorporated both U.S. and CASS students from the first term.

- ***CASS students report high levels of satisfaction with their academic training.***

Overall, 86 percent of CASS Trainees were satisfied, and 32 percent were "very satisfied," with their program. This level of satisfaction was also mirrored in focus group discussions in most of the institutions visited. When asked specifically about the courses they were taking, most Trainees reported their happiness with their professors, the course content, and the challenges they faced.

Statistically, CASS Trainees are generally less satisfied with their training than other CLASP long-term scholars.

- *Overall Satisfaction:* A comparison of 452 CASS students and 310 CLASP-II Trainees who completed Exit Questionnaires since 1992 (see Box 2.1) showed that CLASP-II were statistically more likely to say they were "very satisfied" with their training (48% compared with 32%).

- *Achieving Objectives:* On the Exit Questionnaire, CASS Trainees are asked if they had reached their own training objectives. Some 61 percent said their training objectives were "fully achieved," and 37 percent state they were "partially achieved." While nearly all CASS Trainees felt that they realized at least some of their training objectives, CASS Trainees were substantially more likely to state that their objectives were "partially achieved" than other long-term CLASP Trainees (37% compared with 26%). Some 73 percent of other long-term CLASP Trainees stated that their objectives were "fully achieved."

- *Expectations:* Some 40 percent of CASS Trainees said their training was "better than expected," while 21 percent said it was "worse than expected." Among other CLASP long-term Trainees, 56 percent reported that their training was "better than expected," and 10 percent stated it was "worse than expected." Therefore, CASS Trainees are also significantly less likely to report the training *exceeded* their expectations than other long-term CLASP Trainees.

- *Program Components*: The Exit Questionnaires ask Trainees to assess their satisfaction with a range of program elements. When asked about specific elements of their training, percentages are high (see Table 2.4). However, on 7 of the 13 components assessed, CASS Trainees were less satisfied with their programs than other CLASP long-termers, and the differences on two more components were statistically significant at an *alpha* level of 0.06 (see Table 2.4)

- ***Most Trainees were satisfied with the academic level of the technical program.***

Some 56 percent of CASS students of the 237 CASS students surveyed during the five campus site visits feel that the difficulty level of their studies is "just right"; 34 percent feel their studies are either "difficult" or "very difficult." Only 11 percent characterize the level of studies as "easy" or "very easy."

Those who say the courses are difficult are apparently those who were struggling with learning English. In focus groups, the difficulty of language, not the substantive material of the technical courses themselves, merited most comment. Further, English-speaking Caribbean students were more likely to report that they encountered few difficulties with the courses or to decry the deficient (as they see it) study habits of their U.S. classmates.

Table 2.4. Comparison of CASS and Other CLASP-II Long-term Trainees
(Percentages who were either "satisfied" or "very satisfied")

	CASS	CLASP-II
Consultation with Instructors	*86.7*	*93.6*
Assigned Readings	85.9	88.6
Preparedness of Institution	85.7	91.6
Course Content	*84.0*	*93.8*
Lectures	83.8	89.6
Presentation of Materials	*83.7*	*91.7*
Competence of Instructors	*83.4*	*94.3*
Pace of Instruction	82.5	88.4
English Language Training	81.9	83.2
Equipment, tools	*81.5*	*90.5*
Work Site Training	*81.3*	*91.5*
Group Discussions	*80.9*	*89.3*
Site Visits	*76.0*	*94.7*

Source: CLASP Exit Questionnaires n=683-747.
Figures in italics indicate a statistically significant difference at an *alpha* of .05 or less, by the *chi square* expected frequencies test. "Not received" treated as system missing information.

Further, the perception that training was too difficult decreased once it was over. The CASS students cited above were surveyed in the midst of their studies. They tended to judge course difficulty as greater than exiting Trainees surveyed in the CLASP Exit Questionnaire. Only four percent of 446 students exiting the U.S. from CASS training since 1992 stated the training was "too difficult," and 84 percent said it was "just right" (11% still thought it was "too easy").

- ***Many Trainees felt the two-year program was "too short."***

Nearly half of CASS students (49%) feel that their training program was "too short." This is not significantly different, however, from the 42 percent of other CLASP long-term students who felt that they did not have enough time during their scholarships.

- ***CASS Trainees Judge the Training as Applicable to Their Country and Their Future***

Students currently in training were generally very positive about the usefulness of their training in a range of future job-related actions. Between 80 and 90 percent of the Trainees

Table 2.5. CASS Training and the Future

CASS training will help me:	
Be more productive	90.6
Find a job	86.5
Have better job skills	86.0
Earn more money	79.6
Find a job in my field	79.4
Write a better resume	79.4
Earn a promotion	77.4
Get a job with a U.S. company	54.5

Source: CASS Campus Survey *n=221 to 224*

believed the training would help them in a variety of ways related to finding and keeping a good job (see Table 2.5). In focus group discussions at the institutions visited, Trainees spoke of particular ways in which they expected to be able to use the training, such as fashion merchandising students' hope to start their own businesses, or ecotourism students' expectation that they would be able to use the training in the expanding ecotourism field in their home countries.

- ***About a third of CASS students currently face problems.***

About 34 percent of CASS students in the Campus Survey stated that they currently were having some problems in their training experience. Women (42%) are significantly more likely than men (29%) admit to having had problems. Of those who specified a problem, 44 percent mentioned the continuing difficulty of English, and 15 percent spoke of the intellectual complexity of the training.

- ***A small minority of students voice specific complaints about their technical training.***

During site visits, students sometimes pointed to particular issues related to their training. In some cases, the problems related to available facilities, such as outdated machinery or equipment. In the case of a printing program at Modesto Junior College, Trainees felt their program's reliance on a single faculty member to teach nearly all their courses denied them sufficient access to a broad range of expertise in their field. A graduate of a program in quality control at one institution was disconcerted by the severe gaps in his training compared with a fellow Trainee in the same field at another institution. In a particular case where shop equipment was described as obsolete, the complaint was balanced by the fact that the college had just acquired a new "state of the art" computer-assisted manufacturing laboratory. In other instances, the complaints seemed misplaced; for example, a newly established curriculum focused on natural sciences over tourism to a greater degree than the students had expected. Yet faculty and program designers were able to justify reasonably why the emphasis on "hard science" was essential to the overall curriculum.

Other Trainee concerns are reported on CLASP-II Mid-term Evaluation Questionnaires distributed by the CLASP-II monitoring contractor Aguirre International. A handful of particular programs occasion more frequent complaints, and these results are regularly reported to CASS/GU through the established monitoring procedures.

- ***Internship programs complement technical training in most programs and provide Trainees with hands-on, practical experience related to their fields.***

CASS/GU requires of all member institutions that an internship form part of each CASS student's experience. Most CASS programs incorporate a work experience or internship as part of their offerings. (CASS students are not permitted to work for remuneration in accordance with their visa regulations.) Some 81 percent of those who had work internships were either "satisfied" or "very satisfied" with the work experience provided. This is, however, less than other long-term CLASP Trainees, of whom 92 percent of those with work experiences were satisfied.

The work experiences varied substantially from school to school. The best programs provided an opportunity to apply classroom knowledge in a work environment. Work habits can be reinforced, such as punctuality, attention to detail, and carrying a task to completion. Practical communication skills can also be developed. The following are examples of outstanding internship programs.

- At Broome Community College, quality control students assisting the Director of Marketing in a nursing home gained practical experience in survey work and report writing They were asked by their sponsors to prepare a formal report and present findings to the entire staff. Another student worked with a nearby town's local government to measure citizen satisfaction with municipal services.

- The fashion merchandising program at St. Petersburg College, terminated at the end of the 1994 school year, developed an internship experience in which students were provided the opportunity to work in clothing stores and small factories. Several students specialized in direct sales and often surpassed the levels of employed workers; others learned inventory and handled daily receipts.

- At Modesto Junior College, the agricultural processing students could practice new skills in the college-operated farm, in which processes learned in the classroom were directly reinforced by their application with the farm's livestock.

- At Hocking Technical College, students work at the college-owned facilities. Hotel and restaurant management students work in all the positions at the college-owned hotel. Tourism and ecotourism students work as guides and hosts at the Living Museum on campus.

However, not all institutions placed the same emphasis on internships. For example, internships did not appear to receive the same attention at Central Florida Community College as in some of the cases cited. The experience was described to evaluators much less formally and apparently included some contacts with local industries. Further, some CASS Trainees may not have been able to participate in their institution's internship because they fell behind in academic studies and were obliged to repeat courses during the time alloted for the internship. Nearly nine percent of all CASS Trainees reported on Exit Questionnaires that they had no work site experience.

English Language Training

- ***In general, the CASS program excels in teaching non English -speaking Trainees enough English for them to benefit from the technical program.***

About 80 percent of CASS students come to the U.S. with little or no background in English (some 20% come from English-speaking countries). The CASS program therefore undertakes the task of teaching hundreds of Spanish and French speakers per year sufficient English to function in a college-level program. The magnitude of this task should not be underestimated. It requires

Trainees to master English, typically in six to nine months, sufficiently well to complete an intensive course of study in a technical field for an associate degree in a total of two years.

Given the students' lack of prior knowledge, this is not an easy task. Some 55 percent of non-English-speaking CASS students on the Campus Survey (61% of women and 51% of men) stated that they had significant difficulties with the English language. Three-quarters of those who offered an explanation of the source of their problem referred to the sheer complexity of mastering the language.

CASS/GU provides guidance to the client colleges with respect to English language training. (For example, the host family residence requirement supports English language learning.) However, most of the specifics of each college's approach have been left to the institution. Site visits suggest that the colleges develop their own solutions for accomplishing this task. The results are notable. Most students reach some degree of proficiency, and many become fluent. The institutions therefore appear to accomplish the English language training relatively well.

Box 2.2 - Vignette: English language training

Central Florida Community College, site of a CASS Industrial Management Technologies program, automatically "mainstreamed" CASS Trainees in past years into regular classes after the first two semesters. Concerned that a few students' lack of progress in English was a detriment to their academic progress, the program began this year testing English skills through a standardized test. It was discovered that more than two-thirds of the Trainees, according to test scores, were not prepared to move into the classroom. The solution was to extend the intensive English as a Second Language (ESL) another semester; however, this reduced the range of courses that the CASS Trainees could otherwise take in pursuit of their associate degrees. At the conclusion of the third semester, the English instructor had begun to doubt the usefulness of the testing, since several of the students continued to test poorly and yet appeared to be able to manage well enough in their "regular" course work. She concluded that a broader definition of language competence was required than test performance, one which took into account motivation and the social support that Trainees received.

Students concur with this assessment. Some 370 Exit Questionnaire responses reveal the following:

- Over 83 percent of those taking English were satisfied with the training offered by their institutions, and only nine percent were dissatisfied.

- CASS students are also as satisfied with their institution's language training as other long-term CLASP Trainees, in contrast to their lower degree of satisfaction reported above on other components.

- Finally, other CLASP-II long-term Trainee non-English speakers were significantly more likely to report that they "never" had problems with English than CASS Trainees. However, similar percentages reported having problems with specific areas, such as lectures, reading assignments, writing assignments, and class discussions. Twenty-five to 30 percent of both groups, depending on the particular issue, reported encountering problems "frequently" or "very frequently."

Many students expressed frustration with their lack of progress in English. Yet the evaluators noted that many had developed alternative strategies for maintaining their rate of progress which

actually reinforce group solidarity and appear to augment individuals' ability to solve problems (see Box 2.2).

- ***English language training oriented to functionality appears more efficient than that oriented to reaching external proficiency requirements.***

Two contrasting models underlie the approach to ESL training among the training institutions. Many colleges adopt a functional approach of providing students with "basic competency" in English. That is, the objective of ESL training is to teach students to function at a basic level in their technical courses, even if special arrangements are sometimes required to ensure that they comprehend course materials and complete course assignments. The goal is enough English to enable the students to gain access to the technical knowledge.

Other programs require students to take the full English component mandated for English speakers to earn the associate degree. (About half of CASS students are formally enrolled in associate degree programs, while the rest pursue technical certificates.) In these cases, CASS students are expected to achieve a defined level of English competence independent of their technical courses. (This is usually stipulated as passing a particular course in the English curriculum, such as technical writing or freshman English.) This latter approach is sometimes based on interpretations of state requirements and is therefore seen as an inflexible mandate.

C. Building Motivation for Leadership

A second goal of the CASS program is to enhance Trainees' motivation to actively use their training and to share it with others. This is done through the cross-cultural activities of Experience America. These include:

- the host family stay and the subsequent experience of independent living;
- the Trainees' endeavors on campus and in the community; and
- specific seminars and other activities related to personal development.

The objectives are for CASS students to have a broader exposure and understanding of U.S. life and to act as Friendship Ambassadors from their own countries to the communities in which they live.

- ***The host family experience provides most CASS Trainees with an intensive exposure to U.S. social life.***

CASS program design calls for all students to have at least a six-month experience of living with a U.S. family. About 86 percent of CASS students completing CLASP Exit Questionnaires over the past four years report living with a host family for some proportion of their U.S. stay (compared with 84% of other CLASP long-term Trainees). Consistent with program targets, CASS home stays are much longer than appear elsewhere in the CLASP program. For example,

59 percent of CLASP-II long-term students had home stays of *a week or less*, while 70 percent of CASS students reported home stays of *six months or more*. Some 22 percent reported living with a family for their entire two-year stay.

The recent Campus Survey of CASS Trainees revealed that about 43 percent (102 students) were currently living with a host family. Women (57%) are significantly more likely than men (34%), and first-year students (55%) than second-year students (34%), to be living with a host family. The contrast in gender is greatest in second-year students: only 20 percent of men are living with a host family during their second year, while 53 percent of women remain with a family.

- ***For most Trainees, the host family stay is an invaluable experience of adaptation and of social learning.***

Limited interviews with host families and focus group discussions revealed that the host family experience carries considerable emotional weight, both positive and negative. The majority reported the stay with a host family as highly fulfilling. It provided them the basis for deep positive feelings suffusing their entire U.S. experience. On the other hand, for a small proportion the experience was very negative. In the middle were many Trainees who spoke of finding themselves in a relatively impersonal situation, where they conducted their lives relatively independently of their U.S. hosts.

For many students, ties with the host family were profound. Many students expressed deep emotions of gratitude to the host family when asked who had affected them most during their scholarship. Some students' eyes filled with tears as they described their relationship with their host families. Several cases were also reported in which host families brought earlier Trainees back to complete a four-year degree after the Trainee had completed the required two years at home.

- ***Difficulties with the host family experience often reflect cross-cultural misperceptions.***

The range of bad experiences reported was wide, defying easy categorization. In some cases, it appeared that the training institution had truly made a poor selection of host families. In the majority of cases, however, it appears to the evaluators that the basis of negative feelings was rooted in cross-cultural misunderstanding and misperceptions about family roles on the part of both the Trainees and the host family members.

CASS students often are youths with little experience adapting to living situations outside their country. Even though from humble economic backgrounds, many may not be accustomed to U.S. family practices in which all may be expected to pitch in to clean the house, wash dishes, or do the laundry. The gravity of the offenses cited by Trainees in focus groups as a basis for their negative responses often appeared greater to them than to other listeners.

- ***Predeparture training may not give sufficient preparation in the diversity of U.S. family life to assist Trainees in the adaptation process.***

Some of those misperceptions may begin before the CASS students arrive in the U.S. The predeparture training of CASS students may lead many to believe (or at least does not dissuade many from believing) that the host family may be like the family they are leaving. (Discussions with Trainees suggest that many live in traditional nuclear families with two parents and siblings at home.)

Quantitative information is not available on the range of family types who serve as host families. However, campus host family program managers report that a sizable number of host families appear to take on the responsibility motivated by two factors, economic need and companionship. In the former case, Trainees sometimes detect or ascribe a financial motive to the families, and most CASS groups have some members who felt that their families saw them largely as an addition to the monthly household income. For example, many homestay arrangements are reported by campus program managers to be with single, widowed, or divorced women who look to the monthly stipend as assistance in household expenses. In the case of mature women or older couples, the CASS student may also be seen as a person to fill the space left by grown children.

The CASS student thus enters a situation different from what was expected. The experience certainly provides them with exposure to a range of U.S. family arrangements. It will not necessarily provide them with the experience of two "parents" and various siblings which many apparently expect. The families also may not be well prepared to adapt to a disadvantaged, non-English-speaking youth who may well be suffering from the difficulties of language and exhausted from the effort to decipher role expectations.

- ***The logistics of host family recruitment can grow increasingly difficult for institutions to manage, especially if Trainees are kept in host families for longer than six months.***

Some institutions reported difficulty in recruiting host families. In most cases, the community colleges are located in rural areas where the pool from which families can be recruited is small. Such communities frequently do not have adequate public transportation. Geographic location therefore also limits host family recruitment. The CASS Program on campus is responsible for all transportation of CASS students, since they are not permitted by USAID regulations to drive while in the U.S. To coordinate the daily commute of the students, it is preferable that they live in areas which are accessible to the van pool.

In institutions which have maintained CASS students over a period of years, host family recruitment may become increasingly difficult over time. The most enthusiastic host families are eventually assigned a student whose personality does not mesh well with the family. Others simply wish to take a break. (As one program staff person put it, the more difficult Trainees "burn out" their host families, so that they do not accept future Trainees.) This results in an ongoing outflow or loss of host families.

CASS/GU's policy recommends that all Trainees move into independent housing after completing six months or a year with a host family. However, some schools have attempted to provide (as Exit Questionnaires also indicate) family housing throughout the entire scholarship. In the case of a college which maintains Trainees in host families throughout the two years, the coordinator of housing spends inordinate amounts of time accommodating students' insistence on relocating. Some students — no doubt, rare cases — have been reported by housing coordinators to have lived with five or six different families by the end of the two years.

- ***CASS/GU has developed a model Experience America program that attempts to provide all CASS students with a wide-ranging introduction to U.S. cultural and social life.***

CASS/GU has created an innovative Experience America program which includes guidance for campus staff and an "Experience America Workbook" distributed to each Trainee. The workbook provides many suggestions for activities and reflection for the students, taking them beyond campus life into the community and into public institutional life. Areas broached in the workbook include environmental issues, leadership, U.S. democratic practices, professional development, and the role of women. Students are expected to actively engage themselves in the activities outlined in the workbook. They are encouraged to complete a series of sixteen reporting forms which ensure that they have taken part in a variety of activity areas. Those that do so are presented an Experience America certificate on their return home.

- ***CASS students generally take an active role on campus and in the community as "friendship ambassadors."***

Field visits and questionnaire results suggest that CASS students take an active role on campus and in the community. To the degree that limitations in this role are noted, they stem from the realities of community colleges, rather than any shortcomings in the CASS program.

In assessing the role that CASS students take on campus, it is important to recall the role of community colleges where these students are largely situated. Community colleges are characterized by commuter students, with substantial percentages of part-time students. Community colleges have increasingly focused on providing vocational and technical training, and provide an entrance into college studies for persons already employed. The average community college student is 24 years old, compared with CASS students, who average 21 years of age. Many students are working to finance their studies. Further, many community colleges have an open admissions policy, which permits students with weak academic records (or students who completed high school via a General Equivalency Diploma) to begin a college career. Over 40 percent of U.S. community college students drop out before completing a certificate. The perception exists that U.S. community colleges are not, academically, as rigorous as other institutions of higher learning. This is a substantially different environment from the four-year college or university, in which a large percentage of students are both resident on campus and studying full-time.

In spite of these institutional limitations, CASS students come to play an important role in campus life beyond the classroom. In assessing CASS students' extra-classroom activities, it must be kept in mind that they spend an enormous amount of time *in* the classroom. On all campuses visited, one common theme of faculty and administrators was the willingness of CASS students to put in the long hours necessary to learn the language and to excel in their studies.

Table 2.6. How CASS Students Spend Their Spare Time

	Frequently	Occasionally
Recreational Activities	57.1	41.9
Cultural Events	52.1	46.1
Campus Activities	50.0	44.0
Attend Church	53.2	38.2
Community Activities	35.6	57.1
Other U.S. Families	32.7	63.2
Travel in the U.S.	30.3	64.2
Representatives of the Private Sector	7.9	49.1
Community Leaders	6.5	62.2

Source: 1994 Campus Survey *n=214-221*

The conditions described above mean that Trainees are present on campus far more regularly than most other students. They are enrolled full-time; they spend long hours in English language training; and they are constrained in leaving campus due to the logistics of transportation. These combine to encourage the CASS students to take advantage of a broad range of campus activities (see Table 2.6).

- Recreational activities head the list, most frequently sports. Male CASS students have, on many campuses, joined or created soccer teams. They try out for other sports, such as baseball. Women have taken part in intramural sports, and CASS women have become cheerleaders on several campuses. The CASS group is known on many campuses as a ready source of loud fan support for the home team at sports events (and it is said that cheerleading squads quickly learn to "play" to the CASS group to build team spirit). Most also learn to swim while in the CASS Program.

- CASS students often form the core of the campus pep club. Several students commented in site visits that their home team relied on them for loud support in basketball or other varsity sports.

- Nearly all CASS students report participating in cultural and other campus events. CASS students take active roles in international days, special folklore and talent presentations, student organizations, student government, as well as their attendance at the round of concerts and talks available on campus.

- Site visits and focus groups also revealed that most students took on activities in the community, such as church or voluntary agency projects. Activities with Habitat for Humanity, the local Red Cross and the 4-H were mentioned.

▸ ***Social interaction is most often undertaken as a member of the CASS group.***

These activities are often undertaken *as the CASS group*. Trainees were asked to estimate with whom they spend most of their time outside the classroom (Table 2.7). Their responses confirmed site visit observations and interview and focus group information that, not surprisingly,

the CASS groups tend to form a definable social unit, rather than integrating themselves completely into the campus population.

In several key dimensions, CASS Trainees exceed the average contacts reported by other CLASP long-term Trainees, including those activities related to campus participation (recreational activities and cultural events) and participation in voluntary organizations. CASS Trainees were also more likely to visit U.S. families beyond the host family with whom they lived. In two areas — meeting with private sector businesses and meeting with local government officials — the averages were either statistically similar or less (see Table 2.8).

Table 2.7. Who CASS Students Spend Their Time With (Percentages reporting spending either "much" or "very much" time)

	Men	Women	Overall
Other CASS students	78.4	74.8	76.8
Host Families	34.5*	50.6*	41.4*
Other International Students	31.1	27.6	29.7
U.S. Students	33.6	20.6	28.3
Other Students from Home	25.8	29.2	27.2

**statistically significant difference*
Source: 1994 Campus Survey *n=209-216*

CASS students have considerable difficulty creating individual friendships with U.S. students. For the non-English speakers especially, bridging the cross-cultural gap is a great effort. By the end of the first year, most Trainees have formed out-of-classroom friendships with U.S. students. Nevertheless, Trainees argued that these relationships were often superficial, without the *calor humano* ("human warmth") that the CASS Trainees felt should characterize true friendship. Survey results suggest that three quarters of all CASS students report spending most of their time with other CASS students, and less than 30 percent feel they spend significant time with other U.S. students. In focus groups, many CASS students reported that U.S. students were "always in a hurry," rarely wanting to stop and converse. This is partly explained by the nature of the student body at the community colleges they attend.

Table 2.8. Comparison of CASS and Other CLASP-II Long-term Trainees *(Percentages who responded either "frequently" or "very frequently")*

	CASS	CLASP-II
Participating in Recreational Activities	*73.3*	*61.2*
Attending Cultural Events	*72.0*	*56.3*
Travel within the U.S.	*62.8*	*57.5*
Participating in Voluntary Organizations	*58.3*	*31.8*
Attending Church	*47.1*	*58.0*
Visiting a U.S. Family	*51.4*	*31.0*
Meeting with Private Sector Businesses	27.5	24.2
Participating in civic activities	*20.7*	*13.1*
Meeting Local Government Officials	24.9	21.2

Source: CLASP Exit Questionnaires n=731-739
Figures in italics indicate a statistically significant difference at an *alpha* of .05 or less, based on *chi square* expected frequencies test.

- ***Strong ties of solidarity are created among the CASS cohorts which create links among Trainees from CASS countries.***

An unexpected benefit of the program is the close ties of solidarity that are created within the CASS groups on campus. CASS students spoke spontaneously of the importance of the ties formed among these representatives of various Central American and Caribbean countries. (Research described in the following four chapters shows that these ties appear to be lasting.) Further, where two CASS cycles are on a single campus, the second-year students have readily taken on the role of mentors to the incoming group, assisting the newcomers through the difficulties of adaptation which they themselves faced the year before.

- ***Students in some areas, especially in smaller cities, occasionally encountered racial discrimination.***

Few Trainees reported hostility or discrimination on campus or in the community. However, black students, both English- and Spanish-speaking, occasionally experienced discrimination in the community, such as in stores or on the street. This was especially true in more rural locations, which are often fairly homogeneous. Most CASS students interviewed had heard comments by U.S. citizens that they interpreted as racist or prejudiced. No Trainees reported being subject to acts of violence.

- ***Trainees assert that CASS training has enhanced a range of skills related to leadership.***

One important criterion used by in-country selection committees to make their nominations is the leadership potential of the candidates. This is assessed by a review of their activities in secondary school as well as their personal presentation and recommendations. The Program expects that this potential leadership will be strengthened through the Trainees' lived experience of representing their countries and communities in a different cultural context and the maturation resulting from the cross-cultural adaptation that each must make. This potential is also reinforced, on most campuses, through formal program elements in CASS training.

The evaluators devised the Leadership Development Scale (LDS) to measure a number of skills and attributes associated with leadership. Trainees were asked to rank themselves on a five-point scale on each variable. Some of the findings follow:

- Over 91 percent of Trainees surveyed "agreed" or "agreed strongly" that their CASS training increased both their self-esteem and their self-reliance, with no statistically significant difference by sex, institution, or year of study.

- Over 81 percent of CASS Trainees believe that CASS training has improved their ability to speak in public.

- Some 87 percent of Trainees feel they are better able to tolerate change as a result of the CASS experience. This characteristic appears to increase with time, since second-year students are significantly more likely to agree strongly with this.

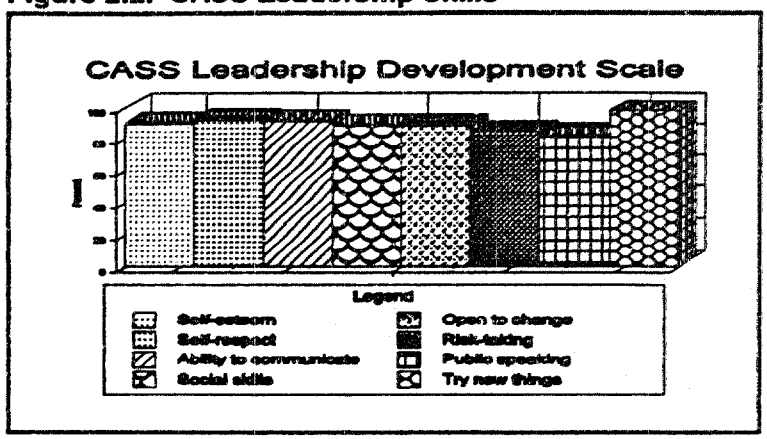
- About 84 percent of CASS Trainees agree (or agree strongly) with the idea that they are more willing to take risks than before beginning their training.

CASS students judge the experience positively in terms of its contribution to their overall maturity and specific skills. Figure 2.2 shows the degree to which students either "agree" or "strongly agree" that their studies have reinforced the characteristic mentioned.

The LDS records students' assessments of skills and attitudes associated with leadership. To be a leader, however, these skills must be realized in action.

- ***CASS students report greater understanding of U.S. democratic and economic institutions and improved opinions of the United States as a result of their U.S. experience.***

Figure 2.2. CASS Leadership Skills



Changed opinions about the U.S. and a broadened understanding of U.S. society are areas in which CASS training experience has conspicuous impact. Trainee understanding of U.S. institutions is reviewed in this section, as well as Trainee views on the "human side" of the training experience and their contacts with U.S. citizens.

In the 1994 CASS Campus Survey, nearly 75 percent of respondents feel they have learned something about the U.S. political system that might be useful to them as leaders in the future. When asked to cite what those elements were, most spoke about "the system in general," or mentioned democratic decision-making and freedom of expression. Over 25 percent, however, indicated that they had not learned anything of use to them for application in the future.

This negative survey response is intriguing, since 69 percent of Trainees have at least "occasional" contact with U.S. community leaders and 93 percent participate "occasionally" or "frequently" in community activities. In focus groups, however, many Trainees stated their impression that there was a tendency by U.S. citizens to show little interest in, or respect for, *their* (i.e., the CASS Trainees') home democratic systems. A characteristic many Trainees disliked about many U.S. citizens was the apparent lack of knowledge that many exhibit about any place outside the United States. The evaluators speculate that this reaction may account for the statement of one in four CASS Trainees that nothing they had learned about the U.S. democratic system would serve them later. This interpretation is consistent with the finding that over 80 percent of CASS Trainees responding to the 1992-1994 Exit Questionnaires stated they had received "information" about the U.S. political system. That is, more said they knew something about the U.S. political system than found it to be useful to them.

About 73 percent of CASS Trainees stated on the 1994 Campus Survey that they had learned about aspects of the U.S. economic system that would be useful to them in their future activities at home. (Surprisingly, only 61 percent of CASS Trainees reported on the 1992-1994 Exit Questionnaires that they had received "information" about the U.S. economic system during their training.)

Past CLASP evaluation shows that Trainees tend to state with hesitance their mastery of abstract elements of U.S. society and culture, such as an understanding of "democratic institutions" or the "U.S. economic system." Their views of the U.S. are more often couched in the day-to-day experiences of individuals and local institutions. With that in mind, Trainees are asked on the CLASP Exit Questionnaire to assess to what degree their views have changed during their U.S. training experience with respect to the *people* and the *government* of the United States.

Table 2.9. Characterization of U.S. People by Returned CASS Trainees (In Percentages)

		Negative	Neutral	Positive	Mean Score (1-5)
Friendly:	Before (n=411)	30.4	31.4	38.2	3.124
	Now (n=429)	6.3	14.5	79.3	4.128
Fair:	Before (n=400)	30.0	32.5	37.5	3.090
	Now (n=413)	7.7	23.2	69.0	3.898
Generous:	Before (n=393)	35.4	28.2	36.4	3.003
	Now (n=422)	10.2	20.6	69.2	3.865
Unprejcd.:	Before (n=399)	35.8	27.1	37.1	3.010
	Now (n=414)	19.1	23.4	57.5	3.623

Characterization of U.S. Government by Returned CASS Trainees (In Percentages)

		Negative	Neutral	Positive	Mean Score (1-5)
Fair:	Before (n=391)	31.2	32.0	36.8	3.015
	Now (n=412)	12.1	23.1	64.8	3.726
Generous:	Before (n=389)	26.5	30.3	43.2	3.211
	Now (n=412)	6.8	24.8	68.4	3.883
Responsive to Own Citizens:	Before (n=390)	20.0	32.8	47.2	3.395
	Now (n=413)	6.1	18.6	75.3	4.024
Sensitive to Other Countries:	Before (n=390)	30.5	27.7	41.8	3.092
	Now (n=410)	12.2	24.6	63.2	3.746

Source: CLASP Exit Questionnaires

With respect to the *people* of the United States, Trainees indicate a substantial shift from negative to positive views. Trainees were also asked in the Exit Questionnaires to what degree they felt their views had changed with respect to the U.S. *government*. While the percentages of negative views are somewhat higher than they are for the people of the U.S., the self-reported changes are considerable (see Table 2.9).

* * *

This concludes the discussion of the findings relating to the U.S. programs. All conclusions and recommendations on this portion of the CASS Program are presented in Chapter Four.

CHAPTER THREE

OVERVIEW AND ANALYSIS OF THE IMPACT OF THE CASS PROGRAM

CHAPTER THREE: OVERVIEW AND ANALYSIS OF THE IMPACT OF THE CASS PROGRAM

Introduction: The Country Studies.

A major purpose of the CASS evaluation is to learn what happens to CASS Trainees after they return home. The evaluation team visited four CASS country programs to focus on how Trainees have re-integrated themselves into home and work, and, second, whether Trainees have taken on activities which permit them to be characterized as development "change agents." This means that the Trainees are not only employed, but are: (1) using their training on the job, (2) training others, (3) taking on some leadership roles, and (4) looking forward to increasing the effectiveness and productivity of *themselves* and *others* in the workplace and home settings introducing new work methods and taking on publicly responsible roles in their communities.

> ***Change agents:*** individuals who have the capacity and motivation to initiate — or effectively support — sustainable development through their own actions and by their influence on the actions of others.

Which Four Countries, and Why?

The evaluation is intended to assess the effectiveness of the entire CASS Program, in both its U.S. and in-country dimensions. However, it would have been costly, very time consuming, and, ultimately, redundant to conduct an evaluation of all eleven CASS country programs. Four country programs were therefore selected, with several criteria in mind:

- both the Caribbean (relatively new to the Georgetown University program) and Central American regions should be represented;
- both English- and Spanish-speaking Trainees should be included;
- countries of contrasting levels of economic development should form part of the country studies; and
- relatively small and relatively large programs should be targeted.

> **Box 3.1. CASS Countries**
> The CASS Program has offered scholarships in the following countries:
> - Belize
> - Costa Rica
> - Dominican Republic
> - Eastern Caribbean (RDOC)
    - Antigua-Barbuda
    - Barbardos
    - Dominica
    - Grenada
    - St. Kitts-Nevis
    - St. Lucia
    - St. Vincent
> - El Salvador
> - Guatemala
> - Haiti
> - Honduras
> - Jamaica
> - Nicaragua
> - Panama

Four country programs which fulfill those criteria are the Dominican Republic, the Eastern Caribbean (RDOC), Honduras, and Costa Rica. The results of these parallel analyses of the CASS Program are presented in full in Appendix One, "Four Country Studies."

This findings reported in the chapter rely on a comparison of the four country program studies for its findings. However, the goal of the evaluation is not simply to report on Trainees in four CASS programs, but to draw conclusions about the *entire* program. To the degree that common responses across the countries visited are found, it is reasonable to assume that those findings extend to the broader program. Where differences are noted, it allows us to hypothesize that similar contrasts may be found in countries with comparable socioeconomic conditions.

To the degree that we encounter common responses across the four countries visited, it is reasonable to conclude that those findings extend to the broader CASS program.

How Were the Studies Done?

In each country, almost all CASS Trainees who could be located were interviewed using an extensive questionnaire (Appendix Five describes the methodology used; Appendix Seven presents the full questionnaire). Many Trainees participated in focus groups and open-ended interviews. Evaluators also interviewed CASS program officers, employers, members of CASS support networks, Trainee family members, and USAID staff. Survey results and qualitative data were combined to produce the individual country program reports.

The Key Evaluation Questions

This summary chapter addresses two primary questions:

(1) Has the CASS Program effectively used its resources to create change agents?

One of the principal goals of the evaluation is to assess the degree to which the program prepares Trainees to participate in development-related activities as change agents. The first section assesses the creation of change agents, that is, the human capacity strengthening and performance which results in measurable impact in the home countries. The concept of change agent developed for the evaluation was not explicitly part of CASS planning. However, the evaluation team believes it to be fully consistent with the CASS/GU conception of the intended outcomes of the program.

(2) Has the CASS Program been effectively managed to promote the achievement of LAC and USAID Strategic Objectives?

In considering this question, it is important to note that LAC Strategic Objectives were established *after* the CASS students evaluated here were recruited into the Program. Any contribution by CASS to the attainment of the SOs is therefore an unforeseen consequence of the program design. Nevertheless, the broad Agency Strategic Objectives clearly build on strong program focuses within USAID before they were formulated in their present form. Given the present importance of SOs in advancing USAID's activities, it is useful to attempt to assess how the Program's current directions may or may not make a contribution to future achievement of Mission and regional Strategic Objectives. The second, briefer, section therefore addresses the relation between Trainee impact and the achievement of LAC/USAID objectives.

The two questions are addressed here consecutively. The results presented in this and the previous chapter on the U.S. program serve as the basis for the conclusions and recommendations which follow in Chapter Four.

The relatively short time horizon of the evaluation since Trainees returned home constrains the effort to assess Trainee impact. The overall multiplier impacts of returnees on the different dimensions of development represent an *ongoing process*, not a static effect. ***In this evaluation, impacts are examined after a short period since the return of Trainees — at most, three years.*** The outcomes and impacts presented here can be expected to continue and increase through time, as Trainees mature in their roles as change agents. This makes the presence of already measurable impacts at the community and societal level even more notable. Given present patterns, wider-ranging impacts can be expected to accrue through time.

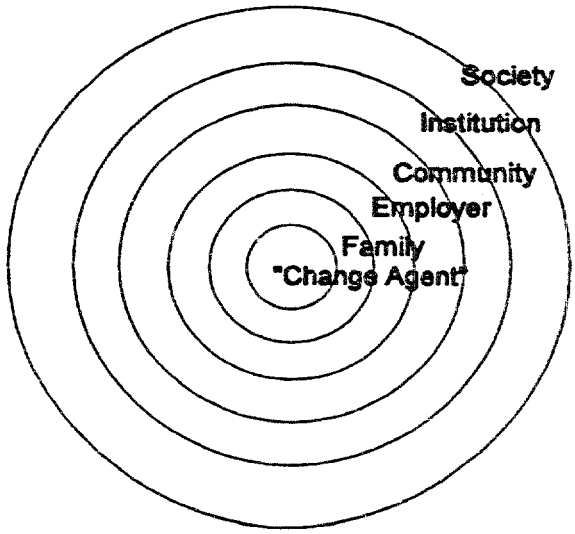
Section I. Has the CASS Program effectively used its resources to create change agents?

Change agents are the building blocks of sustainable development.

Yes. The evaluation concludes that CASS is generally successful in fostering Trainees as change agents. Change agents are the building blocks of sustainable development. Development goals almost always require committed and able individuals to implement and sustain them. The perspective taken here is that development cannot be promoted effectively if change agents are not "created" and supported as an integral element of the development enterprise.

Whether this process of developing change agents has been effective can be judged by assessing the positive impacts that Trainees have on different spheres of socioeconomic interaction in which they are engaged. This is conceptualized as a *concentric circle model of impact* (Figure 3.1). The Trainee — the change agent at the core of the circle — reaches beyond himself or herself to influence a successively broader series of social actors and institutions. As one moves from the center of the concentric circles to their farther reaches, the impacts are typically weaker, less easily documented, and less obviously attributable to the training.
Even so, the intent of the model is to remind us that Trainees, to the degree that they succeed in becoming *effective change agents*, should move beyond their individual advancement to become motors of innovation and change in an increasingly broader social world.

Figure 3.1. Change Agent Impact



The Characteristics of CASS Trainees

Findings: CASS students are selected because they are judged to be potential leaders for their societies from economically disadvantaged but academically excellent

populations, using guidelines established by Georgetown University (GU). The reports on the four country programs (Appendices One through Four) show that selection processes are successfully targeting academically eligible but economically disadvantaged candidates who also demonstrate leadership qualities. No sex bias appears in the selection of candidates, since nearly 50 percent of Trainees are women. Leadership qualities are strengthened in effective training programs and other programmed activities under the "Experience America" component of the U.S. campus activities. For many Trainees, this enhances and strengthens the leadership capacity and motivation of these already "live wires" (see the vignettes on "Sunny" and "Lisa" in the Dominican Republic and the Eastern Caribbean country studies).

Preconditions for Impact

Preconditions for Change Agent Status
- Effective training imparting capacity and motivation
- Return to country
- Employment after training

Before demonstrating the effectiveness of Trainees as change agents, three *preconditions* for becoming a change agent are examined. These are considered "preconditions" because, without meeting them, it is unlikely that Trainees can effectively contribute to development change. It should also be recognized that the preconditions are *necessary* but not *sufficient* to become change agents. That is, even when these three conditions are met, Trainees may not successfully initiate positive change.

- First, Trainees must receive effectively designed training which builds their *capacity* and fosters their *motivation* to work towards development goals.

- Second, Trainees must *return to their home countries.*

- Third, given the vocational and occupational focus of CASS training, Trainees must be *employed after returning.* USAID training occasionally trains persons to improve their effectiveness in volunteer activities, without being formally employed with wage remuneration.

Effective training

- ***The analysis of U.S. training in the previous chapter concluded that the current U.S. training under CASS is generally providing Trainees with appropriate technical skills and is reinforcing their commitment and motivation.***

The U.S. training provides CASS Trainees the basis for taking an active role in the workplace and in the community. A more complete conclusion as to the effectiveness of training must also incorporate the findings on CASS Trainees who have returned home. These will be discussed in this chapter and in the individual country studies.

Returnee Status

- ***The overwhelming majority of CASS Trainees have returned home.***

Trainees who do not return to their home country will not make a contribution to its development, at least for the present. In the past four years (that is, Trainees who entered the program from 1988 through those just returned), CASS has a return rate of 91 percent overall. Further, the political crisis in Haiti skews this number, since many Haitian Trainees were granted political asylum in the United States. If these are excluded, the return rate for CASS climbs to 95 percent. Among the countries visited, the Dominican Republic has a somewhat higher non-return rate (10.3%) than the others. In Costa Rica and the Eastern Caribbean, more than 98 percent of Trainees go home.

Employment

- ***Most CASS Trainee are employed,***

Ninety percent of the Trainees surveyed were employed. Trainees responding had been back a minimum of six months to a maximum of three years. The employment rate for sampled CASS returnees is *significantly higher* than national labor rates in all four countries (Table 3.1). Unemployment (those not employed and currently seeking employment) ranges between 7 and 11 percent, with an overall unemployment rate of only 7.3 percent. The average increase in post-training employment for the survey population is 37 percent, when compared with employment rates before training. CASS/GU's 1993 employment survey obtain similar results across the program at large. It found that 92 percent of returned Trainees are employed throughout the program. *This indicates that the CASS/GU program focus on "Everybody Works" is successful.*

Table 3. 1. Employment Rates in Four CASS Countries

	Employed %	Unemplyd, seeking %
Dominican Republic	90	6.8
Eastern Caribbean (RDOC)	92	7.8
Costa Rica	88	11.3
Honduras	91	6.9
Overall	*90*	*7.3*

Source: CASS Returnee Survey n=303

Conclusion: Most CASS Trainees meet the preconditions for becoming change agents.

Five indicators have been developed to analyze whether CASS Trainees can suitably be termed "change agents" (see Box 3.2). Briefly, the indicators are:

- Trainees who are employed must *apply their training* - this demonstrates that Trainees use the workplace for reaching beyond their individual actions.

- The *increased skills and capacity of the Trainees must be recognized by their employers or exhibited in changed employment conditions* - this is reflected in increased responsibilities, increased salaries and/or promotions.

- Trainees must actively *share their training with others* - the multiplier effect.

- Trainees must *possess and use enhanced leadership skills* both at work and in their community - this demonstrates that they are affecting the actions and productivity of others.

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

Box 3.2. Indicators of Change Agent Status

The following components, taken together, serve in this study as indicators of change agent status:

- Applying the training on the job
- Taking on greater responsibilities
- Sharing the training with co-workers and others
- Taking on leadership roles
- Maintaining motivation for working in development in the future

Change Agent Indicator 1: Applying Training on the Job

- ***The targeting of training fields for employment has been effective. The average rate of employment in fields of study and related fields for the survey population is 79 percent, indicating a satisfactory fit between country labor market needs and selected fields.***

Applying training on the job requires that CASS returnees be *employed in their fields of study or a related field.* A *related field* is one in which the Trainees utilize CASS-related skills outside their *direct* field of training. For example, an individual trained in "computer sciences" who teaches computer science in a high school is working in a "related field."

Table 3. 2. Employment in Field of Study and Usefulness of Training

	Employed in Field of Study %	Employed in Related Field %	Applying Training %	Using English on Job %
Dominican Republic	64	15	79	75
Eastern Caribbean (RDOC)	68	12	58	N.A.
Costa Rica	41	33	69	68
Honduras	80	6	78	65
Overall	*64*	*15*	*73*	*70*
Source: CASS Returnee Survey	*n=280*	*n=280*	*n=284*	*n=268*

Employment in the field of study or related fields ranges from 86 percent in Honduras to 76 percent in Costa Rica (see Table 3.2). However, considerable differences exist in the percentages of those working directly in their field of study. The high level of employment directly in the field of study by Honduran CASS Trainees suggests an economy particularly open to the new skills that CASS students bring with them. The Trainees compete very well against the relatively less well trained work force of the country.

By contrast, only 41 percent of Costa Ricans are working directly in their specialization. Two major factors explain why Costa Rica CASS Trainees may have significantly more difficulty in obtaining employment in the field of study. First, the in-country educational system provides more opportunities for post-secondary training. Trainees face considerably more labor market competition from domestically trained professionals. Second, the fields of study chosen appear less appropriate for Costa

Rica than for the other three countries surveyed, since they are evidently less well attuned to actual labor force needs.

Women are significantly less likely to work in their field of study than men in only one country surveyed, the DR. All countries reported higher percentages of men than women working in their field of study; only in the DR was it statistically significant.

- ***Overall, about 73 percent of Trainees in the four country programs visited stated that they applied their training "much" or "very much."***

Trainees are more likely to be effective as change agents in the work place if they hold jobs which *provide the opportunity to apply training* (see Bpx 3.3). This requires: (a) that employers are willing to allow them to utilize their training, and (b) that the opportunities to apply training are not hampered by such obstacles as a lack of appropriate technology or ingrained institutional work habits.

- Nearly 80 percent of *Dominican* students felt they used their training considerably. The relative development of offshore industries in the Dominican Republic provides a broad arena for the application of CASS technical training.

- In the *Eastern Caribbean*, Trainees were less likely (58%) to report applying their training. The generally lower level of economic development on the more isolated islands targeted in the early years of CASS may not provide the appropriate infrastructure to enable many Trainees to apply their training in specific technical areas. Informants believed that the application of training suffers from the novelty of some fields (e.g., quality control) and the lack of developmental opportunities in others (such as computer science).

Box 3.3. Vignettes: Applications of Trainees' Technical Training

- A quality control supervisor in the Dominican Republic described how he is applying his technical training. "In order to correct the lasts we use to make shoes, I need to know how to use certain instruments which they taught me to use during my training in the U.S."

- An Eastern Caribbean CASS student introduced quality control methods to her employer, a cardboard products manufacturer, which have had a significant impact on productivity and even on the range of products made. Her company is now the main cardboard supplier for the local region.

- Costa Rican computer specialists reported that they use their training every day. They consider their CASS training to be the base for all that they do professionally today.

- Another Dominican Trainee said "I work specifically in quality control in an electronics manufacturing plant. I need to inspect all the electronic parts before they are assembled, which means that I am using what I learned when I studied electronics in the CASS program."

- In *Costa Rica*, the economy and social structure are already very well-developed and highly structured relative to the other countries surveyed. Nevertheless, nearly 70 percent of Trainees surveyed — including both those working in their original fields of study and those not — reported using their training.

- In *Honduras*, 78 percent of Trainees reported they used their training. The Honduras country study provides many cases of innovative application of CASS training.

Obstacles to Applying Training

The major obstacle to the application of training in the workplace, after unemployment, is the inability to locate work in the field of study and the consequent move into different fields. Reports of persistent obstacles to training application in the workplace for individuals working in their fields amount to no more than one or two individuals in each country surveyed. Resistance to new ideas by co-workers is reported by some returnees, but this typically fades when the impact of training applications take hold and are noticed by supervisors and managers. Trainees gave numerous examples of their freedom to apply training skills on the job. Many of these are highlighted in the country chapters.

For individuals working in their training fields, very few in each country surveyed reported persistent obstacles to the application of training in the workplace.

For women, gender is reported as a limiting factor in all countries except the Eastern Caribbean. Data on job limitations due to gender are qualitative in nature, but are consistent with the cultural environment of Latin America, where most jobs that give significant control over resources continue to be dominated by men. Jobs where some gender discrimination was reported in the country reports include computer repair, electronics, industrial maintenance, food technology, and management positions in hotels and restaurants (see Appendix One).

Special Topic - English Language Acquisition and Change Agent Status

- ***The primary benefits of CASS training for employment come from the technical skills training. For Spanish speakers, the acquisition of English skills supports and enhances the ability of CASS Trainees to apply their training; it does not appear as a significant source of permanent employment.***

Some 70 percent of the Spanish-speaking Trainees surveyed use English in the workplace (Table 3.2). In the Spanish-speaking countries visited, the use of English on the job has increased the effectiveness of CASS Trainees as change agents. However, the evaluators conclude that, while English skills have enhanced the marketability of CASS Trainees, they have not *replaced* the technical training as the primary factor in Trainees' success in the job market.

English is, of course, the major world language for technology and information transfer. It also facilitates the maintenance of communication links between former training institutions, overseas professional organizations, and other personal and professional contacts in the United States. In all countries surveyed, such links are maintained (see below). Trainees are also able to act as communication links between employers and the outside English-speaking world. This advances the transfer of overseas technology and business information.

A large proportion of companies where Trainees work are linked to U.S. or other English-speaking counterparts. Some enterprises are managed by native English speakers. The improved communication between managers and CASS Trainees resulting from their English skills affords the Trainees greater opportunity to be promoted and attain the role of manager. Thus, English increases

potential access to job resources and makes it more likely that a returnee will be an effective change agent.

Change Agent Indicator 2: Increased Responsibility and Job Advancement

- ***Nearly 85 percent of Trainees report increased responsibilities on the job; 93 percent have improved income; and 56 percent have been promoted in their present positions.***

Table 3. 3. Increased Responsibility	Job Improvement		
	Greater Respon %	Greater Income %	Promotion %
Dominican Republic	87	94	51
Eastern Caribbean (RDOC)	67	83	52
Costa Rica	82	97	62
Honduras	91	92	63
Overall	85	93	56

Trainees are highly valued employees who are receiving recognition for their contributions. They are given increased responsibilities. Many have also had commensurate salary increases.

In addition to technical skills and English, Trainees return to their countries with a changed, more mature world view. They are willing to take on greater responsibility in the family, the workplace, and in other social contexts. A change agent accepts responsibility to initiate and promote sustainable development. This requires the willingness — the motivation — to put training into practice and share training with others, both the technical aspects of training as well as leadership, organizational, and communication skills.

Table 3.3 displays several indicators of increased job status. Included are greater responsibilities in the workplace, increased income, and promotions. The summative impact of these characteristics results in a cohort of students across the program who have the opportunity to act as change agents.

Increased Responsibility on the Job

Some 85 percent of Trainees reported increased responsibilities in the work place.

There was a wide range among the countries surveyed. Overall, 85 percent of surveyed Trainees reported taking on greater responsibilities on the job, suggesting a significant shift in opportunity for returnees to effect change. From 67 percent (for the Eastern Caribbean) to 91 percent (for Honduras) of Trainees reported increased responsibilities in the work place. Over 90 percent of those who were granted increased responsibilities felt it was due to their CASS training.

The three Spanish-speaking countries are similar in the higher levels of increased responsibility on the job reported. In Honduras, which strongly promotes development through U.S. ties, quality control Trainees have been highly effective in promoting the advantages of quality control for development. Increased responsibility here appears to be linked to the development of a particular occupation. It is constrained in occupational areas where there is less understanding of a field of training by employers or where there is less opportunity to achieve a high status job. Likewise, a core of Trainees in the DR are also entering new fields, such as quality control and computers, which provide more open opportunities for job advancement. Somewhat less opportunity appears to exist in Costa Rica; again,

Trainees and employers believe that the relatively more rigid or bureaucratic institutional structure of the society, as well as greater in-country job competition, are responsible for slower rates of advancement.

The Eastern Caribbean is significantly different. In the same way that Eastern Caribbean Trainees reported less opportunity to apply their training, key informants in the region report resistance to innovation in the work place. This can partly be explained by the fact that many of the returnees are trained in relatively new fields that are still in their developmental stages in the Eastern Caribbean. For example, significant Trainee success in the field of quality control demonstrates that it is a field which is needed in the islands. However, the incorporation of quality control practices by businesses is slow — apparently slower than in the three Spanish speaking countries — because of a lack of understanding of its benefits. As CASS returnees successfully introduce and improve quality control in select industries, employers are recognizing the benefits (see the Eastern Caribbean country study).

Promotions

Over half (56%) of the Trainees surveyed have been promoted since they returned. A varying percentage of Trainees are not subject to promotion, such as those owing small business. More than 90 percent of all Trainees promoted attributed their advance to their CASS training.

Increased Income

Nearly 93 percent of Trainees have received raises or otherwise increased their income since their return. While a smaller percentage of Eastern Caribbean Trainees report higher incomes, the difference is not statistically significant. However, Costa Ricans (83%) are significantly less likely to attribute the increased income to CASS than the rest of Trainees (97%). Only in the DR were women less likely to receive increased incomes (and in all countries surveyed men and women were equally likely to attribute the increased income to CASS training).

Special Topic #2 - Usefulness of the Associate Degree

- ***The associate degree is seen as an inadequate credential by returnees in certain countries in achieving promotions beyond their initial appointments.***

Returnees in two of the four countries surveyed — Costa Rica and the Eastern Caribbean — reported their belief that the lack of recognition of their associate degree was a hindrance in their ability to advance beyond their initial position. As a result, many Trainees will return to school to continue their professional training. This appears to be the case. In spite of the relatively brief period since Trainees have returned, the survey shows that about 30 percent have already begun formal education (Table 3.4). However, entering the university brings with it the issue of the transferability of academic credits, since only those universities with which CASS/GU has signed special agreements will accept academic credits earned at U.S. community colleges.

Table 3.4. Continued Education of CASS Returnees (Percentages)

	CR	Hond	DR	RDOC
Yes	43.1	22.1	37.5	10.0

Source: CASS Returnee Survey *n=304*

- In Costa Rica, over 43 percent of returnees have continued their education inside the country, and most of these (nearly 90%) have undertaken university studies. Of returning students,

some 62 percent reported difficulty in gaining acceptance of their credits. The associate degree is generally not recognized in Costa Rica, so students cannot presently transfer CASS credits to local four-year institutions.

- In the Eastern Caribbean, only 10 percent of Trainees surveyed had continued their formal education and only one person at the university level. However, Trainees reported that the University of the West Indies has also not yet recognized associate degree credits. Further, a lack of university facilities on most of the islands makes it difficult for many returnees to continue their educations locally.

- Many informants suggested that in the Eastern Caribbean a four-year degree is required to achieve high occupational status. In some cases, employers in the Eastern Caribbean noted satisfaction with the achievements of their CASS employees, but said that they needed further education to be promoted beyond a certain level. CASS Trainees report that some co-workers with four-year degrees are not as effectively trained in needed technical skills in the work place. However, because of their academic status, they earn higher pay even if they are less productive than their CASS co-workers.

- In the DR and Honduras, the issue is less acute because CASS/GU has succeeded in establishing agreements with a number of institutions in both countries for transferring associate degree credits to local universities. This provides the Trainees with a foundation for continuing their university education. In Honduras, about 20 percent of Trainees have continued their education, of which two-thirds have returned to the university. While 37 percent of Trainees from the DR have continued their formal education, more than half are taking technical, not university, courses.

The country comparison suggests that the post-CASS educational opportunities available to Trainees may have an impact on their eventual ability to expand their authority and leadership on the job. These opportunities will depend on the degree to which CASS/GU is successful in extending the working agreements with educational institutions in the CASS countries that recognize U.S. community college credits. While many Trainees are not returning directly to further university studies, it remains an important life possibility for them.

Change Agent Indicator 3: Sharing the Training with Co-workers and Others

▸ ***Sharing training in formal and informal settings is evidence of change agent impact.***

Table 3.5. Information Sharing by CASS Trainees (Numbers of Persons with Whom Trainees Share Their Training)

	DR	RDOC	CR	Hond
Formal sharing with co-workers	44	365	33	88
Informal sharing with co-workers	91	192	59	131
Formal sharing with community	82	66	27	68
Informal sharing with community	133	73	38	87
	n=46-53	*n=36-42*	*n=57-61*	*n=58-81*

Source: CASS Returnee Survey

The "multiplier effect" — that is, the degree to which Trainees are able to share their training with supervisors, colleagues, and friends, is a measure of Trainees' potential as change agents. Those who share technical skills in the workplace can be described as *occupational leaders*. The influence of their training benefits individuals beyond themselves. It can be further multiplied both though time and space as those they influence also influence others.

Returnees estimated how many individuals with whom they had shared information from their training in two different settings, the workplace and community/family, and in two different ways, formally and informally. Table 3.5 describes the levels of reported information sharing among Trainees.

About 32 percent of Trainees surveyed stated that their most frequent form of sharing information was in informal conversations with fellow workers. Some 23 percent shared their training through demonstrations at work, and 19 percent provided formal training. Eleven percent mentioned teaching English as one way they shared their CASS training.

Returnees in the Eastern Caribbean are the most active. Formal and informal sharing of training information in the workplace is substantially higher there than in the other four countries. The average number of individuals with whom training was formally shared (365 persons) is three times that of the next closest value (*Honduras*, 88) and more than ten times that of the lowest value — that of *Costa Rica* (33 persons). Informal sharing of training is also highest for the Eastern Caribbean (192), followed by Honduras (131), the DR (91), and Costa Rica (59).

Opportunities for returnees in the Eastern Caribbean to serve as civic and political leaders appear to be limited by an entrenched sociopolitical infrastructure controlled by the elite, as discussed in the country study (Appendix Two). The high degree of information sharing in the workplace by Eastern Caribbean returnees — cultural communication patterns appear to be at work here — indicates that they have instead "specialized" as *occupational leaders*. Trainees are acting as public leaders in the only major outlet available to them, the workplace. Further, the isolation of the islands normally acts as a resource and information barrier. Any technical training that is brought to the islands can be expected to be highly valued. Given the demand for training in the Eastern Caribbean, coupled with high unemployment and lack of opportunities, it is not surprising that motivated CASS returnees fill a major role as occupational leaders and significantly multiply their training among those they work with.

On the other hand, sharing within the community is highest in the Dominican Republic and Honduras. This is partially due to the strength of community and family structures, as well as active returnee associations which have community outreach activities. The lowest outreach is found in Costa Rica. This may be linked to socio-cultural values which encourage individualism and a weaker development of voluntary associations.

Change Agent Indicator 4: Taking on Leadership Roles

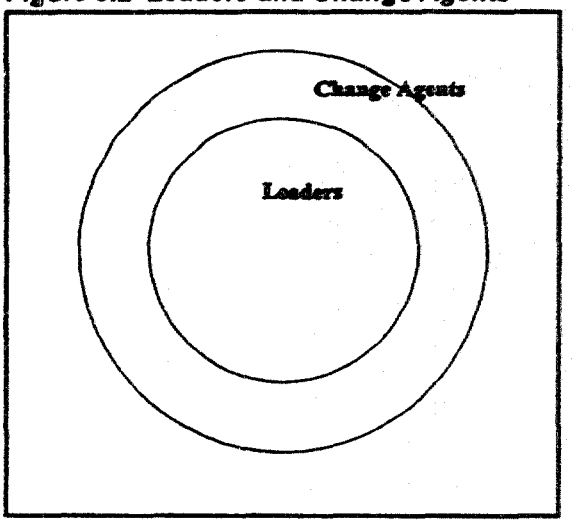
Leaders: individuals whose professional activities have a positive impact on others by increasing motivation and the resources available to them.

Selection for leadership capacity is one of the criteria used to identify prospective CASS candidates. As discussed in Chapter Two, leadership training is an important component of the CASS 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 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.

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 above. The resources that a leader imparts to others include *economic* resources and *informational* or *social* resources. 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.

Figure 3.2 Leaders and Change Agents



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" (Figure 3.2). Not all change agents are leaders, but all leaders are change agents.

- ***The "Leadership Development Scale" suggests that a high leadership capacity has been developed through training across the survey population.***

Trainees were asked to rate how CASS training contributed to their mastery of a series of social skills related to leadership roles, termed here the "Leadership Development Scale." Affirmative responses ("strongly agree" and "agree") are summed and the percentages of those responding indicated in Table 3.6.

Table 3.6. Leadership Development Scale	DR	RDOC	Honduras	Costa Rica	Overall
Individual Characteristics	%	%	%	%	%
Self-Esteem Increased	92	97	95	92	93
Self-Confidence Increased	94	98	93	92	94
Ability to Communicate with Others Improved	92	96	93	92	93
Social Skills: Understand Others Better	93	92	89	93	92
Tolerate Change Better	91	96	94	88	92
Risk-taking Attitude Developed	83	82	94	84	86
Ability to Speak in Public Improved	85	84	79	92	86
Greater Willingness to Try New Things	90	90	94	90	91
Source: CASS Returnee Survey	*n=89*	*n=51*	*n=71*	*n=73*	*n=284*

The conclusion that can be drawn from a review of the LDS responses is that Trainees feel that 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, trying new things). Limitations to leadership actions stem from the particular conditions faced by individuals in each country, as well as differences in individual motivation.

The conclusion that can be drawn from a review of the LDS responses is that Trainees feel that they have been well-prepared to act as leaders in their communities.

Trainees Assess Their Leadership Capacity

- ***Between 85 and 90 percent of all Trainees report that training improved their overall leadership capacity.***

Table 3.7. LEADERSHIP CAPACITY AND PERFORMANCE

	CAPACITY				PERFORMANCE	
	Improved leadership capacity		*More Effective as leader in community & workplace*		*Active in Community*	
Costa Rica	85%		79%		64%	
	m 84%	f 85%	m 84%	f 74%	m 63%	f 65%
Honduras	94%		97%		84%	
	m 98%	f 92%	m 98%	f 96%	m 95%	f 75%
DomRep	86%		90%		77%	
	m 90%	f 84%	m 90%	f 89%	m 90%	f 66%
RDOC	90%		92%		93%	
	m 96%	f 84%	m 92%	f 92%	m 88%	f 96%
Overall	88%		89%		78%	
	m 92%	f 86%	m 91%	f 88%	m 85%	f 73%
Source: CASS Returnee Survey	*n=305*		*n=302*		*n=302*	

Table 3.7 reports Trainees responses in three dimensions. While most Trainees feel that their overall leadership capacity has been raised, men are significantly more likely (at α of 0.04) than women to agree. Effectiveness in the workplace and community, as well as assessments of community leadership activities, follow a similar pattern of responses. High levels of activity by both sexes are apparent, with men stressing somewhat more CASS's contribution to their skills.

The survey also measures 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. Overall, nearly 30 percent take on at least five of the six, and 19 percent more take on at least four of the six. Substantial differences exist between Trainees in the Eastern Caribbean (where over 50% take on five or more) and in Costa Rica (where less than 10% take on more than four activities) (significant at $p < .001$).

The responses for these leadership and community activity measures are significantly lower for Costa Rica. Qualitative data suggests that social and economic stratification there make it more

difficult for returnees to take on leadership roles. They must compete with an already present cohort of well-connected and well-educated peers, part of an already entrenched generation of leaders associated with the upper strata of Costa Rican society. Opportunities therefore appear to be greater in the other three countries to act as leaders.

In Costa Rica, social and economic stratification makes it more difficult for returnees to act as leaders. Trainees must compete with an already present cohort of well-connected and well-educated peers, part of an already entrenched generation of leaders associated with the upper strata of Costa Rican society.

Reporting of direct leadership activity *in the community* follows the pattern of other leadership measures. Costa Rican returnees report the lowest average level of leadership activities in communities (64%). There is no significant difference in this number for men and women in Costa Rica reporting community development activities, but this value does significantly differ by sex for the other three countries (Table 3.7).

In Honduras the difference of 95 percent men report they are active in community leadership activates compared to 75 percent women. In the DR, 90 percent of men and only 66 percent of women report involvement in community leadership activities. It is noted that part of this difference is due to the lack of time women have because of the greater role they continue to play in parental household activities and support. Although community leadership activities are low for CASS women when compared to their male counterparts, the reported numbers indicate that they still 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 women CASS returnees would be higher than that for the general population of women. The role of men as leaders is enhanced more by training than that of women because of the already prevalent role men play as leaders.

In the Eastern Caribbean, the difference in community leadership activities between men and women is slight (only 8% difference). This is consistent with the changing status of women in the Eastern Caribbean, where education is providing them with the power to act as leaders in a society that has begun to accept women in leadership roles (see Appendix 1).

Change Agent Indicator 5: Maintaining Motivation for Working in Development

The evaluation attempted to assess the degree to which Trainees have established networks of social relationships and exhibit attitudes which will foster their participation in development-related activities in the future.

- ***Fostering social links cements the bonds for future action as change agents***

The shared experience of the CASS program results in enduring communication and cooperation between returnees in-country and between returnees and U.S. contacts. This cooperation manifests itself in the form of formal and informal social contacts, and facilitates and reinforces leadership capacities (Table 3.8).

Table 3.8. CASS Returnee Networking

Links Within the Country	DR	RDOC	Honduras	Costa Rica	Overall
	%	%	%	%	%
Contacts with other returnees	97	96	96	86	94
Participates in CASS groups or meetings	80	61	75	49	68
Membership in alumni association	76	76	76	16	59
Presentation of projects with other returnees	54	14	51	10	36
Works with Peace Corps volunteers	13	14	24	15	18
Source: CASS Returnee Survey	*n=94*	*n=51*	*n=89*	*n=72*	*n=306*

Ties to Other Trainees

The common training experience shared by CASS returnees creates enduring social relationships among students. Trainees exchange ideas, discuss professional activities, and reinforce their common identity.

Within each country, networks with other returnees are primarily maintained as social contacts. These contacts are consistently high across all four countries; 94 percent of Trainees maintain communication with other Trainees. The common experience of CASS training creates social relationships between individual students that act as information links. Trainees exchange ideas, discuss professional activities, and reinforce a common identity. The linkages may be profound; some students remarked that they would only marry other CASS students, for only they could and appreciate and understand their changed world view. Marriages have occurred between CASS students, some between students in different countries. Other Trainees broaden their reference points. For example, one Eastern Caribbean returnee remarked that she no longer identified herself in terms in her home island, but rather as a "Caribbean person". Many students remarked that some of the most valuable things they learned from the CASS program came from contacts established with CASS students from other countries.

CASS Meetings

Fewer Trainees participated CASS groups or meetings than maintained the more informal social contacts. However, the percentages reported still indicate the ongoing importance of retaining linkages to the program as Trainees reintegrate themselves into their home countries. In more active programs, such as those in the DR and Honduras, participation in CASS follow-on activities allows students to share their experiences and improve their leadership skills. In the Eastern Caribbean (61%) and Costa Rica (49%), the program offers fewer ongoing CASS alumni activities. In the Eastern Caribbean, the logistics of travel between islands makes getting together more difficult and expensive. In Costa Rica, the lower participation in the CASS group meetings appears to be due to a lack of interest.

Participation in Alumni Associations

As discussed in the DR and Honduras country studies, active alumni associations promote common activities and act as forums for leadership development. The field visit to the DR confirmed that this program has been particularly successful in encouraging participation in its

alumni activities. By contrast, only 16 percent of Costa Rican returnees reported membership in alumni associations.

Presentation of Projects

A better measure of the strength of membership activity in alumni associations may be the percentage who state they work with other Trainees to present projects. A significant difference in active participation in such project presentations exists between the DR (54%) and Honduras (51%) versus the Eastern Caribbean (14%) and Costa Rica (10%). Again, the Eastern Caribbean appears to be affected by the dispersion of Trainees, while Costa Rica's low figure is consistent with other suggestions of a CASS in-country program which has been less oriented to development goals.

Contacts with Peace Corps Volunteers

Contacts with U.S. Peace Corps volunteers is the least amount of in-country activity reported. Such contact is not part of project design. However, some related CLASP projects have determined that links with the Peace Corps is a good way to reinforce Trainees' understanding of the development process. Such linkages could be one way to improve the understanding of returnees of the development needs of their countries, especially in the most underdeveloped or impoverished areas. Contact with Peace Corps volunteers is greatest in Honduras (24%) and varies from 14 to 18 percent for the other countries. The greater contact in Honduras with Peace Corps volunteers may be attributable to the widespread distribution of CASS returnees and with special efforts undertaken by the CASS Country Coordinator.

Box 3.4. Methodological Note: Explaining the Ladder of Life Scale

The Ladder of Life (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.*

The hypothesis would be disproved if the cumulative responses showed no discernible pattern. Survey data for LLS is represented in Figure 3.3. The topped lines represent the upper and lower values (the *range*), the dark bars represent the middle fifty percent of the total population (the *interquartile range*), and the thick line crossing the bar is the *mean*, or average, of the responses.

The Ladder of Life Scale as an Indicator of Development Impacts.

The Ladder of Life Scale asks returnees to assess how well they are doing in their lives in five points in time, "Five years ago;" "While studying in the U.S.;" "Upon returning;" "Today;" and "In five years." The LLS indicator instrument is described in detail in Appendix Two describing the evaluation methodology.

The hypothesis of development using the LLS is this:

- *If training is having a significant impact on the professional development of Trainees and their success as change agents and leaders, the numerical values selected will have a tendency to rise with each reference point on the scale.*

Examining the LLS data for Trainees in the four countries surveyed, responses show a positive upward trend for all cases. The average values for each point in the scale are similar across the sample. The trends are presented for each of the countries in Figure 3.3.

"Five Years Ago" and "the U.S. Experience"

- ***The training experience had the impact of significantly modifying Trainees' world view during training, giving them an optimistic attitude about their chances for improved opportunities in the future.***

Each of the average values for this point are relatively low on the scale, with the lowest average being for Trainees in the DR and the Eastern Caribbean. The highest pre-training values for the LLS are in Costa Rica. These values indicate that pre-training conditions for students were worse in the least developed countries, while Trainees situated themselves highest in Costa Rica, which had the highest level of development.

> ***The highest pre-training values for the LLS are in Costa Rica, while the Dominican Republic and the Eastern Caribbean are lowest. These values indicate that pre-training conditions were worse in the least developed islands countries, and best in the developing country of Costa Rica.***

For the point "while training in the U.S.," average values increased. While Costa Rican Trainee have higher values than the other three countries, the *differential increases* are least there. *Thus, the level of training impact for the four countries surveyed appears to be inversely correlated with the degree of development. The more economically disadvantaged the population, the more likely Trainees are to assess its importance highly.* Typical reasons given for the increase in LLS values while studying in the U.S. were that it represented a "great opportunity," "life was improved," and they were "achieving goals" and "realizing dreams."

"Upon returning from the U.S."

- ***Most Trainees faced adjustment difficulties before they could become active as change agents.***

For the point "upon returning from the U. S.," there is a marked drop for all four countries in LLS values, reflecting the transition of reintegration and adaptation. Problems faced by returnees included culture shock, readjustment to the family unit, lack of immediate employment, and financial problems. Adjustment difficulties are not unexpected when Trainees return to their

home countries. How well they handle these adjustments and subsequently apply their training as successful change agents is predicted by optimistic responses in the face of adjustment difficulties. In open-ended responses, Trainees noted that they were "well prepared for their careers", were "happy to be back with their families," and looked forward to "achieving goals."

"Today"

- ***For "today," Trainees report that they are realizing positive benefits from training while having an impact on sustainable economic development.***

The LLS values for the point "today" increase again, as returnees found jobs, readapted to family and community, and improved their income and occupational status. The greatest increase in values for this point is noted for Honduran men; most others increased from between 0.5 to 0.7 in LLS values. The higher values are supported by very positive open-ended anchoring responses from all countries. Responses refer to achieving goals, an improved life, and getting a good job. For example, in the Eastern Caribbean, returnees explained their LLS values by the categorical responses "good job" (41%), "life improved" (37%) and "goals being achieved" (22%). The increased LLS values mark a trend in change agent status among the Trainees.

"Five years from now"

- ***The high assessments given to "five years from now" represent a projected impact and are indicative of the motivational drive and optimism of returnees.***

With LLS values, it is assumed that Trainees who are *incipient change agents* will show a continuing upward trend, indicating further increased capacity and motivation though the application of training. The LLS values increase for all four countries for the point "five years from now," with the most significant advances being in Costa Rica, followed by the Eastern Caribbean, the DR, and Honduras. The values in all four countries are consistent with a motivational spirit that will allow the impacts Trainees are having to continue and be multiplied into the future.

The high values for Costa Rica may seem out of place, given the already noted level of development. It might be predicted that there is less room to improve for those already in the most developed of the CASS countries. However, such optimism is not inconsistent with the noted character of Costa Ricans. Their culture fosters a sense of independence and personal initiative that can be compared to the "can do" attitude prevalent in mainstream American society. This pride and sense of independence gives them an optimism that anything is possible (Cersosino 1986).

Section II: Promotion of LAC/USAID Objectives and Sustainable Development Through the CASS Program

It should be emphasized again that impacts of CASS training were not designed to fulfill presently formulated Strategic Objectives of USAID or the Latin America/Caribbean Bureau (LAC). The fact that some of these goals are nevertheless being realized is an unintended benefit of the program. However, as strategic and results-oriented management grows in importance in the Agency, all training activities must be able to demonstrate the way in which they support the broader mandates of the region and individual Missions.

An examination of CASS training suggests that it supports, to some extent, two of the four LAC FY 1995-1996 Strategic Objectives. Those are:

- *Broad-based economic growth with equity; and*
- *Democratic institutions and governance.*

Broad-based Economic Growth with Equity

The support of broad-based sustainable economic growth through training disadvantaged youth in marketable skills underlies the approach of the CASS program. In the LAC Regional Action Plan for FY 1995-96, CASS most directly supports the subobjective of *improved human resource skills*. However, the subobjectives under the USAID/LAC FY 1993-94 formulation of the "broad-based economic growth" Strategic Objective more fully reflect the CASS/GU approach. The following subobjectives appeared there:

- Encourage economic policies that promote investment, productive employment and outward-oriented (export-oriented) diversification.

- Encourage a vigorous private sector response.

- Encourage increased economic opportunities for the disadvantaged.

In each of these, the CASS approach has demonstrated some impact. While CASS is not a policy dialogue instrument, it has strengthened human capacity for productive employment. Field visits also showed that, in at least two of the four countries surveyed (Honduras and the Dominican Republic), CASS has assisted in export-oriented diversification by providing trained, English-speaking technicians to industries in the growing export sector. Private sector enterprises benefit most from the increased capacity of CASS Trainees, since nearly 70 percent of returnees enter private sector employment (see below). Further, the targeted population is clearly disadvantaged. CASS provides increased economic opportunities for rural peoples, women, and, in some programs, the disabled and ethnic minorities.

Transition to Higher Job Status

- ***The transition to higher job status is an indicator of improved economic and leadership possibilities for future impact.***

The task to determine if there is widespread economic impact consistent with the Strategic Objective is only begun in the present study. The evaluation postulates, however, that increased job status is, over time, a vehicle to broader impact. High status jobs give Trainees more resources and better opportunities to effect change. A high status job is one that requires specialized training and is marked by higher income potential and responsibility. For those of disadvantaged backgrounds, it is reasonable to hypothesize that the increase in job status will also provide a broader platform for leadership and entrepreneurial initiatives. Examples of high status jobs include computer technician, quality control officer, and business manager. Low status jobs include desk clerk, manual laborer, and street vendor.

Virtually all of the "high status" jobs held by students prior to training could be characterized as "marginal" high status. Most marginal high status jobs did not require the specialized technical training available through the CASS program.

Jobs held before and after training were categorized by typical skills and responsibilities. Figures 3.4 to 3.7 illustrate the transition in job status for the survey population across the four countries studied. In all cases there has been a measurable shift in the number of CASS Trainees employed in high status jobs after training. Virtually all of the pre-CASS high status jobs held by students in the countries surveyed could be characterized as "marginal" high status. Most marginal high status jobs, such as primary school teachers and low-level managers, did not require the special technical training obtained through the CASS program. These pre-CASS figures include only those students who were employed. All shifts in job status cannot be said to be the outcome of training alone. However, CASS training is the common factor shared by all returnees, and is noted by over 90 percent of returnees to be responsible for their improvement in job status.

Considering only those who were employed, average employment in high status jobs before training was 25 percent of Trainees. This ranges from 14 percent for the Dominican Republic to 36 percent for Honduras. After training, the average employment in high status jobs jumps to 67 percent, a differential of 42 percent (significant at a $p<.001$).

The most dramatic transitions in job status occurred for the island nations of the Eastern Caribbean (51%) and the Dominican Republic (50%). In most cases, the transition in employment status can be attributed to greater opportunity in selected fields. In areas such as quality control and computer repair, a lack of training among the general population has allowed students to move up in job status with little competition from the wider labor sector. This suggests that returning students have been trained in fields that are relevant to the development of their societies. However, this transition is certainly not uniform and varies by country, field, and the motivation of a particular student.

Figure 3.4. Job Status Transition
RDOC

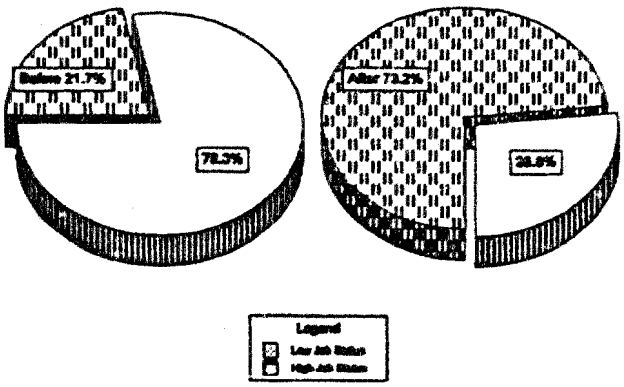


Figure 3.5. Job Status Transition
Honduras

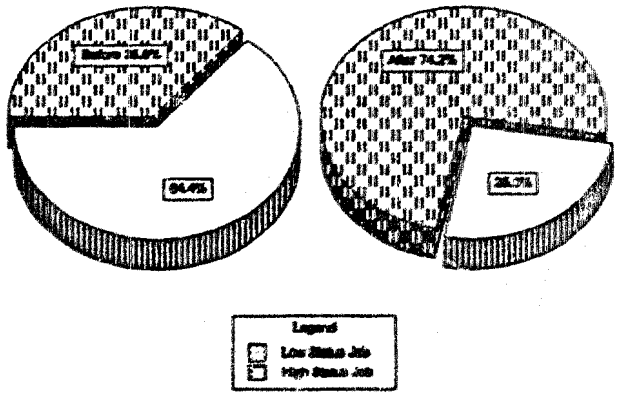


Figure 3.6. Job Status Transition
Dominican Republic

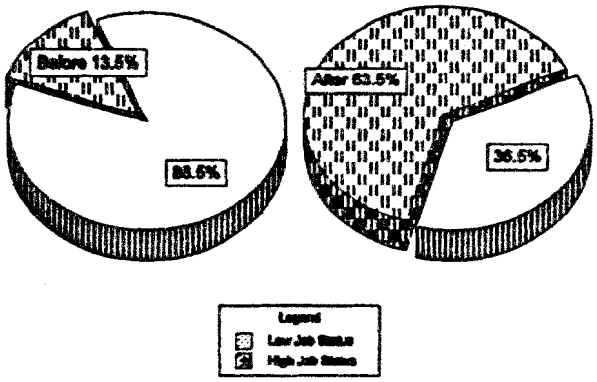
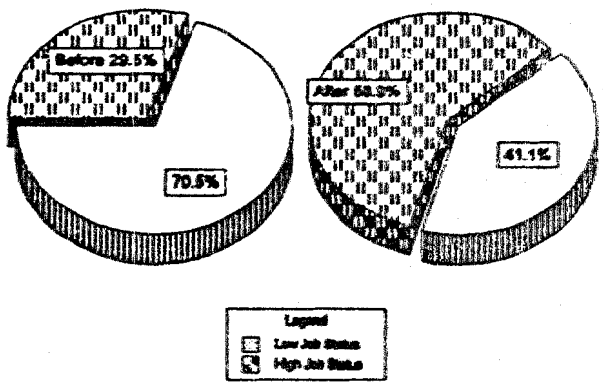


Figure 3.7. Job Status Transition
Costa Rica



In Costa Rica, the shift to high job status is problematic. Costa Ricas's highly structured labor market and well-trained labor force make it difficult for young returnees to have as significant an impact as they can have in the other countries. The percentage of employed returnees with "high status jobs" in Costa Rica prior to training was 30 percent. This values exceeded that for the DR (14%) and the Eastern Caribbean (22%). However, there was less of a *transition* to improved job status in Costa Rica.. With 60 percent of surveyed returnees reporting high status jobs in Costa Rica, this represents a differential of only 30 percent between the pre-training and post-training periods. This compares with 50 and 51 percent differentials for the DR and Eastern Caribbean. Honduras is intermediate in high job status transition, with 36 percent employed in high status jobs before and 74 percent after training, a differential of 39 percent.

In areas such as quality control and computer repair, a lack of training among the general population has allowed returnees to move up in job status with little competition from the wider labor sector.

- ***Trainees are active in the private sector and appear to be actively involved in producing new economic growth for themselves and their employees.***

Table 3.9 indicates that Trainees are predominately finding employment in the private sector. Only the Eastern Caribbean — a region characterized by high levels of unemployment — shows a substantial percentage of Trainees employed in the public sector. Most of those in private sector enterprises are employees. However, nearly 11 percent of Trainees surveyed specified that they were *employers of five or more employees* and an additional 6 percent stated that they were either *self-employed* or *operated small enterprises of four or fewer employees*. If it is assumed that over 16 percent of the 834 Trainees back home for six months or more have created an average of from three to five jobs (a conservative assumption), then this would suggest that CASS Trainees over the past four years have created between 400 and 700 jobs since they returned to their home countries. CASS is not, as a program, designed to increase overall in-country employment beyond the participants themselves. Nevertheless, it appears that Trainees play a modest role in increasing employment in their communities.

Table 3.9 Sector of Employment (Percentages)

	DR	RDOC	Hon	CR	All
Priv. Sector	83.9	51.0	56.6	70.3	69.3
Public	2.3	40.4	13.3	14.3	14.6
NGO/PVO	6.9	0.0	14.5	4.8	7.5
Other/Auton.	6.9	8.5	15.7	1.6	8.6

Source: CASS Returnee Survey *n=280*

CASS Support for Democracy

A second area of CASS support for USAID Strategic Objectives is in the area of support for democratic institutions and practices. In this case, the impact is situated in four areas:

- actions that grow out of ongoing ties to the United States after return;
- community or grass roots leadership activities buttressed by skills and motivations acquired in the U.S. training experience;
- attitudes and actions reflecting a changed world view, deriving from the values molded in the U.S.; and
- a maturing participation in political and civic democratic institutions.

Many of these elements are attitudinal and are not easily measured. The support for democracy originating in the CASS Program is related most directly to the Experience America elements, the leadership development components of the U.S. experience, and the maintenance of ties with friends and professionals in the United States.

- ***Links with the U.S. reinforce ongoing attitudes congruent with democratic values.***

Table 3.10 shows that most returnees maintain ties with the United States, both social and informational. Some 92 percent of CASS returnees surveyed *maintain contacts with U.S. friends*. This indicates that Trainees continue their "friendship ambassador" activities through continuing ties with U.S. friends, including host families, classmates, instructors, and other social contacts. It

is reasonable to speculate that this can only improve their understanding and appreciation of U.S. culture and its occupational standards.

Table 3.10. CASS Ties to the U.S.

Links with the United States	DR	ROOC	Honduras	Costa Rica	Overall
	%	%	%	%	%
Contacts with U.S. friends	94	98	94	81	91
Reads U.S.-based journals	68	69	70	61	69
Visits from U.S. friends	47	26	39	40	35
Contacts with U.S. training institution	46	51	24	32	43
Commercial relations with U.S.	14	18	24	18	18
Source: CASS Returnee Survey	*n=94*	*n=51*	*n=89*	*n=72*	*n=306*

Reading U.S. based journals keeps returnees aware of important professional information. On average, some 76 percent of returnees report reading U.S. based journals. The high percentages indicate an ongoing interest on the part of returnees in maintaining themselves up to date both on U.S. culture and on technical information. Returnees refine and update knowledge gained in training as they keep up to date in their chosen fields of study. The journals also encourage Trainees to maintain their English literacy skills. Trainees' skills in English prove extremely useful in the workplace. Trainees can provide current work-related information to employers and co-workers alike.

Some 38 percent of the survey population have visits from U.S. friends. This indicates that students have developed strong enough ties with U.S. friends and host families for the latter to make the effort to visit the home countries of their CASS friends. The "friendship ambassador" role continues through hosting U.S. friends.

Visits from U.S. friends and *contacts with training institutions* are other indicators of continued contact with the United States. Some 38 percent of the survey population have visits from U.S. friends. This indicates that students have developed strong enough ties with U.S. friends and host families for the latter to make the effort to visit the home countries of their CASS friends. Contacts with training institutions average 38 percent; Trainees in the Eastern Caribbean (51%) are most likely to maintain these contacts, and those in Honduras (24%) are least likely.

Developing commercial relations with the U.S. is an activity that indicates an advanced role in development activities. Such a role is difficult to initiate, since startup capital is hard to obtain and competition for commercial contacts is intense. It takes time to initiate such contacts, and commercial ties with the U.S. can be expected to increase over time as returnees mature in their change agent roles. The development of commercial contacts provides returnees with access to and control over resources that can be used in establishing themselves as leaders in the business community.

- ***Trainees have drawn on their U.S. leadership skills and motivations to take on community and grass roots leadership activities.***

Trainees' leadership activities have already been reviewed in the individual country chapters and summarized in Change Agent Indicator 4 above; this will not be repeated here. It became clear in that analysis that large percentages of Trainees are actively involved in a range of leadership roles, both in the work place and in their voluntary activities. The Leadership Development Sca also showed that Trainees attribute their enhanced leadership skills to their U.S. training. The model to which most Trainees were exposed was one of participatory, community level volunteerism. Trainees practiced those skills while still in the U.S. as they took on volunteer community projects, "friendship ambassador" activities, and other leadership activities.

More difficult to document is the issue of changed world view, deriving from the values molded in the United States. Nevertheless, the qualitative data gathered in the course of the evaluation confirmed the importance of a world view influenced by their U.S. stay — of new motivations and values which nourish Trainees' views of themselves and their ability to achieve their own goals.

- ***Trainees exhibit a maturing participation in political and civic democratic institutions.***

The most evident leadership roles are those associated with the *formal political process*. Successful participation is the public arena is an activity that takes time, experience, and resources. Returning CASS students have had little time to develop the resource base to succeed in politics. Despite this, there is preliminary evidence that they have become involved as leaders in governmental and NGO elections.

In Honduras and the DR, nearly 40 percent of the sample report participating as candidates in non-governmental organizations (NGOs) or in association and community elections. Some 9 percent of Honduran Trainees and eight percent of Trainees in the DR have run as candidates in government elections. In Honduras and the DR, active alumni organizations provide opportunities for returnees to practice leadership skills as alumni officers and project organizers.

By contrast, participation of individuals in Costa Rica in government and NGO electoral processes is significantly less. Three out of 72 (4%) of returnees in Costa Rica have run as candidates in NGOs, and only two (3%) have run as candidates in government elections. Again, the more rigid nature of the Costa Rican society may limit the participation of returnees in the political process. The lack of an active alumni association in Costa Rica means that those opportunities do not exist for returnees. In Costa Rica, informants claim that a tradition of independence from organizations and a focus on the family makes it difficult to form and maintain associations (Cersosimo 1986 and key informants). This leads to a *lowered motivation* for returnees to act as leaders. As the change agent definition outlines, effective leaders must possess the characteristics of both *capacity* and *motivation* to effect change.

In the Eastern Caribbean, the participation in NGO elections (24%) is lower than in the DR and Honduras. No Eastern Caribbean returnees have run for governmental office. However, this does not indicate a lack of interest in community activities. Analysis has shown Eastern

Caribbean Trainees to be significantly involved in these. As in Costa Rica, there is no active alumni association and the logistics of inter-island communication and cooperation make such an association problematic. The lack of participation in political activities also results from a rigid and elitist social structure system, where individuals must be economically and politically "connected" to have any opportunity to participate as candidates in elections (Gonsalves 1994 and key informants).

The successful effort in the Eastern Caribbean to recruit candidates from socioeconomically needy classes contributes to the difficulty of the transition to more active formal political participation. Key informants expressed the opinion that it "was no use" to becoming politically involved without political connections with the elite. Leadership among CASS returnees is best expressed in the workplace and with volunteer and church organizations, at the community level of impact.

Preliminary Impacts on the Regional and National Levels

Training which targets disadvantaged populations has difficulty in demonstrating wide ranging impact above the community level. It is also premature to expect to discern regional or national impact in Trainees who have so recently returned. However, certain examples of regional and national impact did appear in the country studies:

- In *Honduras,* a North Coast computer science returnee opened his own computer school, staffed by three CASS returnees. Visiting Ministry of Education officials were so impressed by the curriculum that they adopted it nation-wide. It will serve as the basis for computer studies in the last year of secondary school, when Honduran students choose a speciality.

- In St. Vincent (Eastern Caribbean), a Trainee working for the National Insurance Scheme (NIS) has effectively doubled tax revenues to the national fund from island employers. The NIS, the equivalent of the U.S. Social Security system, provides insurance benefits for employees and funding for development projects. Her success, she says, is due to learning in the United State an attitude of "client service" (that is, "the customer comes first"). This new attitude has successfully been adopted by all other NIS inspectors .

- In Antigua, a returnee who studied computer science works at the national computer center. He has improved the island's information network capability by providing linkages with U.S. firms. He has also become a major consulting resource for computer users on the island, thereby increasing the productivity of CASS students working in government ministries.

- In St. Vincent, a quality control returnee works for a company which manufactures cardboard containers. Her supervisor reported that she has significantly improved product quality by introducing quality control measures. This has increased market share of the company in the region. They are now considered the leading supplier of cardboard boxes in the Eastern Caribbean.

- In the Dominican Republic, a student of sign language works in the Special Education Office of the Ministry of Education as a resource person in sign language. The only person in the division who does not have a Bachelor's degree in Education, she nevertheless has appeared on national television as an interpreter for the deaf community and is frequently invited to sign for national level conferences.

- The Alumni Association in the Dominican Republic has successfully organized CASS students to work with a not-for-profit environmental protection organization (PRONATURA). Students adopt a region of the country and dedicate a day to cleaning the environment in that area. Plans are underway for an international conference sponsored by ADECASS and PRONATURA to spotlight the issues of natural resource management and biodiversity. The objective is to develop an appreciation of environmental issues among people from all walks of life in the country.

- In Costa Rica, a student of quality control has opened the first travel agency in a small northern town, at the foot of the only active volcano in the country. He has influenced the development of at least eight new businesses among the residents of the town. He serves them all voluntarily as business advisor, translator and cross-cultural interpreter. Through his efforts, tourism has already increased in the area.

These anecdotes record the activities of only a small number of Trainees. Only a small percentage of CASS Trainees may be able to initiate activities that succeed in having an impact at these broader levels. Nevertheless, these are suggestive of the possibilities of wider impact that CASS Trainees may be able to effect in the future.

Strategic Objectives and CASS

The CASS Program demonstrates outcomes which support USAID Strategic Objectives indirectly. Impact information gathered for the evaluation suggest that returnees are generally highly motivated to take on increased responsibilities for applying their training in the work place. A large majority also appear prepared to take on, in future years, leadership roles which will extend the scope of their efforts beyond their household and local community. Preliminary data also suggest the potential for wider-ranging impacts at the regional and national levels. However, the CASS Program has not yet explicitly designed its programs with direct support of USAID's Strategic Objectives in mind. CASS has developed its goals and program objectives in relative isolation from the program development process of the USAIDs in the countries where it operates. It therefore becomes more difficult to articulate the relationship between the impacts deriving from the actions of CASS as change agents and the current objectives of the Agency.

CHAPTER FOUR

CONCLUSIONS AND RECOMMENDATIONS

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Introduction

The preceding chapters present the results of an analysis of the CASS Program which show it to be effective in recruiting and selecting disadvantaged youth in Central America and the Caribbean for technical training in U.S. community colleges. The report shows that Trainees generally act as "Friendship Ambassadors" during their U.S. campus stays, and that most have undertaken activities that permit them to be termed "change agents." The report also examines the relationship between CASS Trainees' activities upon return and the broadly defined Strategic Objectives of USAID and finds that the link could be profitably strengthened. In this chapter, conclusions and recommendations are presented.

I. CAPACITY BUILDING: PROGRAM IMPLEMENTATION

IN-COUNTRY PROGRAMS

The following conclusions and recommendations are based on a review of the in-country portion of four of the eleven CASS country programs.

- ***CASS/GU has successfully designed administrative procedures to implement the CASS training process.***

At the mid-point in the CASS program, CASS/GU has prepared and distributed administrative manuals outlining procedures for all the phases of the CASS program. CASS personnel as well as U.S. and country coordinators are trained at an annual conference in Washington. Training continues informally throughout the year. The printed materials are generally sufficient for program administrators to perform the day-to-day management of the program. The target population is clearly defined and the selection criteria are well identified.

- ***CASS country program administration is efficient and performing well.***

Hiring host country nationals as CASS country directors is effective in guaranteeing that the program is being administered in each country by individuals who are very familiar with country conditions. Coordinators can judge better than any expatriate the merits of candidates, since they know the educational and cultural environment from which students are being selected. The evaluation did not review country coordinators' salaries. However, this approach should also be cost effective, since the cost to the program for support of country coordinators will be less than maintaining a U.S. citizen in these positions.

Recommendation:

Greater communication could be fostered among in-country coordinators. One such venue is the spring conference at Georgetown University for final student selection. This gathering is used to

communicate the goals and administrative procedures of the program to in-country coordinators. CASS/GU may also wish to create further opportunities (e.g., via newsletters or other mailings) whereby country coordinators can exchange successes and difficulties among each other, not just between themselves and the CASS/GU administrative staff. This would allow for the dissemination of successful program activities, and for working out some commonalities in purpose and strategy between countries as well as between CASS/GU and individual country coordinators.

- ***The CASS program is largely administered independently of the local USAID missions.***

The goal of CASS should be to achieve a cooperative working relationship between CASS/GU and the USAID Mission in each country. However, it appears that this relationship at the country level is often not strong. The evaluation found that Trainees are involved in activities and having development impact of which the Missions are unaware. Further, each Mission has developed Strategic Objectives and policy goals which have not been well incorporated into each CASS country program's planning and operations. Past perceptions of the program — in which CASS and its predecessor project CASP were seen as operating relatively independently of Mission guidance — may underlie the current lack of communications.

Recommendation:

- CASS/GU should establish improved channels of communication with USAID Missions. This should be through contacts not only with the Training Office, but also with other units such as the Program Office and the teams involved in designing the Action Plans or the new Comprehensive Country Strategic Performance Plans.

Recruitment of Participants

- ***Recruitment of candidates involves a large and diverse support network in each country, ensuring opportunities for students from rural areas and secondary cities to participate in the program.***

The CASS recruitment process has demonstrated its ability to identify socio-economically disadvantaged youth. Following CASS/GU guidance, country coordinators have successfully established links with a variety of networks, such as Ministry officials, professional associations, non-governmental organizations, and private sector employers. In larger countries, regional coordinators represent the program during the recruitment phase.

Country coordinators recognize the importance of maintaining the CASS program independent of local governmental agencies. Patronage and favoritism are traditional practices in countries participating in the CASS program. Social stratification and the concentration of wealth and opportunities within an elite is the norm. Educational programs available through the regular government channels are utilized primarily by the elite, providing little opportunity for the economically disadvantaged. Program independence is maintained through the careful recruitment of students by the coordinator and support networks.

CASS/GU currently provides no written guidance to country coordinators about the composition and function of the support networks. There is wide variety from country to country regarding responsibilities. *It is difficult to determine who actually carries out the initial screening of students to assess if there is unanticipated bias in the initial recruitment phase.*

Recommendations on Student Recruitment

- Recruitment of students can be improved in some of the country programs by expanding the networks used in the advertisement of the program. Other in-country organizations not presently involved in the recruitment process can be made aware of the CASS program and given materials to promote the program in areas of the CASS countries that have been traditionally under- represented in the selection process. For example, more students in the DR could be selected from the region bordering Haiti, which has had very few CASS Trainees but represents a fairly large rural population.

- CASS may wish to review the practicality of targeting 80 percent of its scholarships to rural areas. While the motivation of the goal is laudable, real difficulties in recruiting from the rural areas may preclude its realization. Urbanization is an increasing trend throughout the region, which suggests that even rural Trainees (except for those in specifically rural fields of study) will move to towns and cities. In the case of the Dominican Republic, it appeared that students from rural areas were more likely not to return from their U.S. training than urban Trainees. Given these circumstances, it is recommended that CASS revise the rural target goal downward.

- The difficulty of ensuring that rural Trainees return to their home regions suggests that the support networks in such areas should be extended beyond contacts with the Ministry of Education and school principals. Broader contacts could include Peace Corps volunteers, local business people, and local church personnel.

Selection of Participants

- ***Candidates selected meet the established criteria for the CASS program.***

In all countries surveyed, the highly competitive selection process successfully identifies and recruits academically superior students from rural and poor urban areas. Students are unmarried high school graduates, between the ages of 17 and 25 who are motivated to contribute to their country's development. *Some students had begun university studies in their country while waiting for the outcome of the competition, especially in countries whose academic year begins in February.* Data from all countries confirm that CASS is one of the few opportunities most poor students have to continue advanced education and may be the only opportunity for students from the lower socio-economic stratum to study abroad.

U.S. program administrators reported that some students from El Salvador and Nicaragua appear to meet the rural, socio-economically disadvantaged criteria but do not meet minimum academic standards. The effects of civil unrest in these two countries disrupted the educational system. Many rural students, while high school graduates, are not academically prepared for the CASS program. As a result, some are experiencing difficulties learning English and completing the Associate of Arts degree within the two-year time limit of the program.

Recommendation on Selection:

- CASS/GU and the CASS country coordinators should review the selection process to ensure that the students selected are academically prepared to pursue university level work. Students' records should be reviewed for evidence of learning problems or inadequate language skills in Spanish which would indicate an inability to succeed at the university level in the United States.

Fields of Study

- ***CASS fields of study are generally appropriate for the development needs of the participating countries. Closer coordination with in-country coordinators, the USAID Missions, and others knowledgeable about the country's labor force is needed to identify fields of study most critical for meeting the changing workforce development needs of the country.***

Proper *selection of the fields of study* is critical as this determines to a great extent:

- the occupational opportunities available when students return from training;
- the level of development impact students have when they return and become employed in their fields of training; and
- the degree to which students will act as leaders within their communities and promote development through information transfer and other activities typical of change agents.

The current program is constrained in some cases by the historical continuity of fields initially established by CASP and fields which were selected prior to the development of USAID Strategic Objectives. The program is also limited by the overall complexity of the target population. Trainees comes from 17 countries at different levels of economic development in three distinct areas of the region: Spanish-speaking Central America; English-speaking islands in the Caribbean and Belize; and French- and Spanish-speaking islands in the Caribbean (Haiti and the Dominican Republic). CASS/GU needs to juggle individual and regional needs with the community colleges' capacity to develop appropriate curricula.

Fields of study are added and deleted annually to respond to the evolving socio-economic needs of the region. The process is lengthy, as described in Chapter Two. CASS/GU also prefers to draw on the training institutions within the CASS network to implement new courses (although the program does incorporate new institutions when a new program is outside network expertise, as it has done for the 1994-95 cycle). This limits the flexibility with which new fields of study can be instituted.

However, country coordinators as well as USAID Mission personnel were dissatisfied with the results of this centralized decision-making process involved in selecting the fields of study. CASS/GU does not provide specific guidelines to country coordinators on *needs assessment methods* to determine the fields of study that would most contribute to the *development needs of the country.* USAID Mission personnel would like to be more actively involved in the needs assessment process in order to reflect the Agency's priorities in the annual selection. USAID defines its priorities through the Strategic Objectives, and USAID Missions have invested considerable resources in determining the needs of the country. These resources can enrich the needs assessment process for the CASS program.

Qualified candidates are available for the program for a wide variety of fields of study. A more integrated approach to selection of fields of study will ensure that the development needs of the country are being addressed when Trainees return from training.

Recommendation on Fields of Study

- The program would benefit from a more systematic approach to the needs assessment process for selecting the fields of study. By including USAID Mission personnel and expanding the "feedback" from country coordinators in the selection of the fields of study for each country, CASS Trainees development impact can be maximized.

Predeparture Orientation for Trainees

- ***The orientation program provided to all CASS participants is generally excellent.***

CASS/GU provides country coordinators with a course outline of the predeparture orientation program which all students reported attending. The cross-cultural course content and experiential methodology is appropriate for the Trainees and generally prepares the students for the U.S. experience. However, data from the CLASP Exit Questionnaires and the CASS Returnee Survey suggest two areas in which students need more information prior to leaving their countries.

1). Students experienced problems with their homestays in American families because of a misperception about the types of families which would be their hosts. They were not well prepared to be hosted by single mothers, empty-nesters and single men and women. A greater understanding of the diversity of U.S. family styles and a more acute contrast between their present home life and what they can expect in the United States may serve to prepare more students for the particular host family arrangement they encounter on arriving.

2). Many students and most of the country coordinators objected to the lack of information about the fields of study. The information about the courses comprising the curriculum is so brief that students often do not have a clear understanding of what they will be studying. The lack of detailed information about courses that not taught in the country, such as quality control and ecotourism, makes it very difficult for students to know if they are interested and qualified for the field.

Recommendation on Predeparture Orientation

- CASS/GU should include an experiential module on the diversity and evolution of U.S. family structure to prepare students for the reality of the homestay program which they will encounter in the United States.

- Detailed information on the courses comprising the curriculum for each field of study is currently prepared and provided to students during the orientation program. However, both students and Country Coordinators feel that it is often insufficient to orient candidates to the specific prerequisites and requirements of programs. CASS/GU should make every effort to provide the level of information needed to inform students fully about the fields of study upon which they are embarking. If new fields of study

are added, the same information should be made available to students during the recruitment phase.

U.S. TRAINING

CASS/GU has selected 23 community colleges and technical institutes around the United States to provide two years of technical education and English language training for French- and Spanish-speakers. The program also includes an Experience America component consisting of host family residence, involvement in campus and community activities, and, in most cases, structured course work in leadership development.

As a result of the review of training in Chapter Two, the following conclusions were reached:

- ***CASS Training is generally well designed and implemented.***

The program is generally effective in delivering competent and, in some cases, excellent technical training. Site visits revealed that, within the general outlines of the CASS model, community colleges have evolved a range of solutions to the issues of Trainee adaptation, "mainstreaming" into regular college course work, and English language training. However, reviews of CLASP-II monitoring questionnaires and qualitative information obtained from returned Trainees suggest that a few of the training institutions may require support in improving their technical offerings.

- ***CASS Trainees act as "friendship ambassadors" on U.S. campuses.***

CASS students are universally recognized as a playing a positive role in campus life and most fulfill the CASS Program's goal of becoming "Friendship Ambassadors." Faculty and administrators at the institutions universally appreciate the presence of the CASS students and judge them to be among the best and most highly motivated on their campuses. CASS students encounter certain constraints to fuller integration into campus life due to the nature of community colleges. These schools have lower percentages of full-time students, and fellow students normally work and live at home or at least not on campus.

- ***CASS Trainees are satisfied with their training.***

A large percentage of CASS students (generally over 80%) are satisfied with the course offerings, faculty, instruction, facilities, host family experiences, and other Experience America activities. Most are actively involved in campus and community activities. The great majority (93%) feel they will be more active as volunteers in community activities when they return as a result of their U.S. experience.

The Preparation of Campus Coordinators

- ***Some students complained that their coordinators and other program staff were unfamiliar with their countries and the kinds of cultural premises and expectations that students brought with them. As a result, a degree of insensitivity to student problems was sometimes apparent.***

This insensitivity could have been remedied by the inclusion of increased cultural awareness training for campus coordinators. Such information could be used to better prepare the country coordinators for dealing with their CASS students, and for facilitating and improving the quality of the training by eliminating or mitigating potential problems in the training period.

Recommendation:

CASS/GU may wish to enhance the cross-cultural training of Campus Coordinators and provide guidance in training support staff. Such training should be experientially based through practical exercises as well as knowledge. This can serve to drive home the importance of coming to understand value systems of CASS Trainees which may be foreign to staff, especially given their often limited contact with persons from other countries.

Information for such training could be partly gathered from the students themselves, and include the following:

- exercises in comprehending the typical background of rural, economically and socially disadvantaged youth;
- sketch of the conditions which most students face at home (educational background, housing, median income, etc.);
- a brief history and political background/overview of students' home countries;
- cultural norms of food, dress, and social customs of students;
- vignettes illustrating the experiences of former students that have gone through the program, highlighting the problems and solutions that they faced when in training; and
- a list of the most frequently encountered problems, ranging from host families to lack of English preparation (a shorthand of expected difficulties to be faced).

Technical Training and Internships

- ***CASS students tend to be comparatively less satisfied with their training than other CLASP long-term Trainees.***

The reason for this contrast is not clear. However, it is not unreasonable to assume that this may reflect the fact that community colleges are generally not as well endowed or centrally located as the four-year institutions where many CLASP long-term Trainees have studied. Community colleges do not have the laboratories, libraries, and breadth of faculty characteristic of U.S. universities. Less positive ratings may also "spill over" from other aspects of life in the college community, such as the more reduced possibilities in social and cultural life.

Recommendation:

The evaluators recommend that CASS/GU continue to monitor closely the ongoing performance of the technical training offered at the client institutions. Regular CLASP monitoring and qualitative data gathered for this report have revealed reports from Trainees at a few institutions that raise concern about overly small technical faculties, outdated curricula, and inadequate facilities. These institutions should receive special attention in clarifying their continued preparedness to offer the technical courses assigned to them by the Program.

- ***English-speaking Caribbean students sometimes feel they are "kept back" by the slower progress of the Spanish-speaking students.***

English speakers obviously do not face the challenge of language-learning that most CASS Trainees confront. They can more easily move forward into regular classroom activities. Caribbean Trainees reported, however, that they sometimes must "mark time" while the Spanish-speaking Trainees attend English classes.

Recommendation:

College coordinators may need to improve the flexibility of the curriculum design in order to allow the Caribbean students to advance according to their skills and background knowledge..

- ***Internship programs observed at several schools clearly provide solid grounding in the application of training and the building of confidence for CASS students.***

The internship's introduction to the U.S. working world adds an invaluable component to the Experience America goals of the program by exposing the students to a range of U.S. values and practices relating to work. However, the evaluation found the internship experience to be variable in its implementation. Some schools do not provide structured internships in their programs; others apparently have not developed these components as coherent adjuncts to their academic programs.

Recommendation:

All students across the program should be provided the opportunity to participate in internships. The internships should be monitored to assure that the experience provides the Trainee with hands-on practical experience related to his/her field of training, so both Trainee and sponsor benefit from the experience. CASS/GU should share the information on the most successful internship programs so that other CASS sites can take advantage of the experience accumulated in the program.

English Language Training

- ***The approach described as "basic competency" appears to work best for teaching English in the CASS Program.***

This is based on the findings in the country studies, described in the following chapters, that sound technical training is the primary criterion for achieving post-training employment. Skills in English enhance the technical skills. However, most Trainees appear to achieve fluency in English by the end of the two-year scholarship, based on their generally high levels of motivation and commitment. A requirement for a prescribed level of English skills independent of basic functionality reduces the students' access to other technical courses.

- ***CASS probably represents, at present, the greatest concentrated investment made by USAID in English language training (ELT) for academic participants. However, it does not appear that the lessons learned in ELT from the CASS Program in any one college have been gathered and used to guide ELT in other CASS colleges or in other USAID programs generally.***

In the site visits, the English language programs were observed to be quite varied, and only one appeared to be solidly based on the latest in ESL research. Nevertheless, there must be considerable practical experience and accumulated knowledge among the 23 institutions, the results of which not currently available.

Recommendation: The evaluators recommend that CASS/GU consider an effort to synthesize the program's broad experience – perhaps with the short-term assistance of a consultant specialist in applied linguistics and ESL – into practical, concrete guidelines to assist weaker institutions to upgrade their ESL approach to incorporate the best practices in the Program.

We also recommend that CASS/GU encourage all schools, as far as practicable, to orient their English-language training towards a functional approach. None of the three overall objectives for CASS Trainees, "to acquire technical skills in response to the skilled work force and middle manager needs in their countries; to pursue higher levels of academic study and training upon return home; and to develop lasting links of friendship in the United States," require academic fluency in English. While success in English is a major enhancement in a Trainees' employability back home, functionality should be the goal.

Experience America

Host Family Program

- ***The host family experience is for many Trainees the most important introduction to U.S. life.***

The evaluators judge the required family stay to be a positive element in terms of the program's effort to provide CASS Trainees the opportunity to grow in their understanding of the United States. Host family housing proves to be one of the most difficult aspects of the program for many institutions to manage. Some students had no host families. Other difficulties include complicated logistics, complex expectations, and the potential for "burnout" for some students when the host family experience is prolonged. It appears that the logistics of maintaining Trainees in host families longer than the first six months become time consuming and inefficient.

Recommendations:

- The host family experience should be maintained across the Program and extended to those students who do not presently receive it.

- Given the difficulties of maintaining Trainees in host families, the evaluators support CASS/GU's efforts, announced at the April general meeting, to require training institutions to move towards providing independent housing for all students after the first year.

Experience America Programming

- ***CASS/GU has developed a model Experience America program that attempts to provide all CASS students with a wide-ranging introduction to U.S. cultural and social life.***

CASS/GU has created an innovative Experience America program which includes guidance for campus staff and an "Experience America Workbook" distributed to each Trainee. The systematic effort to expose Trainees to wide-ranging aspects of U.S. life appears to be reflected in the higher rates of interest and understanding expressed by CASS Trainees compared with other CLASP-II long-term Trainees.

Friendship Ambassadors

A review of CASS students's activities on campus and in the community shows that the Program has been successful in encouraging them to be Friendship Ambassadors in their contacts with the broader community, comparing favorably with other CLASP long-term Trainees.

As already discussed, CASS students are well known at their schools for participating in a broad range of on-campus activities. In most campuses, Trainees have also gone into the community – as volunteers building houses, raising money for community events or charities, and speaking at schools, service clubs, and community organizations – to learn about the United States and to share with others something about life in their own countries. They have written newspaper articles about their home, the CASS program, and their fellow Trainees.

Recommendations: Leadership training is well conceptualized at some CASS schools, with imaginative course or seminar work in specific leadership skills and in development-related issues. At others, however, Trainees are not exposed to structured efforts to improve leadership skills. The CASS/GU Experience America workbook provides a good basis for all CASS Trainees to explore their U.S. setting and to grow in their understanding of the new culture. However, given the focus on leadership skills that characterizes the overall CLASP program, the evaluators recommend that such leadership skill approaches be available to all across the Program. Consistent with this goal of leadership — or at least broadened understanding and citizen participation — in the area of international development that Trainees should exhibit in their home countries, at least one course related to international development should form part of the general education requirements of all CASS Trainees.

Change Agent Impact and Strategic Objectives

An examination of returnee activities in four countries showed that the CASS program is generally supporting the development of "change agents." Most Trainees return home and find jobs. Only about 7 percent of Trainees are unemployed. Nearly 80 percent of those who are employed work either in their field of study (64%) or a related field (15%).

About three-quarters of Trainees report using their training on the job. About 70 percent of Trainees in Spanish-speaking countries also use English.

Follow-on Activities

- ***The initial re-entry activities prepared for the students upon their return are solidly designed.***

All students are invited to a re-entry seminar within three weeks of returning to country. CASS/GU provides excellent training materials to country coordinators and encourages the participation of returned Trainees from previous cycles. Country coordinators adapt the seminar to the needs of the country. An excellent addition in the Dominican Republic is a one-day seminar for the parents of returning Trainees to discuss the changes parents can anticipate from their sons and daughters and to devise strategies for easing the mutual adjustment.

- ***The "Everybody Works" Program for returning Trainees is successful, as evidenced by the high overall employment rate and employment in field of study indicates.***

Trainees are employed at much higher rates than the national populations. The steps taken by country coordinators appears to be effective in assuring post-training employment for most of those who wish it.

- ***Although the initial re-entry activities are excellent, CASS Follow-on could serve in some countries to enhance Trainee opportunities to develop and practice leadership skills.***

The recommendation of enhancing relations between CASS country offices and the USAID Missions might be partially realized by linking CASS Follow-on to ongoing USAID activities. CASS Trainees might engage in leadership promotion projects linked to USAID Mission Strategic Objectives. For example, a conference on grass roots, sustainable utilization of renewable natural resources can easily be linked to the Mission's environmental Strategic Objective and incorporate the activities of CASS returnees as organizers and promoters of the conference. The goal is to expand the knowledge of the activities and successes of CASS returnees by USAID Mission program administrators.

- ***The success of alumni associations varies throughout the CASS countries.***

Alumni associations of returned Trainees are strong in two of the four surveyed countries, the Dominican Republic and Honduras. In these two countries, the associations serve to provide a broad range of leadership opportunities to Trainees. A strong, broadly based alumni association of all USAID participants has also been formed in Belize under CASS aegis. They are weak in Costa Rica and the Eastern Caribbean. Although the evaluation was unable to evaluate the alumni associations in other CASS countries, reports suggest that alumni associations are not strong elsewhere.

Associations need to rely on the motivation of the trainees themselves. If there is little interest CASS should not artificially sustain organizations. However, the association may be a means to augment the relationship between CASS returnees and the broader goals of USAID in individual countries.

Recommendations:

Follow-on should be linked with the promotion of active, development-oriented returnee associations. Where viable CASS organizations exist, Trainees should be encouraged to investigate the possibility of

increasing linkages with USAID missions as a forum for the development of leadership skills and as a means to potentially involve CASS Trainees in the development activities of USAID. Where associations are weaker, it may be valuable to pursue this approach of the role of an association with interested Trainees as a way to increase the relevance of their activities to national development.

Change Agents and Strategic Objectives

The preceding conclusions demonstrate that CASS has successfully created a program which fosters "change agents." The findings suggest that a significant percentage of Trainees are employed and active in their technical fields, introducing change in the work place, and participating and leading community activities. Nearly all the elements of the program could be fine tuned to improve Trainee outcomes, as the preceding recommendations have suggested. Nevertheless, the CASS Program overall is generally successful in meeting the broad project objectives.

It is more difficult to show the success of the Program is in the area of training in support of the broadly formulated USAID Strategic Objectives. The evaluators recognize that the Program antedates the Objectives and has developed its own philosophy and priorities. However, the analysis shows that CASS Trainees' impact supports the two regional Strategic Objectives of "Broad-based Economic Growth with Equity" and "Democratic Institutions and Governance." That support is clearly *ex post facto*. That is, programming was not developed explicitly to those ends, but rather the support shown is a derivative effect of other objectives.

The separation that appears between CASS country programs and the local USAID Missions underscores the fact that CASS has only recently moved to align its training and impact goals to those of the Agency. In an era when all USAID programming must demonstrate how it contributes to the results-oriented objectives of the Agency, CASS has not yet undertaken the dialogue with individual Missions required to more closely align its activities to Mission goals.

Recommendation:

It is therefore recommended that CASS/GU expand contacts between USAID Missions at the program level. The results of this greater communication should factor into future decisions on the selection of fields of study in individual countries and on the introduction of new fields to the Program. The Mission's Strategic Objectives, and how CASS training can most effectively contribute to them, should underlie this process.

APPENDIX ONE

THE DOMINICAN REPUBLIC

APPENDIX ONE: THE DOMINICAN REPUBLIC

This appendix is the first of four on evaluation findings from the four countries visited within the CASS evaluation. All four follow the same outline of issues. The findings from the four countries are synthesized in Chapter Three.

This appendix presents the results of the CASS evaluation research in the Dominican Republic (DR). The chapter is organized into three sections. First, the *impact* of the CASS program on the society of the Dominican Republic is examined. Are returned Trainees acting as change agents? What outcomes can be observed related to the CASS Trainees' relations with their families, their workplaces, and their communities?

The second section addresses the training outcomes in relation to two LAC Strategic Objectives - "Broad-based economic growth with equity" and "Democracy."

Box A1.1. Background: The Dominican Republic

The Dominican Republic (DR) is located in the eastern Caribbean and occupies half of the island originally known as Hispaniola, the other half being the Republic of Haiti. The DR became independent in 1844 and presently has a population of approximately 7,170,000. The DR was traditionally an agricultural state, relying on crops of sugar cane and bananas for export. The Spanish-speaking population of the DR has fiercely emphasized its cultural distinctiveness from the Haitian republic occupying the other half of the island. The people of the DR are said to exhibit a strong entrepreneurial spirit.

Resources tend to be concentrated in the urban areas, not unlike most third world developing countries. There is a large class of poor people (mostly in the rural areas), a growing middle class, and a powerful elite linked to the controlling political regime and offshore business interests. The free zone industrial complex is now a major component of the economy. An open policy towards offshore investment has resulted in strong connections to companies in the U.S. and Europe.

The third part reviews selected aspects of in-country operations of the program, including recruitment, selection, and Follow-on.

PART A. THE IMPACT OF CASS STUDENTS ON ATTAINING DEVELOPMENT GOALS IN THE DOMINICAN REPUBLIC: ARE THEY CHANGE AGENTS?

Yes, CASS Trainees are generally acting as change agents after returning home. This conclusion is derived from several different sources of information. The following discussion begins by examining preconditions to becoming a change agent. Then, five measures of change agents' actions are reviewed, focusing especially on their support for sustainable development.

The analysis emphasizes Trainees' actions *beyond their personal advancement*. That is, the five measures, when combined, provide evidence that CASS returnees to the DR can be considered as "change agents." The five measures explore Trainees outcomes which relate not only to

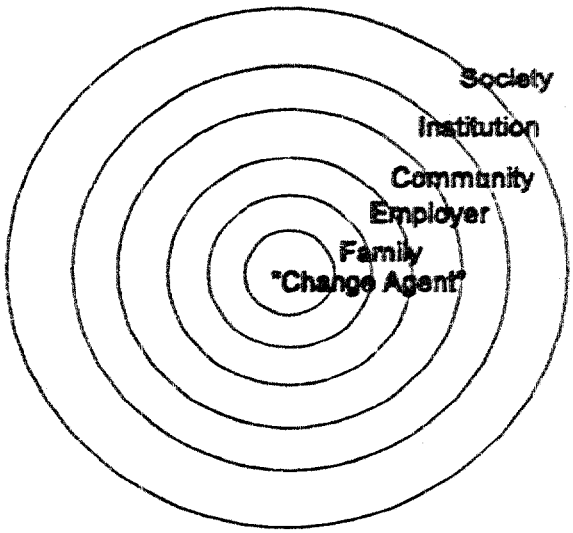
individual growth and advancement, but also *to the change that Trainees bring about in others through their actions* — in their families, communities, workplaces, and in the broader organizations and economic sectors in which they participate. (Box A1.1 provides a brief background on the Dominican Republic.)

The model of concentric circles discussed in Chapter One — and illustrated in Figure A1.1. — provides the model for this discussion.

Preconditions to Becoming a Change Agent

Before demonstrating the effectiveness of Trainees as change agents, it is first necessary to examine three *preconditions* for becoming a change agent. Without these characteristics, it is unlikely that Trainees will become change agents. It should be recognized, however, that the preconditions are *necessary* but not *sufficient* to become change agents. That is, even when these three conditions are met, Trainees may not become change agents.

Figure A1.1. Change Agent Spheres of Impact



- First, Trainees must receive effectively designed training which builds their *capacity* and fosters their *motivation* to work towards development goals.

- Second, Trainees must *return to their home countries.*

- Third, given the vocational and occupational focus of CASS training, Trainees must be *employed after returning.*

Effective training

This first precondition was assessed in the previous chapter. Based on training design and implementation, it was concluded that current U.S. CASS training generally provides Trainees with technical skills and reinforces their motivation to take an active role in the workplace and in the community. A more complete conclusion on the effectiveness of training will incorporate the findings on CASS returnees, and is discussed in the coming chapters.

Returnee Status

The Dominican Republic program does not compare well with the other three countries with respect to Trainees returning home. From a total of 150 DR students trained under CASS, 17

(11%) did not return home. They will not make a contribution to the development of their home country, at least for the present. Of those who did return, 20 students have since left the country for various reasons, such as continuing their education or to marry a foreign national. Therefore, it appears that about 70 percent of returned CASS Trainees currently live in the Dominican Republic. This does not imply that those who have left are not in compliance with their training agreement. All Trainees funded by USAID agree to return home for two years to work to apply their training. However, even if they leave the DR before the end of two years, they may remain in compliance with the residency provision by seeking a waiver to return to the United States to study but not to work, or, obviously, by traveling to another country.

Are Trainees Employed?

Yes, as the following findings show:

- ***CASS training leads to high levels of employment for returnees.***

Before their selection as CASS scholars, more than half (54%) of Trainees surveyed in the Dominican Republic were employed (Box A1.2). Men were more likely than women to have worked before (56% versus 39%).

Box A1.2. Note on the CASS Returnee Survey in the DR: Some 96 CASS returnees, out of a total in-country population of 129, were interviewed in the CASS Returnee Survey. Of those sampled, forty-one (43%) are men and fifty-five (57%) are women.

After training, over 90 percent of all trainees surveyed were employed (92% of men and 88% of women). All but five of those not working were actively seeking work. Excluding those persons not seeking employment, the unemployment rate for the sample is six percent. This is considerably below the national unemployment rate, which experts estimate as ranging from 18 percent to 30 percent.

Over 65 percent of Trainees are employed in medium and large private-sector companies (the rest of those working in the private sector are self-employed or in small enterprises - see Table A1.1). Trainees are highly sought after by international companies with off-shore operations in the burgeoning Free Zones around the country. Few (2%) work in the public sector. Low salaries, job instability linked to pervasive political patronage in government service, and a lack of opportunity to apply new skills on the job make government jobs unattractive. (A list of Trainees' places of employment is found in Appendix 4.1.)

Table A1.1. Sector of Employment

Private Sector	84.9
Cooperative	
Non-governmental organization	6.9
Public sector	2.3
Autonomous/Mixed	6.9
Source: CASS Returnee Survey	*n=84*

Once the "preconditions" of measuring training impact - completion of effective courses, return home, and employment - are met; the analysis can begin to question if, and how, Trainees are effectively applying their training and working to become "change agents." The development impact of the Trainees is examined here by using the six key indicators noted in Box A1.3.

Determining Change Agent Status: Five Indicators

Five indicators have been developed to analyze whether CASS Trainees can suitably be termed "change agents." These are described below and summarized in Box A1.3.

- 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.

Box A1.3. 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; and
- Maintaining motivation for working in development in the future.

- Second, 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 the employers that the Trainees are valuable human resources for the organization.

- 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 78 percent of Trainees who are employed report using their training "much" or "very much" in their daily work.***

The Trainees' use of training reported here is based on their own assessment of workplace impact (see Box A1.4). Only seven percent said they used the training "very little" or "not at all." This result, in which almost eight in ten Trainees say that they use their training on the job, represents a higher level of positive response than has been encountered in other evaluations of CLASP programming.

- ***After training, almost two-thirds (64%) were employed in the field in in which they were trained.***

Fifteen percent more reported working in related fields, for a total of **79 percent**. This suggests that the selection of fields of study was appropriate and that placement of Trainees in jobs related to their areas of study is succeeding.

Of the 20 Trainees from the DR who replied that they only used their training "some" or less, nine reported that they did not require the training in their present job. Several of them also stated that they were unable to find work in their field. Only a handful of Trainees mentioned other constraints to applying their training, such as a lack of support from their colleagues or superiors.

Box A1.4. Vignettes: Applications of Trainees' Technical Training

- A quality control supervisor described how he is applying his technical training. "In order to correct the lasts we use to make shoes, I need to know how to use certain instruments which they taught me to use during my training in the U.S."
- Another Trainee said "I work specifically in quality control in an electronics manufacturing plant. I need to inspect all the electronic parts before they are assembled, which means that I am using what I learned when I studied electronics in the CASS program."

Special Issue #1: Which Promotes Employment and Application More: Technical Training or English Language?

Technical Training predominates. While both factors play a role, CASS Trainees and their employers agree that technical training is the primary factor in employment.

- ***CASS students and their employers report that their success in the job market is due primarily to their excellent technical training.***

Asked about the importance of technical training in finding employment, nearly 78 percent of the Trainees report using their CASS technical skills and knowledge "a great deal" on the job.

- ***However, English is a highly valued skill for the increasingly export-oriented Dominican employer and the usefulness of English fluency for CASS students should not be underestimated.***

Interviews with several supervisors revealed that managers rate the CASS Trainees' English skills as far superior to students who learn English in the Dominican Republic. According to key informants and focus group discussants, students apply for positions in their field of study. After an initial interview to determine an applicant's qualifications in their technical area, it was not uncommon for CASS Trainees to have a second interview in English. This suggests that 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 win out over others (see Box A1.5).

Box A1.5. Vignette: Talk to the Gringos
One student assured herself of a job by using her cross-cultural skills on the spot. During the initial interview, she was asked to accompany visiting North American business partners to lunch. The executives recommended her highly for the job and she was hired.

- ***Some 75 percent of the Trainees use English in their current employment.***

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

Very few Trainees teach English as their primary source of income, although many reported that they taught English for a short period (one to three months) while looking for a job in their field. Some Trainees teach English in the evenings, as a secondary source of income.

Special Issue #2: Do Gender Differences Exist in the Workplace?

Yes, women encounter discrimination in hiring.

- ***Women CASS Trainees confront genaer bias in the hiring process.***

A persistent societal bias against hiring women in management and technical positions prevents a portion of CASS women from working in their field of training. Only half of the women (54%) work in their chosen professions, compared with over three-fourths of the men (76%). A disproportionate number of women appear to work in clerical and administrative support positions. Many women do work in the tourism industry, a high-status and high-visibility sector. Their training in hotel and restaurant management, combined with English and the ability to

communicate well with foreign visitors, is highly valued. However, they are often employed as bi-lingual secretaries, administrative assistants, and front-desk receptionists, whereas their male counterparts are working in management.

This is further substantiated by the difference in women and men in high and low-status jobs. Before training, 92 percent of employed women and 80 percent of men were in low status jobs. *After training, 45 percent of the women returned to low status jobs, while only 24 percent of the men did.*

- ***Women encounter discrimination in technical fields, such as electronics and computer repair.***

This may be recognized prior to training, for there is a difference in the percentages in the number of men and women training in these fields. Of the total sample of Trainees surveyed, only four percent of the Trainees in electronics and computer repair were women; 39 percent were men. Since "electronics" and "repairing" are established "male" occupations within Dominican culture, this is not unexpected. However, the source of the gender imbalance is unclear. This imbalance may occur due to candidate preference or it may be at some later point in the selection process.

Gender bias occurs as well in new, non-traditional fields (Box A1.6). For example, in quality control, a new occupation in the DR, women and men were equally represented in the training program (24% of the women versus 22% of the men). Women are finding it more difficult, however, to find employment in the field. In focus groups, women described the frustration of applying for quality control jobs and being offered secretarial positions.

Box A1.6. Women and Computers
The in-country coordinator observed that when she sent resumes for women and men in response to company requests for students trained in electronics or computers, companies consistently selected only men. One woman who studied computer maintenance and repair has been unemployed for two years. Even when her male colleagues recommend her for openings within their companies, they are confronted with stereotypical comments such as "A woman shouldn't have to lift heavy computers."

Upon their return, CASS Trainees are faced with a discrepancy between the traditional expectations of the labor market and their beliefs about appropriate professional expectations. This discrepancy is based both on the generally high level of U.S. training received in their field and on new attitudes about what women can achieve. The change in values and expected behavior was found in men and women Trainees, as both groups were exposed to new ways of thinking.

Indicator 2: Do Trainees' Responsibilities Increase?

- ***Most Trainees reported that, shortly after assuming their positions, their job responsibilities increased (87%), salaries improved (94%), and, to a lesser degree, they received promotions (51%).***

In over 90 percent of the cases, the rapid advances were attributed to CASS training. 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 decision makers.

Box A1.7. Vignettes: Training Results in Job Mobility

- A former electronic-equipment assembly line worker is now the assistant to the Head of the Engineering Department in a Free Zone near the capital.
- A waiter in an ice-cream store now heads the company's quality control department.
- A former bank teller supervises 190 employees as quality control manager of a sporting goods company.
- A shoe salesman is the quality control manager for a very large international soft drink company.

Indicator 3: Do Trainees Share Their Training with Others, Creating the "Multiplier Effect"?

Yes. All but two of the CASS Trainees interviewed affirmed that they shared their training with others. About half of the CASS Trainees surveyed provided an estimate of how many they shared their training with. They stated that, on average, they share their training *formally* (that is, in classes, seminars, or conferences) with over 40 people at work and 80 people in the community. They also estimated that they shared aspects of their training *informally* with over 90 co-workers and 130 community members. While these figures are impossible to verify, they provide a sense of considerable sharing of information about training with others.

Another indicator of the multiplier effect is the degree to which the Trainees demonstrate an active effort to maintain links with the U.S. and to build on the networks created during the training. Developing and maintaining social, professional and cultural links to the outside are emphasized in the Follow-on program.

Table A1.2. Trainees Maintain Links

	Percent
Contacts with other returnees	97
Contacts with U.S. friends	94
Membership in alumni association	76
Participates in CASS groups or meetings	80
Reads U.S.-based journals	68
Presentation of projects with other returnees	54
Visits from U.S. friends	47
Contacts with U.S. training institution	46
Commercial relations with U.S.	14
Works with Peace Corps volunteers	13

Source: CASS Returnee Survey *n=94*

Trainees actively network at home with other returnees (97%), through the CASS meetings (80%) and in the alumni association (76%), primarily ADECASS (see Table A1.2). Trainees maintain a strong link with friends in the U.S. (94%) and continue to update their knowledge about the U.S. through journals (68%).

Indicator 4: Do Trainees Take on Leadership Roles?

Yes, in various ways.

In order to be selected as a CASS scholar, Trainees must demonstrate leadership qualities through activities in their community or school. During the training program, Trainees participate in a variety of activities which build on this foundation. Beginning with the in-country orientation program and continuing with innumerable activities on campus (see the Experience America section in Chapter Three), Trainees learn and practice leadership skills. Not only is their leadership capacity bolstered, their motivation to return home and apply these skills to their country's development problems is continually reenforced.

This section reviews a range of information related to Trainees' ability to move into positions which give them greater access to "the public square."

Individuals are identified as *leaders* if they have a positive impact on the resources available to *others* at various levels in the concentric circle model referred to at the beginning of the chapter. The resources that a leader may impart to others include:

- a *shared vision*, articulating to others a new vision of what can be accomplished;
- *shared information*, how to achieve the new goals that arise out of the shared vision; and
- *shared responsibility for the products from the new vision.*

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.

- ***Both men (89%) and women (90%) agree that their training has allowed them to become "more efficient as a community leader or as a leader in the workplace."***

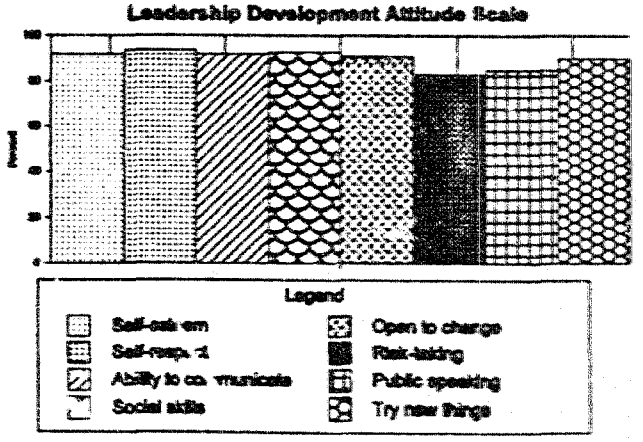
This is consistent with the increased responsibility given returnees discussed above.

- ***Trainees report that CASS training has enhanced their leadership skills in a variety of specific areas.***

The Leadership Development Scale (LDS) developed for this study indicates that CASS training improves the leadership capabilities of Trainees. The LDS measures the degree to which students felt their training enhanced a series of qualities that the evaluators selected as associated with leadership. (The LDS is

Figure 4.2. Dominican Republic

Leadership Development Attitude Scale



described more fully in the methodological appendix.)

Summed positive responses on the LDS (Figure A1.2) are all very high, ranging from 94 percent on improved self-reliance to 84 percent on willingness to take risks. Neutral and negative responses are insignificant. Summed negative-neutral responses ranged from 6 percent (self-esteem) to 17 percent (willingness to take risks).

Leadership in the Family

As a result of these increased leadership capabilities, students have been able to make changes in their family lives. Most (93%) responded that their family life has changed "some" or "a lot," with primary changes noted being "personal independence" and "helping the family economically." They are no longer a financial burden on their families, but instead often provide economic support in households that are economically distressed. They serve as tutors and examples to siblings, and they introduce new manners of thinking and doing to their parents and others with whom they come in contact (see Box A1.8).

Leadership in the Workplace

- ***The movement of Trainees into high status jobs — jobs that only can be attained through specialized training—provides the context for future leadership roles.***

CASS students are recruited from the disadvantaged segments of society. Before their CASS experience, most CASS students who worked held low-status jobs requiring few specialized skills. Men and women worked as secretaries and clerks (35%); as sales persons in retail stores (16%); in the construction trades (14%); and lesser percentages worked in the service sector as waiters, or as unskilled laborers and farm-hands. Some 16 percent also worked as primary school teachers, only a marginally high-status job due to the low wages and minimal educational requirements.

Box A1.9. Quality Control: Rapid Career Advancement

The most rapid advancement into management positions has come from the quality control students. Several are managers of quality control departments for national as well as international companies. An additional 20 percent work as professionals or technical specialists in their fields.

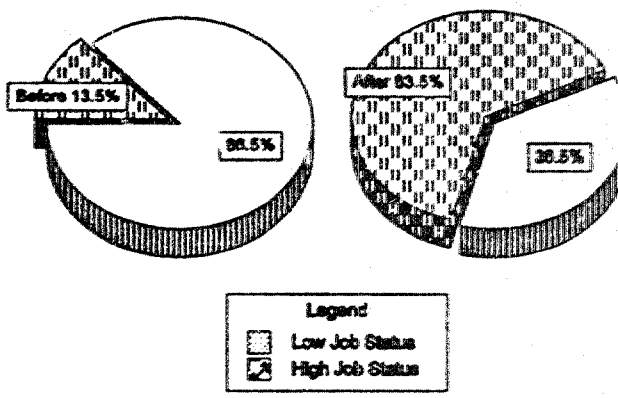
As a direct result of their training, *CASS Trainees have moved into high status occupations requiring specialized training, as managers, professionals, skilled technicians and educators.* Nearly 35 percent of the sample hold middle or upper level management positions (Box A1.9). Small business administration majors are working as accountants, auditors and assistant managers in a variety of departments. Computer and electronic technicians' skills are being utilized as programmers, data processing managers, and computer maintenance and repair technicians. After training, no Trainees worked as unskilled laborers or machine operators. Few Trainees work in sales (1%) and those who are employed in the service industry (7%) work for major tourist resorts.

A comparison of Trainees' job status before and after training indicates a *marked transition from low to high status jobs* (see Figure A1.3). Even in many jobs classified as low status, such as secretarial positions, Trainees report using computer and English language skills. This dramatic shift in the sampled population from low to high job status represents a *measurable development outcome* and provides evidence that the CASS program is contributing significantly to achieving the USAID/Dominican Republic's 1993 Strategic Objective of "increasing socio-economic participation of lower income groups." (USAID:1992).

This shift in occupational job status indicates the increasing quality and amount of resources an individual controls. These resources can be economic, social, or political, with the mix depending upon the nature of the a person's occupation. Improved job status influences the relationships of an individual and the resources they control on different levels, as illustrated by the concentric circle model above. Levels include self, family, employer, community, institution, and society. This shift indicates that CASS Trainees, by advancing in occupational status, are moving beyond self and family reaching into workplace and institution.

Figure 4.3. Job Status Transition

Dominican Republic



- ***In the workplace, some 18 percent of the trainees have started their own businesses, and many have created employment opportunities for five or more people.***

Trainees have also taken on economic leadership by creating businesses and hiring others. Examples of businesses which CASS students own are a tailoring business, specializing in women's and children's clothing; a retail clothing store; cosmetics distributor; and a computer repair service. This is consistent with the CASS program's encouragement of small business ownership among returned Trainees. Many who have begun small businesses are among the 14 percent of CASS Trainees who report having more than one job, a common Dominican pattern of supplementing salaried income by opening a small business, often home-based. This allows an individual with little initial capital to begin their own business.

Leadership in the Community

Volunteer Activities

- ***Over 90 percent of men and 66 percent of women take an active role in volunteer activities after return.***

CASS students are recruited for their demonstrated leadership abilities (or, as one selection committee member put it, because they are the "live wires"). During their two years in the U.S., students are required to participate in community service activities organized by the CASS

campus coordinators. These can include health care projects, community beautification activities, political volunteerism, and many other activities. By participating in these and other on-campus activities, students practice leadership skills which they can apply when they return home.

To measure the impact of this aspect of training, Trainees were asked to describe their involvement in community activities and compare their present level of involvement with their activities before their scholarship. Fully 91 percent of those surveyed claimed participation in volunteer activities before training. Returnees were asked to rank the top three categories of activities participated in before training. Summed responses list religious (35%), cultural (34%), and humanitarian (21%) activities as the most important. According to the in-country coordinator, the majority of pre-training volunteer activities arise from church and high school activities, rather than other community organizations. Key informants also indicated that activities before training include working with youth groups and participating in cultural activities.

Upon the completion of training, however, many women Trainees noted that they are less able to participate in community activities as a consequence of occupational time demands. Survey results show that men's participation remains essentially stable (93% before, 91% after), while women's ability to continue volunteering drops from 89 percent before training to only 66 percent after.

For those who remain active in volunteer activities, women were also more likely to characterize themselves as being "less involved" after training, probably for the same reasons. Over half (57%) of women said they were "less involved" in community activities after training, while only 30 percent of men are less involved. Only 21 percent of females are *more* involved after training, while nearly half (48%) of men are more involved. When those who reported that they were "less involved" were asked to account for the change, the largest proportion cited "increased responsibilities" (39% for women and 41% for males) and "little free time" (21% of women and 12% of men).

The reason for the decrease reflects both *occupational time demands* and *obligations to help at home while working*. Women are more likely to remain in the parental household than men. Interestingly, no women Trainees in the DR are yet entering marriage and forming new households. Men note that they are more likely to live alone, and thus have fewer work responsibilities at home. These are general impressions, but are consistent with accepted cultural standards for unmarried men and women.

- ***Nearly all Trainees vote, half have participated in electoral campaigns, and nearly 40 percent have stood for office in non-governmental organizations.***

Participation in civic activities is another indicator of the leadership and social stability of returnees. Most (97%) claim participation in government elections, and 53 percent in non-government elections (in a union, association or company). A majority (53%) claim participation in government political campaigns, but only 13 percent in non-governmental campaigns — rarer events than government campaigns.

Since trainees are still young and not in the upper levels of social or political decision making, their participation as electoral candidates in governmental campaigns would be expected to be slight. Also, the primary concern on return to country is to establish oneself in the occupation in which training was received, not to pursue a political career. The latter is typically attempted only when there is some level of financial and social stability.

Box A1.10. CASE STUDY 2: ADECASS AS A FORUM FOR LEADERSHIP DEVELOPMENT

The in-country alumni association, "Asociación Dominicana de Ex-becarios CASS", or ADECASS, appears to be a well-organized and active group supported by the CASS coordinator as well as members of the support network. In gathering data on the DR program, the evaluation team had the opportunity to attend an annual congress of ADECASS, where a variety of leadership promotion and professional development activities took place. As the congress invitation proclaimed:

> In this congress we are evaluating the contributions of alumni in the workplace and community of our country, in regard to the perspectives of our association. Also, included is a series of conferences and seminars that serve to reinforce the academic preparation and leadership training of our members (ADECASS 1994:1).

These goals reflected the solidarity and strength of purpose of this association, which is one of only two functional associations in the CASS program, the other being in Honduras. The expressed mission of ADECASS is to"stimulate and develop the spirit of initiative and work of its members (former CASS scholars), and to promote the personal and professional achievement of its members and the development of the association and the country."

During the congress, the members of the association shared a variety of personal experiences in work, community, and family that demonstrated their professional and leadership successes. The association is a source of support and solidarity for alumni, and provides a forum for follow-on activities that reinforce the training received.

ADECASS provides important follow-on support and could be used as a model for CASS programs having no alumni associations ADECASS:

- *Acts as a forum for refinement and development of leadership skills*
- *Creates social and informational networks for maintaining contacts between alumni*
- *Is a platform for specific alumni developmental activities at the community and societal level*
- *Creates social networks among voluntary associations in the Dominican Republic.*

Only 8 percent of returnees have run as candidates in governmental elections, but 39 percent have participated in running as candidates in non-governmental elections in associations or community or school organizations. Some of those are individuals who have participated in CASS alumni association elections (ADECASS). This level of participation is evidence that these individuals could eventually take more direct roles in taking broader leadership roles in the social and economic development of their country (see Box A1.10).

Indicator 5: Do Trainees Demonstrate a Commitment to Initiating Change and an Optimism Towards Future Activities?

- ***Trainees and employers alike report that many of the more intangible elements of the CASS experience contribute to Trainees' impact in the workplace.***

Most frequently mentioned were communication skills, the ability to get along with a diverse group of people, and a willingness to exercise initiative and take risks. Supervisors often described the Trainees as mature beyond their years when compared with non-CASS co-workers. Employers also reported that CASS Trainees are valued for their work ethic, respect for time, dedication to completing the job, and maintaining high standards.

Many of these skills are attributable to Experience America (EA) activities, an integral part of every CASS student's experience. The concept of representing one's country as a Friendship Ambassador is a common element running throughout the diverse EA activities. By sharing their culture on campus and in community service activities, and with peers, school children, and a host of community groups, CASS students learn and practice public speaking skills. As a result, students reported feeling comfortable in almost any setting. This confidence translates into confident job applicants, successful team-players, and effective supervisors; as one Trainee said, "I now have the ability to communicate with my employees and teach them what I learned about the field we're working in."

As one CASS student put it, "In the DR, we learn how to *be*. But in the U.S., we learned how to *do*."

One goal of the CASS program related to leadership development is "to develop lasting links of friendship in the United States." The influence of training in the U.S., the "Experience America" component of the training, has been critical in the success of CASS returnees. Special "can do" qualities such as decision-making, risk-taking, and public presence, are learned from their interaction with American students and instructors, through leadership seminars and conferences, and through participation in community service activities. As one student put it: "In the DR, we learn how to *be*; in the U.S., we learned how to *do*." CASS returnees are described by one employer as having a "peaceful confidence" that sets them apart from peers, and allows them to act as leaders.

- ***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: The "Ladder of Life" Scale 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 US;"
- "upon returning to their country;"

- "today;" and
- "five years from now."

Trainees 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 professional development before, during and after training (see Box A1.11).

Men and women both show a positive upward response through the five reference points, which supports the hypothesis of positive impact. The average response for "five years ago" is 5.7 for women, 5.4 for men, and increases significantly to 7.9 and 7.8, respectively, for the point "while studying in the United States. Mean values drop slightly for "upon returning" (7.4 and 7.5, respectively), but increase again for "today" (8.1 and 8.0) and continue upward for "in five years" (9.4 and 9.0). There are no significant differences between men and women, although values for women indicate they are slightly more optimistic (see Figure A1.4).

Box A1.11. 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.

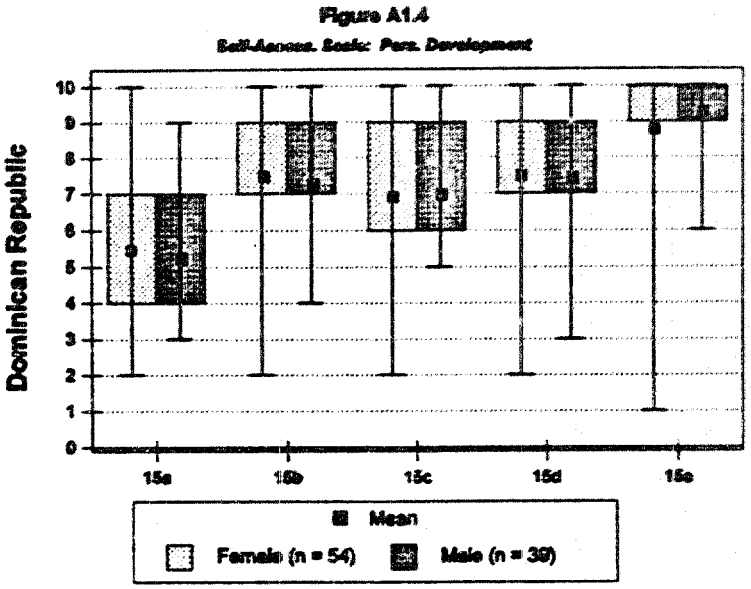
The hypothesis of professional development underlying LLS is this: *If training is having a significant impact on the professional development of Trainees and their success as change agents, the numerical values selected will have a tendency to rise with each reference point on the scale.*

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 A1.4. The topped lines represent the upper and lower values (the range), the dark bars represent the middle fifty percent of the total population, and the thick line crossing the bar is the mean, or average, of the responses.

"Five Years Ago" and the "U.S. Experience"

Anchored open-ended responses support the positive upward trends in the numbers chosen by the Trainees. For the first point assessed, "five years ago," the most frequent anchored responses are "the future was uncertain" (45% of those surveyed) and "financial problems" (30%). This pre-training response indicated a lack of opportunity and resources for continuing their education. For the second period, "studying in the U.S.," 50 percent responded that it was 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.

"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 more 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 to if they simply work hard enough. The data from the LLS therefore confirm a positive trend in professional development for returnees. (Box A1.12, reporting the findings of a parallel study, supports this conclusion.)

Box A1.12. Impact Results: Survey of Alumni Association Members

Data consistent with many of the findings in this study were also obtained from a survey made by Dr. Jesús Tellería of the Universidad Interamericana of members of the Asociación Dominicana de Ex-becarios CASS (ADECASS). The major findings of the survey support the observations on the wider sample population and data collected from focus group interviews in the evaluation. The study also strengthens the hypothesis that CASS students are acting as change agents within their country. It suggests that the ADECASS organization serves an important role in follow-on support of alumni goal setting and accomplishment. A summary of the survey findings from a response of 84 out of 101 ADECASS members finds that:

- Eighty-nine percent (89%) of the respondents are currently employed.
- Thirty-five percent (35%) have continued their studies since arriving home.
- Eighty-three percent (83%) expressed an interest in completing their college degrees.
- Fifty-one percent (51%) assume the major economic responsibility for supporting their families.
- Seventy-five percent (75%) stated that the scholarship has improved their family's economic status.
- Ninety-eight percent (98%) stated that they are involved in the community.

PART B. STRATEGIC OBJECTIVES AND CASS TRAINING

USAID Strategic Objectives, established after the formulation of the original CASS Program goals, are now the principles which orient USAID programming in all the CASS countries.

This first section examines training impact in relation to USAID's Strategic Objective for the Latin America and Caribbean (LAC) Bureau to "achieve broad-based economic growth with equity." Under this objective, several specific sub-goals have been identified by USAID/DR which are particularly relevant to the CASS Project, including efforts:

- to encourage economic policies that promote investment, productive employment and outward-oriented (export-oriented) diversification;
- to encourage a vigorous private sector; and
- to encourage increased economic opportunities for the disadvantaged.

Change agent impact related to these broader goals is described in the following sections on employment and professional development.

Do CASS Returnees Support USAID/DR Strategic Objectives in the Economic Area?

Yes. CASS students in the DR appear to be contributing to each of the three sub-objectives designated by the LAC Bureau. First, CASS training supports the Mission's sub-objective to increase the participation of the socio-economically disadvantaged. CASS provides training for disadvantaged youth who would otherwise struggle to obtain the necessary training to move into

salaried, middle-level jobs. It was found that Trainees have a high rate of employment. As a group, they have moved into or achieved first-time employment in high status jobs. The fields of study are generally appropriate for the country and provide training not available in local educational institutions. Jobs are abundant in many of the fields, as the economy expands in these areas. Upward mobility is accepted in the job market, so young people are valued for their training, not their social status or origin.

Second, a proportion of CASS students have opened their own businesses and created employment for others, contributing to the strength of the small enterprise sector. Further, as a result of substantial increases in their income, Trainees have improved their own quality of life through purchasing improved housing, clean water, and access to medical care, and by continuing to seek educational opportunities. Significantly, a large number have improved the quality of life for their entire family, as their increased incomes allow them to buy or improve their parents' homes, provide medical care to relatives, and pay for their brothers' and sisters' education.

Finally, an unexpected finding for the DR is the direct contribution being made by the quality control students to another Mission goal, that of "increasing and diversifying external trade...by increasing export production." The CASS-trained quality control technicians are responsible for ensuring that the quality of the products produced in the companies in which they are employed meets world-wide standards of quality. This has increased the ability of these Dominican companies to compete in the export market. The higher quality products produced also appear to contribute to the creation of a more favorable investment climate by attracting off-shore companies to the Free Zones.

Do CASS Trainees Support USAID's Strategic Objective of Supporting Democracy?

Yes. Democratization can only be achieved by providing citizens with the necessary intellectual and behavioral tools to critically participate in civic society. According to many experts on Latin American and Caribbean society, the social group most likely to support stable democratic structures is a strong middle class. Students in the CASS program are specifically selected because, while from the poorer segments of society, they represent a potential intellectual resource to strengthen the middle class. Without CASS training, the students would not have achieved these positions.

CASS students' participation in community affairs, political activities, and volunteer organizations was discussed previously. Economic and professional development combine with these to lend stability to the society. The nature and degree of participation in professional and community activities changes as students move up the occupational ladder.

Social stability results from development without severe social conflict. The CASS program supports social stability by providing:

- *a pool of potential leaders schooled in democratic ideals;*

- *educational opportunity to individuals who otherwise would have been unable to afford it; and*
- *opportunities to participate in community and political processes.*

PART C: RECRUITMENT, SELECTION AND FOLLOW-ON IN THE DR

The following section examines the "in-country" portion of the CASS Program in the Dominican Republic.

Recruitment in the DR

The CASS program in the DR follows the basic recruitment guidelines established by Georgetown University and mentioned in the introduction. The evaluators also found recruitment in the DR to be culturally informed. This is based on what Dominicans consider the characteristics of "good people" (*gente buena*). These criteria include having a generally neat appearance, good personal habits, and a good moral character. Academic excellence and leadership qualities are leading recruitment criteria. Leadership qualities are assessed by candidates' activities in community activities and services. Income, housing, occupation of parents, and types of educational activities of students are other important indicators of eligibility. (Box A1.13 discusses education in the DR.)

For particular programs, GU has also encouraged the recruitment of deaf students into the program, a focus on "special populations" which includes the disabled and indigenous peoples. A number of deaf students have successfully completed the program, and many of these are employed in areas such as computer science and telecommunications.

The Rural-Urban Mix

The recruitment process is designed to eliminate personal bias or favoritism on the part of the coordinator. The pool of recruits should therefore be representative of the geographic regions of the country. Opportunities for educational advancement are ideally said to be equal throughout the country, supported by a standardized public school curriculum. However, inequities exist, and there is, as a result, an unintended imbalance in the number of rural and urban candidates.

Program guidelines specify that a minimum of 80 percent of all CASS scholarships must be given to candidates from rural areas. An early cohort of candidates reviewed by the evaluators (1989-1990) came from predominantly urban centers (Santiago and Santo Domingo), and an analysis of CASS returnees surveyed revealed that approximately 80 percent come from urban areas. This does not discount the effort made to recruit from rural areas. For example, recruitment in the DR for 1992-93 focused on economically depressed rural areas in the southern and eastern parts of the country. However, special conditions exist that make it difficult to achieve the desired rural-urban mix.

There are four special conditions identified that may contribute to a rural-urban recruitment imbalance.

- *More effective communication networks in urban settings.* Program information not only spreads through announcements made at regional schools, but also through social networks of friends, relatives, and former candidates. Such networks are more profuse in urban areas. Thus, those in the more heavily populated urban centers are more likely to be informed of CASS scholarship opportunities. For example, a local Franciscan priest having 30,000 parishioners in the region bordering Haiti was unfamiliar with the program and had no parishioners who had applied for the scholarship.

Box A1.13. The Educational System in the DR

The primary and secondary school system in the DR suffers from a lack of basic educational resources. The problem is most severe in the rural areas, with primary school teachers in the rural sector receiving the least financial support. Most secondary public educators are also poorly paid and undervalued. It is not uncommon for them to work at multiple jobs to make a decent wage.

Poor educational facilities and instruction make it difficult for those with little income to get a decent secondary education. Resources for higher education tend to be concentrated in the private universities, which favor the elite. Since university professors receive little income from teaching, few young professionals are entering the ranks of higher education. Key informants describe a system that is lacking in much of the technical training provided by the CASS program, training that fills a need in many areas of the public and private sector. Such training is critical to economic development. Few affordable opportunities exist in the DR, and none in most fields, to acquire such training. Certainly no other scholarship programs exist that reach the same target population as CASS.

- *Underenrollment of children in rural schools.* A Peace Corps volunteer working with children's health programs in the south of the country noted that many of the children she worked with did not attend school on a regular basis. In certain villages, facilities were inadequate for all the children to attend school at the same time. Further, many children in this rural setting took time off to help in the economic support of their parents' households.

- *A lower rural graduation rate.* A consequence of lack of adequate educational support is a lower graduation rate. With proportionately fewer students in the rural sector completing high school degrees, fewer qualify for the CASS program. Limited educational resources in the rural sector would also mean that students do not have the same access to educational resources as can be obtained in urban centers.

- *Greater cultural experiences for urban students.* Students who live in urban centers have more opportunity to be exposed to cultural experiences. Greater exposure to cultural experiences favor urban applicants, for they might have greater opportunity to participate in leadership-building activities.

Ironically, rural recruitment is characterized by a high non-returnee rate. Of the 17 students who did not return from training, 100% were from rural areas. A possible cause is a lack of employment opportunities, underemployment, and employment in occupations outside the field of training. Eight students surveyed in the southern region noted a pervasive lack of local economic opportunity. One student from a rural area who did return remarked, "[My neighbors] were surprised to see me back, since they thought everyone who leaves to go to the U.S. stays there." This is a difficult issue to resolve, since the students in this region *do* have a strong support network and efforts are made to find them employment in their fields of study within the region.

The coordinator in the DR has effectively developed a country-wide support network, made up of educators and prominent individuals in the private business sector. Government appointees are not members, helping to insure that the program remains free of political influence. Representatives of the public education sector are invited to participate in scholarship announcement ceremonies and other activities.

The support committee members promote the program in their respective regions and help evaluate candidates. Regional members know candidates personally and check their eligibility through informal social networks. The support networks are fairly strong in most regions. For example, the rural southern region was underrepresented in initial recruitment drives. To compensate, a strong support network was established in the south. This network has been successful in recruiting students from this economically depressed area.

The support network maintains extensive contacts with potential employers and actively markets students as potential employees even before training is completed. Thus, many students have potential employment opportunities even before completing their training. Employer contacts are developed through phone calls and personal visits. The result is an employer contact file used for marketing CASS returnees.

Role of the Mission in the Program

USAID/DR currently takes a "hands-off" approach to the administration of the CASS program. The training officer in the Mission participates as an observer in award ceremony and alumni activities and has recently been involved in encouraging alumni to pursue additional training activities. The day-to-day administration of the program and organizational details are handled by the CASS program coordinator. The Training Officer expressed confidence that the coordinator was doing an excellent job administering the program.

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Findings and Conclusions

Overall, our assessment of the coordination and student selection in the CASS program in the Dominican Republic is very positive. The *quality of students* selected largely follows the guidelines for selection, and the *coordinator* has demonstrated a *sincere and energetic*

commitment to the goals of the program. Successful outcomes from this dedication and student quality are reflected in the *occupational success of returnees*; high levels of *professional development*; *positive impact in the workplace, with families, and institutions*; and a *strong and proactive alumni association* (ADECASS). The commitment of the coordinator to the program is also reflected by the fact that there has been a recruitment of deaf students, who have been successful both with their education and with finding employment in their fields of study.

The CASS program in the Dominican Republic *has successfully achieved the goals established in the cooperative agreement*. The administration of the program by the country coordinator and Georgetown University has effectively created a cohort of students who are acting as change agents for development.

Evidence amassed for the evaluation supports the conclusion that the CASS program in the DR is *effective in the development of the capacity of Trainees to create sustainable economic development*. Their present activities can convincingly be related to the training and experiences the students received in the U.S. It is also evident that these students would encounter many more obstacles to becoming successful change agents without this experience.

The CASS students' activities presently *support at least two USAID/LAC objectives*. Their relative success in the workplace supports the economic Strategic Objective. As these students mature and become more politically active, they should also have an impact on the democratization of their country and in the maintenance of strong economic, social, and political ties with the United States and USAID.

A review of in-country support concludes that program success is closely linked to the following practices:

- *careful screening of student applicants for the program;*
- *active assistance to students in locating employment;*
- *active promotion of the program in the business sector;*
- *promotion of a strong alumni association; and*
- *sustained communication of the Coordinator's office with students through newsletters and the alumni association.*

Two problematic areas of the program noted in the evaluation are:

- *the selection of urban candidates over rural candidates; and*
- *a weak support network in some regions of the country.*

It is not clear how the bias in urban recruitment can be improved, since focused efforts have been made to recruit from economically depressed rural areas. The development of more contacts in rural areas and intense program marketing in areas from where few or no students have been recruited is one possibility. Yet the findings also indicate that students do not readily return to areas where there are few economic opportunities.

Recommendations

- The relative strength of ADECASS, the CASS alumni association, suggests that Georgetown University may wish to apply the lessons learned in the DR to efforts to expand alumni associations in other CASS programs

- CASS may wish to capitalize on the success of quality control training by expanding its offerings in this skill area in the future.

- The difficulty of ensuring that rural Trainees return to the DR and their home regions suggests that the support networks in such areas should be extended beyond contacts with the Ministry of Education and school principals. These broader contacts could include Peace Corps volunteers, local business people, and local church personnel.

- The CASS program may wish to address the lack of economic opportunities in rural areas by investigating the establishment of stronger links in the Follow-on program between business associations and returnees, which may improve the prospect of rural-based employment for rural Trainees who have studied in appropriate fields (such as environmental fields, agriculture, or the support of small businesses).

- CASS may also wish to review the practicality of targeting 80 percent of its scholarships to rural areas. While the motivation of the goal is laudable, the real difficulties in recruiting from the rural areas may preclude its realization. Further, findings suggest that students from rural areas are less likely to return. Given the limiting circumstances, it is recommended that CASS revise the target goal downward.

APPENDIX TWO

THE EASTERN CARIBBEAN (RDOC)

APPENDIX TWO:
THE EASTERN CARIBBEAN (RDOC)

This appendix presents the findings on the islands of the Eastern Caribbean visited during the CASS evaluation. It is one of four country appendices, all of which follow the same format. The findings from the four countries are synthesized in Chapter Three.

Box A2.1. BACKGROUND: THE EASTERN CARIBBEAN

The CASS program in the Eastern Caribbean is distributed throughout nine islands, including Antigua-Barbuda, St. Kitts-Nevis, Barbados, St. Vincent, Grenada, Dominica, and St. Lucia.

Antigua-Barbuda has a population of 86,000, Dominica 83,000, St. Kitts-Nevis 50,000, Barbados 261,000, St. Vincent 146,000, Grenada 100,000, and St Lucia 146,000. Island economies have historically relied on agricultural products, primarily bananas, sugarcane and spices such as nutmeg. Present economic growth relies heavily on tourism, and the development of the small business sector. However, tourism favors those islands with international airports, such as St.Lucia and Antigua. Islands such as Dominica and St Kitts have no such airports.

This appendix presents the results of the CASS evaluation research in the Eastern Caribbean (RDOC). The appendix is organized into three sections. First, the *impact* of the CASS program on the societies of the RDOC are examined. Are returned Trainees acting as change agents? What outcomes can be observed related to the CASS Trainees' relations with their families, their workplaces, and their communities?

The second section addresses the outcomes of the training program in relation to two LAC Strategic Objectives: "Broad-based economic growth with equity" and "democracy."

The third section reviews selected aspects of the *operation of the program* in the RDOC, including recruitment, selection, and Follow-on activities. Conclusions and recommendations are presented to suggest improvements in the program.

PART A. THE IMPACT OF CASS STUDENTS IN THE RDOC: ARE THEY CHANGE AGENTS?

Yes, CASS Trainees are very effective change agents in the Eastern Caribbean..

Change agents are those individuals who have the capacity and motivation to initiate — or effectively support — sustainable development through their own actions and their influence on the actions of others.

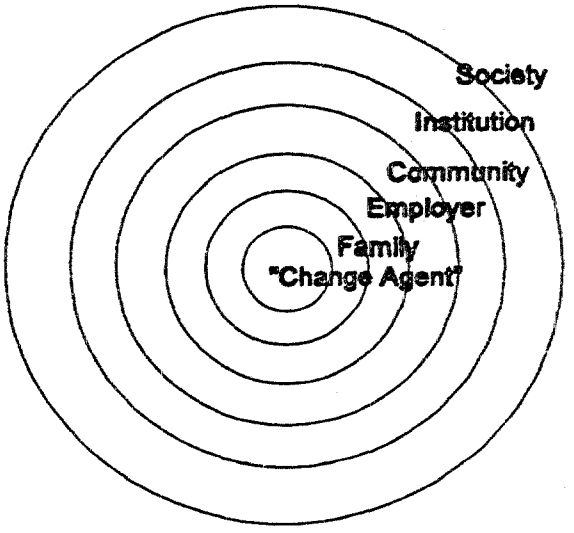
This conclusion is arrived at through case analysis of the quantitative and qualitative data sources gathered during the study. The following discussion presents the case by, first, examining the preconditions to becoming a change agent. Then, information on six measures of a change agents's actions are reviewed. to evaluate the impact of returnees as change agents. allow for the conclusion.

The analysis of CASS Trainees as change agents emphasizes Trainees' actions that go *beyond their own individual advancement* to actions that support sustainable development (Figure 4.1). The assessment of CASS returnees in the RDOC as "change agents," and as individuals who have an impact on their wider social world, depends on the degree to which the Trainees *bring about change in others through their actions* — in their families, workplaces, communities and in larger societal contexts.

Preconditions to Becoming a Change Agent

Prior to discussing the effectiveness of Trainees as change agents, several *preconditions* to becoming a change agent are examined. These are considered "preconditions," because, without meeting these conditions, it is unlikely that Trainees can become change agents. (It should also be recognized that the preconditions are *necessary* but not *sufficient* to become change agents. That is, even when these three conditions are met, circumstances may dictate that some Trainees do not become change agents.)

Figure A2.1. Change Agent Spheres of Impact



The preconditions to change agent status are as follows:

- First, Trainees must receive effectively designed training which builds their *capacity* and bolsters their *motivation* to work towards development goals.
- Second, Trainees must *return to their home countries*.
- Third, given the vocational and occupational focus of CASS training, Trainees must be *employed after returning home*.

EFFECTIVE TRAINING IN THE CASS PROGRAM

This first precondition has been assessed in the previous chapter. Based on the training designs and the implementation of the program, that chapter concluded that the current U.S. training under CASS appears to be bolstering Trainees' capacities and motivations. This is further discussed in Chapter 2 (the US experience) and Chapter 3 (overview of the program).

The second preconditon is that students return to their home countries. In the RDOC, a total of 115 out of 118 students have returned (97%), effectively fulfilling the second precondition for change agent status. The third precondition, employment, is discussed below. We have noted that change agents must have an impact beyond themselves to be effective, and theinitial impact of employment is on the individual. It is when individuals are successfully "employing" their training that they act as change agents. Without being employed, they do not have the necessary resrouces to effect change.

Box A2.2. Note on the CASS Returnee Survey in the Eastern Caribbean: Some 51 CASS returnees, out of a total in-country population of 216 (excluding St. Lucia, which was not sampled), were interviewed in the Returnee Survey. Of those sampled, twenty-five were women and twenty-six were men.

The premise is that CASS training allows students to become successful change agents, thereby contributing to development and social and economic stability in the RDOC. This training must effectively give students the capacity and motivation to succeed in their roles as change agents.

ARE TRAINEES EMPLOYED?

Yes, as the following finding indicate:

- **CASS training leads to high levels of employment for returnees.**

Before selection as CASS scholars, more than half (62%) of all sampled Returnees were employed. Men were slightly more likely to be employed than women (69% of the men versus 54% of the women). *After training, 92 percent of the sample was employed; only four students out of 51 were unemployed.* This is an unemployment rate of 8 percent, considerably below the estimated 25 to 45 percent unemployment range for the islands (Bryan et al 1990; Gonsalves 1994). All of the unemployed are seeking employment in their fields of study. (Box A2.2 lists the CASS fields of study.)

Box A2.3. CASS Fields of study in the RDOC

Fields of study for sampled returnees include:

- air conditioning,
- clothing merchandising,
- computer science,
- computer repair,
- electronics,
- food technology,
- hotel management,
- industrial maintenance,
- quality control, and
- small business management.

No significant differences exist by sex in the selection of fields of study..

- **Public sector companies employ the majority of the Trainees**

Most Trainees are employed in the public sector (40%), followed closely by employment in private sector businesses (32%). Only one Returnee is self-employed, while 15 percent own businesses with five or more employees. In the private sector, CASS students have been successful at finding employment in a wide variety of fields. Examples include computer programmer, dietetic technician, quality control supervisor, purchasing agent, food service manager, accountant, and retail sales clerk.

- **Slow development makes public jobs a viable employment option.**

Government (public) jobs are available for technically trained CASS returnees since there exists a serious gap in the technical expertise needed in such jobs. For example, students are employed in national insurance offices, national computer centers, health care information services, and in government supervisory and administrative support roles. Public jobs pay less than the private sector. However, the slow rate of development and lack of investment in most sectors of the economy means that few job opportunities are being created in the private sector (Gonsalves 1994; Bryan et al 1990). The exception to this is the tourism industry on the more developed islands such as Antigua and

Barbados. Since job creation lags far behind available labor, there is high unemployment and underemployment. Thus, despite lower pay, government jobs are a reasonable option for many Returnees.

- **The lowest paying public jobs are in education.**

Some Returnees are also employed in public education (23.4%), a statistically significant decline from the 41 percent employed before training. Low-paying jobs in public education is seen by many as a last resort. Before training, most Returnees employed in public education taught primary school, with one having taught in an engineering program. All but one of those now employed as educators are teaching secondary school, indicating an improvement in teaching status (and a slight income increase) due to training. Teaching areas include vocational training, computer science, and general secondary education courses such as English, chemistry, and mathematics.

DETERMINING CHANGE AGENT STATUS: SIX INDICATORS

Determining Change Agent Status: Five Indicators

Five indicators have been developed to analyze whether CASS Trainees can suitably be termed "change agents." These are described below and summarized in Box A2.4.

- 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.

Box A2.4. 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; and
- Maintaining motivation for working in development in the future.

- Second, 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 the employers that the Trainees are valuable human resources for the organization.

- 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*.

These five factors comprise a model for evaluating the change agent status of Trainees.

Indicator 1: Is Training Applied in the Workplace?

Yes, for the most part,

- **After training, over two-thirds (68%) were employed in the field in which the received U.S. training.**

Despite difficulties for some students in finding appropriate employment, *68 percent of the sample are working in the areas in which they where trained.* In addition to the students who are working in their field of study, an additional 12 percent reported working in related fields for a total of 80 percent employed in fields of training or related fields. *This indicates that the selection of fields of study was appropriate and that placement of Trainees in jobs related to their areas of study is succeeding.*

- **Over one fourth (29%) of Trainees report they are using "a great deal" of their training. About the same responded "a lot" (27%) and "some"(23%).**

Despite difficulties in finding work, most Trainees eventually are employed in their field of study and applying their training in the workplace (Box A2.5). A lack of developmental infrastructure in some industries is a limiting factor for some students in applying training. For example, on the island of Grenada, there is a lack of opportunity in applying quality control training. This is because most local industries are not presently aware of the benefits that derive from quality control. However, on the island of St. Vincent, the quality control training of two CASS returnees has been successfully applied in a brewery and a cardboard manufacturing plant. The influence of CASS training by such examples on St. Vincent combined with a recognized need for quality control in the industrial sector has resulted in a movement to enact a national bureau of product standards.

Box A2.5. Training is Applied at Work

A Grenadian student trained in computer science is now teaching computer science, math, and physics in a secondary school. He is involved in volunteer activities in the community, plays in a jazz band, and enjoys passing on his computer skills to high school students. He also shares his CASS experience with his students, and has inspired others to enter the computer field.

Does technical training have a major impact on employment success?

Yes, technical skills have a major impact on employment success.

Box A2.6. Vignette: Technical Training Works

A CASS student trained in quality control applied for a job in a cardboard paper products company. The company president reviewed hundreds of applications submitted for the position of quality control officer. Only one had the necessary skills to do the job - the CASS Trainee.

Although she was not trained directly in the production of cardboard products, she quickly applied her skills to the job at hand. Her practical technical training allowed her to spot problems in the production process and devise quality control tests. She instituted daily, weekly, and monthly reports on product quality. These reports contain statistical evaluation of quality control tests, as well as specific recommendations for product improvement.

In a year and a half, her recommendations have significantly improved the quality and the range of products the company markets. The company president claims that, since she was hired, customers have noted a significant improvement in product diversity. The company is now *the major cardboard box supplier for the Eastern Caribbean.*

CASS students returning from the United States acquire technical training that cannot be acquired in the RDOC (saee Box A2.6). The traditional "British" view of technical training is that it creates tradesmen, and that tradesmen represent a lower class in society. This is one reason there is historically little technical training in the RDOC. However, in the business sector, technical skills are critical for development. A component of the skill advantage for these countries is English language fluency. Of course, English fluency provides no special advantage in the English speaking countries of the RDOC.

Constraints to Applying the CASS Training

Students working outside their fields expressed the desire to continue looking for appropriate work. In some cases, it will take time for the business sector to create the jobs needed to achieve economic development. This requires outside capital investment, not technical training alone. The biggest drawback faced by returnees, and the overall labor force in general in the RDOC is a difficulty in attracting the outside capital investment necessary to sustain economic development.
The few students (4) who were unemployed or facing unemployment due to the termination of working contracts expressed the concern that despite the need for training in technical areas, jobs were not being created fast enough because of a basic lack of capital.

Another constraint to the application of training is the lack of recognition or credit transferability the AA degree brings in the RDOC. The emphasis on higher education follows a traditional view of scholarship, with little local technical training available. The University of the West Indies is only located on only a few of the RDOC islands and in Jamaica. This limits the ability of some Trainees to further their education, and may influence their future promotability in the workplace. Several employers noted that the CASS training received was excellent, but to further advance, Trainees would need the four year degree.

Do Gender Differences Exist in the Workplace?

No, CASS women do not encounter discrimination in hiring.

No evidence was found that any significant discrimination in hiring differences existed in the workplace among the Trainee population. This is in contrast to what was found in the other CASS countries. This lack of discrimination appears to be a recent phenomena, and is linked to several factors. One is declining educational achievement among male students in primary and secondary school. Key informants noted that the expectations for males are such that early failure to do well in their educational endeavors creates a sense of hopelessness that translates into a skewed graduate rate. Males drop out at a higher rate if they do not do well early, and are more likely to become involved in drugs and other criminal activities. This trend may in fact have the effect of creating some discrimination against males who are becoming viewed as being less reliable than women due to their high dropout and unemployment rates. *This does not reflect the character of the men who are CASS Trainees, but is an observation made by both men and women returnees of the general population.*

One informant noted that her primary school class started out with about forty individuals, equally divided among males and females. Primary tracking examinations are given at age 12, and results are used to track students to particular schools. Students who do not do well become discouraged. This is because they realize that their chances to get ahead are linked to the school they are able to attend, and males are *expected* to do well, whereas females are under no such pressure. Performance on this exam determines the school you are tracked to. Those who do not get into the top secondary schools are likely to drop out before graduation. When she graduated, the sex ratio in her primary class was 25 females and only 5 males.

Since young women do not have the same traditional pressures they are more likely to graduate and seek further opportunities. They are becoming accepted in all walks of life. One indication is that there are now two women in the parliament of Barbados, where five years ago no women were in parliament. Also, the new occupational roles targeted by CASS training (e.g. quality control, computer science) often do not have a long enough history to be considered the occupational domain of either sex. Therefore, gender differences in the workplace are not presently apparent in the CASS Returnee sample.

Indicator 2: Do Trainees' Responsibilities Increase?

- **Trainees report that impacts of training include increased job responsibilities (67%), improved salaries (83%), and promotions (52%).**

Training has allowed CASS returnees to have considerable success in increasing their responsibilities and job resources. Increased job responsibilities are linked to new types of jobs and the increased responsibilities which coincide with application of CASS technical training. Despite the limitations mentioned in the recognition and understanding of certain kinds of technical training versus traditional (four-year) degree programs, **the improvement in salaries for 83 percent of Trainees indicates that CASS training is being recognized and awarded by employers.**

Over half (52%) of Trainees are also able to secure promotions in the workplace. Some of these promotions are coming after hiring, and can involve the reclassification of students in their job roles. This comes from the recognition of their capabilities, which are sometimes underestimated or

misunderstood by employers at the time of hiring. For example, one student was hired at a bank as a clerk, but when his level of computer expertise was discovered by his supervisor, he was reassigned and promoted as a computer programmer and technical advisor. *Overall, almost 90 percent of trainees attribute their successes in these areas of responsibility, salary increase, and promotion to CASS training.*

Indicator 3: Do Trainees Share Their Training with Others, creating the "multiplier effect?"

Yes. All but 12 percent of the CASS Trainees interviewed affirmed that they shared their training with others. About half of the CASS Trainees surveyed provided an estimate of how many they shared their training with. These stated that, on average, they *formally* shared their training (that is, in classes, seminars, or conferences) with 365 people at work and 66 people in the community. They also estimated that on average they *informally* shared aspects of their training with 192 co-workers and 82 community members. While these figures are impossible to verify, they provide a sense of a considerable sharing of information about training with persons with whom they are in contact.

- *Maintaining in-country links with others*

Another indicator of the multiplier effect is the degree to which the Trainees demonstrate an active effort to maintain links with the U.S. and in -country and to build on the networks created during the training. Developing and maintaining social, professional, and cultural links to the outside have been emphasized in the Follow-on program.

As can be seen in Table A2.1, RDOC Trainees maintain links within their countries through a variety of channels. Contacts with other Trainees are the most prevalent (96%), followed by membership in alumni organizations (76%) and participation in CASS groups or meetings (67%). Most of these meetings occur at the end of training as a product of Follow-On activities. Trainees' cooperative activities are weak beyond their initial follow-on meetings, and only 14 percent report any cooperative project activity with other CASS students. Difficulties with maintaining sustainable contacts are partly an outcome of the geographic distance between islands. However, the influence of the program continues to bolster the world view and achievement of students who are linked by their common experience. In response to the question: "What did you like most about your U.S. experience, a student wrote: *"The fact that I was and still am a member of the CASS family. I was able to learn a great deal about U.S. culture and the culture of the other Caribbean islands."*

Table A2.1. RDOC Trainees Maintain Links

Links within the Country	
Contacts with other returnees	96
Participates in CASS groups or meetings	61
Membership in alumni association	76
Presentation of projects with other returnees	14
Works with Peace Corps volunteers	14
Links with the United States	
Contacts with U.S. friends	98
Reads U.S.-based journals	69
Visits from U.S. friends	27
Contacts with U.S. training institution	51
Commercial relations with U.S.	18

Source: CASS Returnee Survey *[n=51]*

When asked the question: "What did you like most about your U.S. experience, a student responded: "The fact that I was and still am a member of the CASS family."

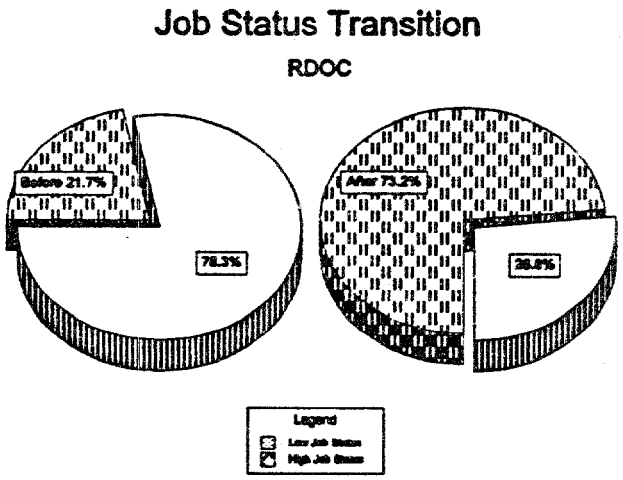
- *Trainees have maintained strong ties with the U.S.*

Almost all Trainees have kept in contact with U.S. friends. Theses students are inviting host families to visit, writing letters to old class mates and campus coordinators, and keeping in touch with former campus instructors and GU personnel. The interest generated in U.S. culture reflected in the reading of U.S. journals (67%) and maintaining contacts with training institutions (51%) is a sustainable benefit that indicates Trainees continue to learn and share the U.S. learning experience. This in effect extends their "Experience America" component of training far beyond the initial scholarship period. Another advantage is that returnees will continue to act as "Friendship Ambassadors" for their U.S. friends. The 27 percent of Trainees who are hosts and local guides to their countries represent in effect "cultural leaders" within the CASS population.

- **Trainees have moved into high status jobs -- jobs that can only be attained through specialized training.**

Training promotes the movement of Trainees into high-status jobs - jobs that only can be attained through specialized training. Prior to training (Figure 4.2), the majority (71%) of those working (n=31) held low status jobs such as store clerk, bank teller, primary school teacher, and unskilled laborer. Over 37 percent of the total sample were unemployed before training. After training, only 20 percent were in low status jobs, a decrease of 51 percent. These jobs were clerical and secretarial positions. Even in such positions, organizational and computer skills learned in the CASS program were useful. The transition to high status jobs represents a differential increase of 65 percent from pre-training high status employment.

Figure A2.2. Job Status Transition



The transition to high job status allows students to have a greater access to the resources necessary to effect change. These changes are to be expected most in the family, followed by other changes in the workplace and wider community. This transition is also an indication that the training has been very effective in preparing CASS RDOC returnees for gainful and appropriate employment. Theses students thus have the opportunity to effect change in their occupational areas, and to also act as leaders in the family, workplace and community.

The shift in the sampled population from low to high job status represents a measurable development outcome and provides evidence that the CASS program is contributing significantly to achieving the USAID/RDOC's strategic goal of "increasing socio-economic participation of lower income groups" (USAID: 1992...).

- **Some 14 percent of the trainees have started their own businesses creating employment for five or more people.**

Box A2.7. Vignette: Training Increases Productivity
One student was unemployed and living with his parents on Dominica. After CASS training in food science, he is the quality inspector at a food processing plant, where he has upgraded the food safety standards and improved quality control. He is regularly invited to give food quality seminars in food processing businesses throughout the island and many of his recommendations and procedures have been put into effect. Thus, the training of this one individual in food science through the CASS program has resulted in a profound impact on the food processing industry of Dominica.

The best option for economic growth on the islands is small business development (Derek Davies, personal communication). Seven of the 51 Returnees interviewed (14%) owned their own businesses in areas such as computer and electronics repair, financial consulting, and food services, and another ten students (26%) expressed interest in starting their own businesses. Small business developments is significant to the development of the islands, for it is seen by local economic leaders as the best chance for job creation in the private sector. The likelihood of major outside firms having a significant impact on development is small for those islands with no international airport facilities (e.g. St. Vincent, St. Kitts/Nevis, Dominica), and thus little touristic development. The best hope is for local entrepreneurs to develop small firms employing 5 to 10 individuals, and focusing on local and regional economic needs and demands. (Gonsalves 1993).

A drawback to small business development is the lack of outside investment capital and tight local lending restrictions. Without some form of collateral, it is often difficult for newcomers to business development to get started, even though they might have excellent training in areas that are in need of development. The present dominant pattern of the self- employed is to run home-based operations, or work as traveling street merchants ("hucksters").

Increasing the productivity of others is an activity that occurs at various levels in the change agent model. Increasing productivity in the family means increasing income, tutoring siblings, sharing training, and modifying the family unit worldview to accept the optimistic"can do" attitude that is an integral part of leadership training. In the workplace, accepting new methods of organizing work, allowing for the application of new technical skills, and dissemination of skills through co-worker training programs are examples of increased productivity.

The case study of Sunny (Box A2.8) illustrates how one Trainee has promoted the productivity of others. It involves the National Insurance Scheme of St. Vincent, which is one of a few local agencies that is taking an active role in community and small business development.

The preceding case study and vignette describe change agent actions representative of the wider population of Trainees. It was not within the resources of this study to develop case studies on every returnee surveyed. Such a study would further reveal the impact on productivity of others that returnees have had after only been back a short time (2 years) from training. Developing a comprehensive understanding of the populational extent of training impacts (i.e. increasing the productivity of others) beyond the individual and family requires tracking Trainees through time as they mature in their roles as change agents and leaders.

Box A2.7. Case Study of a Successful CASS Student: "Sunny"
Sunny is a Trainee working for the National insurance Scheme (NIS) on one of the islands. She comes from a very humble household. Her mother worked her whole life as a housecleaner, and has little formal education. Her father is a bar tender who must frequently travel off-island to earn a living. She lives in the outskirts of the main town in a small brick and cement house with her mother, sister, younger brother, and baby nephew.

Her mother worked very hard to put her through school, sacrificing household needs to be able to buy her books and supplies. Sacrificing included sending her to a private Catholic School, which provided her with a strong disciplined view of academic achievement. Her mother always told her "be the best, that is the only way you are going to get ahead." The investment paid off when Sunny was selected to enter the CASS program.

After an outstanding academic career, which included graduating with a 3.99 grade average from a business management program, and receiving numerous civic and academic awards, Sunny returned to put her training into practice as an NIS insurance inspector. This was a promotion from her previous post as a clerk.

The NIS is a government organization which acts as a social security net for employees. It represents a form of pension, in that employers are required by law to donate funds on behalf of their employees to the scheme. These donations are used to support employees and their families when they retire, and are also invested for the employees to increase the amount of funds available upon retirement. Thus, the NIS plays an important role in insuring the economic security of the working class throughout the country.

The role of the insurance inspector is to collect funds due from employers, and to audit employers to determine if they are complying with the regulations of the scheme. Given the fragile state of the economy, it is understandable that inspectors may encounter a degree of resistance and hostility in their jobs. The employer can resist payment, but can be subject to prosecution. The strength of the compliance division is critical to how well the scheme works, and each employer must provide a certain level of contributions before their employers are eligible. The contributions being collected are critical for providing benefits.

The NIS also plays a critical role in country development projects by providing loans. Often, the government might start a worthwhile project, but then pull out at a critical time due to political factors. The NIS has the discretion to support established government projects, and recently rescued to agricultural projects that the government abandon for political reasons. Again, without good inspectors to collect investment revenue, the system cannot function, and important development projects could be abandon.

The impact that Sunny has made is remarkable, even for a CASS Returnee. Since she returned to work at NIS, there has been a substantial increase in donations coming from employers. An exact amount could not be detailed, but her supervisor estimated that contributions have doubled. The reason for this increase is attributable to her training. She uses the maxim "the customer is always right". Each employer is treated with respect, and she spends time listening to their problems and concerns. Instead of taking a policing approach to inspections, she takes a service approach, meaning she offers her services to aid employers in compliance. Her area of inspection includes all the government offices, and she is responsible to insure that government records are kept accurate and on time. She also keeps track of the creation of new businesses registered through government offices. Sunny also has multiplied her impact by advising other inspectors on customer relation techniques, thus improving the collection efforts of the entire compliance division of NIS.

Indicator 4: Do Trainees Take on Leadership Roles?

Yes, in many ways.

In order to be selected as a CASS scholar, Trainees must demonstrate leadership qualities through prior activities in their community or school. During training, students participate in a variety of activities which build on this foundation. Beginning with the in-country orientation program and continuing with the innumerable activities on campus (see the Experience America section in Chapter 3), Trainees learn and practice leadership skills. Not only is their leadership capacity bolstered, their motivation to return home and apply these skills to their country's development problems is continually reenforced.

This section reviews information on two aspects of leadership: the degree to which Trainees' leadership skills are increased and the extent to which Trainees apply these skills at home.

Individuals are identified as *leaders* if their *activities* increase the resources available to others at various levels in the concentric circle model (see above, Figure A2.1). The resources (see Box A2.8) that a leader imparts to others include:

Box A2.8. Leaders
Leaders are individuals whose activities have a positive impact on others by increasing the amount of resources available to them.

- *shared economic resources,* arising out of the application of a novel worldview and/or skill set;
- *shared information,* communicating novel goals that arise out of a shared worldview; and
- *shared responsibility* for the products of an applied worldview and/or skill set.

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.

Do Trainees Improve Their Leadership Skills?

- **Both men (84%) and women (74%) agree that their training has contributed to becoming "more efficient as a community leader or as a leader in the workplace."**

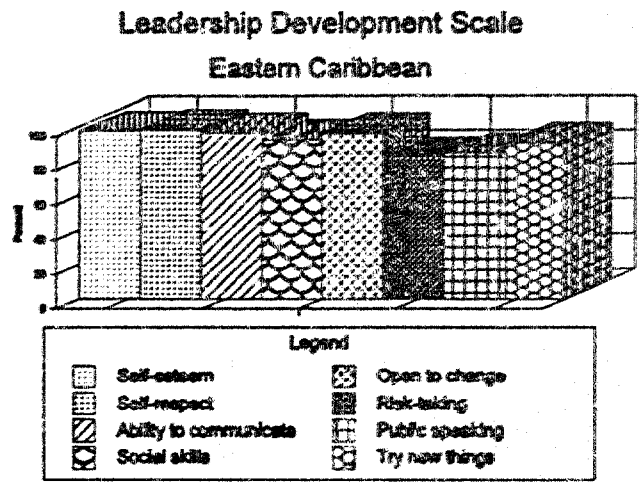
The Leadership Development Scale (LDS) measures the degree to which students felt their training enhanced a series of qualities that the evaluators selected as associated with leadership. Responses to the LDS indicate that the CASS program has been very successful in developing leadership skills in Dominican returnees.

Using the LDS (Figure 4.3), the percentage of students who "agree or "strongly agree" that "CASS training helped increase their leadership skills" is very high. The scores range from 94 percent on improved self-confidence to 84 percent on willingness to take risks. Few students said that the training had not helped them at all. Thus, the success in developing leadership skills through training is very high. The various characteristics of leadership training (e.g. taking risks, speaking in public) are difficult to apply in the governmental sector because of the elitist structure of island society. Barriers

exist to becoming politically involved beyond voting in elections and supporting electoral campaigns. *Trainees are most successful in applying leadership skills in the family and workplace.*

Application of Leadership Skills

Figure A2.3. Leadership Development Scale



Leadership in the Family

Many students have continued to to be closely tied to their families, particularly young women, They represent sources of additional economic support for the parental household, and in some cases are the primary earners in the family unit. For example, one returnee helped her mother and father pay for household necessities, and financed a home improvement project that added an extra bedroom to their home. Her salary was a major source of family income in an arrangement that paid her monthly salary directly to her family while she studied in the CASS program. She and other returnees have also brought back a new world view and sense of independence that motivates siblings to do well in school and otherwise improve themselves. Returnees also act as teachers of their brothers and sisters in math computers, and other topics, as well positively influencing other close relatives (nephews, nieces). Thus, training impacts spread trans-generationally as well as intergenerationally.

Leadership in the Workplace

- **Trainees and employers alike report that many of the more intangible elements of the CASS experience contribute to Trainees' impact in the workplace.**

The advantage of the overseas experience cannot be matched by in-country training. U S. training imparts decision making and leadership skills that provides CASS returnees with an advantage over their peers. This holds true for the RDOC, with commonly noted skills including the ability to get along with others, superior problem solving, personal initiative, perseverance, and a strong work ethic. They are much more mature than others who have not had the same training.

Returnees mentioned the campus and community activities as important learning experiences. *The ability to communicate learned skills, the ability to speak in public, and the willingness to take responsibility for important decisions in the workplace are frequently noted skills.* Exposure to American technology gives students an understanding of the level of sophistication needed to compete in international markets. The case study of the quality control officer in the previous section illustrates this. Her job skills allowed her company to develop markets for new products that met the highest quality standards. Her employer and others were pushing to create a bureau of standards for the purpose of improving quality control. This institutional level of impact was motivated by the influence of returnees in quality control.

- **CASS training allows students to escape class boundaries.**

High achievement in the workplace is partly motivated by a chance to escape class boundaries. Students in focus group and key informant interviews noted that there is a distinct division between the elite and the poor in the islands. This distinction cannot be overcome without outside resources.

Academic excellence in secondary school is no guarantee of a future if there are no resources available for students to continue their educations. Also, academic achievement is no guarantee of employment in an economy that has a tremendous labor surplus. Social influence is one way individuals can get ahead in the island societies. Having the right last name or knowing the right people can open doors. It is often important who your parents are, not if you did well in school or have any special talents. For this reason, CASS Returnees expressed a fierce determination to show that they could achieve given the necessary training and a job in their field of study. This has resulted in remarkable achievements in the workplace and is probably one of the major motivating factors driving CASS Returnees in the RDOC to succeed.

One student's view is:

The poor want to show that they can do it - when they get the chance they want to show that they can do it. Sometimes I know I can compete with the richer folks, but you don't get the chance - you feel dumb. When you get to the states - there is a strong motivation - the tokens (certificates-awards) you receive make you feel good inside. It gives you something to come back with that is good."

A member of the Selection Committee on Dominica stated:

" The program lends social stability to the islands, because if you look at the youngsters your taking away and giving chances to, your giving chances to young leaders. They participate in youth activities, they are articulate. If you take away from them just another way of getting ahead-- this opportunity to advance-- then effectively you are breeding a very strong anti-establishment vote, for they would then think "what the hell is the point of studying and achieving if in every way I attempt to improve myself I get blocked off by the powers that be?"

The training experience takes individuals out the framework of a stratified society with little opportunity for the poor and creates a permanent life change in them. This change liberates them from the established class structure. Further, it allows them to act as leaders. Thus, the education of the needy creates social stability. To summarize, by allowing students to escape class boundaries, the program:

- *Provides a pool of future leaders*
- *Provides educational opportunities to academically outstanding individuals who would otherwise have no such opportunities*
- *Provides an educational outlet for individuals who might otherwise be a force for anti-establishment activities.*
- *Creates the potential for a growing class of small business entrepreneurs, with small business development being the major option for sustainable development on the islands.*

Indicator 5: Do Trainees demonstrate a commitment to initiating change and an optimism towards future activities?

Training has positively impacted the professional development of the 51 sampled CASS Returnees. Even the four unemployed Returnees still maintain a positive attitude and are actively looking of employment. They claim that their persistence is an outcome of their training. Employed students also noted that even when they first couldn't find work, they maintained a positive attitude and kept looking. Behavioral characteristics that allowed them to persist were attributed to CASS training, particularly leadership skills such as self-esteem and willingness to take risks.

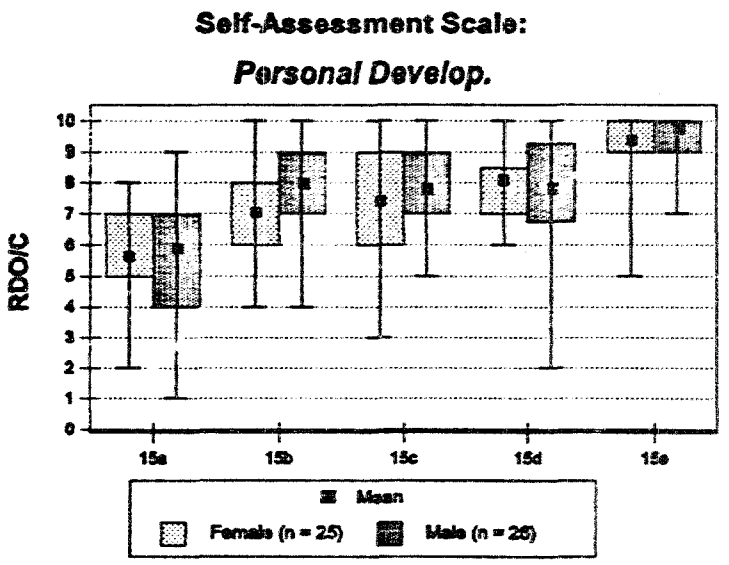
Such skills may not be unusual for U.S. professionals, but the RDOC suffers from a labor surplus and limited job market which combine to driving down expectations and create a large population of hard core unemployed. Given these conditions, it is unusual for individuals to display the persistence demonstrated by the CASS trainees, and it is these unusual qualities which drive their professional development. Professional development in the RDOC is measured using the same instruments as in the DR, including the Ladder of Life Scale, interviews, and the Leadership Development Scale.

1. THE LADDER OF LIFE SCALE

The LLS indicates that CASS Returnees have experienced significant professional development due to their training (Figure 4.3). As in the DR, the hypothesis of development utilizing the LLS is the following:

- If training is having a significant impact on the professional development of trainees and their success as change agents, selected numerical values will have a tendency to rise with each reference point on the scale.

Figure A2.4. Self-Assessment Scale



- If training is having no significant impact on professional development, there will be no apparent upward or downward trend LLS values.

1. The Ladder of Life Scale (LLS)

The mean values for the population show an upward trend throughout the five reference points, with no significant differences between men and women. For the point "five years ago", mean values were

relatively low, (5.7 for women, 5.4 for men) and increase as predicted to 7.9 for women and 7.8 for men for the point "while studying in the U.S." Mean values drop slightly "upon returning" (women 7.4, men 7.5), but increase again for "today" (8.1 and 8.0) and continue upward for "in five years" (9.4 and 9.4). This is consistent with the patterns shown in the DR and other countries.

The anchoring qualitative data responses ("why did you select the number you did") support the upward trends in numerical selection for the sample population. (Percentages for these answers reflect multiple responses given for each question, and therefore may add up to more than 100 percent). For the low points "five years ago", the common anchoring responses include "future uncertain" (46%) and "life difficult" (33%). *These responses indicate the lack of opportunity and financial difficulties faced by most of the students and their families.* The CASS program is designed to present a significant change in professional development opportunities for students. Professional development is reflected in the common responses for the period "while studying in the U.S." Common responses include "great opportunity" (45%) and "life improved"(41%).

The slight decline in numerical responses (7.9 to 7.4 for women, 7.8 to for 7.5 for men) for the period "when returning home" is similar to the DR, with "adjustment difficulties" noted by 22 percent of the sample population. Also, 16 percent noted that "no jobs were available". *This response can be attributed to the difficulty presented to returnees entering a limited job market, and the logistics problems presented the coordinator for promoting employment in scattered island localities.* This slight drop (.5 for women, .4 for men) does not indicate a failure in the reintegration process, for 39 percent also indicated they were "well prepared for a career" and 30 percent that they now had a "better life".

For the point "today"(8.1 women, 8.0 men) , most Returnees are well-integrated into their workplaces, families, and communities. They responded positively with "good job" (41%), "life improved" (37%), and "goals being achieved" (22%). *Returnees are maturing professionally and personally, with the early search for employment resulting in high status jobs and financial stability.*

Anchored responses to the future point "in five years" are consistent with the high numerical responses (9.4 average), and further support the hypothesis that sustainable professional development is an outcome of CASS training. Highly positive responses include "achieving goals" (83%), a "better education" (29%), "improved life" (29%), and "getting a better job" (12%). *Optimism is related to a sense of continued development for individuals and families, and that things in their society will "get better" (develop) with time.*

Interviews with key informants and focus groups further support the data that indicate occupational and social development are an outcome of training. Members of selection committees, employers, and family members, and Returnees themselves provide insights into the change agent roles they are filling.

STRATEGIC OBJECTIVES AND CASS TRAINING

As was discussed in Chapter Three of the report, LAC Strategic Objectives were established *after* the CASS students evaluated here were recruited into the program. Any contribution by CASS to the attainment of the SOs is therefore an unforeseen consequence of the program design. Nevertheless, the broad Agency Strategic Objectives clearly build on strong program focuses within USAID before they were formulated in their present form. Given the present importance of SOs in advancing USAID's

activities, it is useful to attempt to assess how the Program's current directions may or may not make a contribution to future achievement of Mission and regional Strategic Objectives.

The USAID/LAC Strategic Objective in the area of sustainable economic growth appears to be supported by CASS Trainees' advances in job status, income, and productivity increases illustrated in the previous sections. Trainees were selected from the economically disadvantaged sectors, and their collective actions success in the workplace and community is being multiplied in their disadvantaged families, and consequently in the social and economic networks of their origins. This can only strengthen the social and economic stability of these island nations, allowing for a bottom-up impact on sustainable development.

The development of democratic institutions, a second regional Strategic Objectives, is limited by the prevailing political structure which continues to concentrate the majority of resources in the hands of a local elite. Returnees showed no active participation as candidates in either NGO elections or governmental elections. A lack of direct participation in political activities is partly the result of a lack of a local participatory model, such as an active alumni association, which provides a forum for students to act as leaders by becoming elected to association offices.

Box A2.9. Training Works Toward Strategic Objectives

"David" and "Poggie" are two development and occupational leaders in computer science whose actions illustrate the fact that training has supported USAID/LAC Strategic Objectives in the RDOC. David works for the national computer center on one of the islands. He is working to upgraded the entire computer network for the country, has increased the efficiency of economic interaction between the country and outside business developers (particularly in tourism), and acts as an island information resource for anyone who has questions or problems concerning computer operation and software applications. This has resulted in an island-wide economic impact.

"Poggie" works for the major computer firm on his island, and is a primary resource for the application and development of computer software. He stays up- to-data by reviewing innovations in the computer field on business trips to the U.S. His most recent project of country-wide impact was the design and installation of a computer system for a newly opened food store - the largest on the island. He also serves as a consultant for businesses across the island who are working to bring themselves into the computer age.

PART B: PROGRAM IMPLEMENTATION PROCESS: RECRUITMENT, SELECTION AND ORIENTATION OF STUDENTS AND FOLLOW-ON ACTIVITIES

Recruitment in the RDOC

Recruitment in the RDOC complies with the established GU guidelines. The coordinator and island selection committees carefully screen all potential candidates for excellence in character, leadership, and academic achievement. Once these and other guidelines are fulfilled, need is the deciding factor. Despite drawbacks in public education, many qualified candidates are available.

Advertisement of the program is carried out through the media, through CASS social networks, and by informal contacts. Students from areas close to the major population centers have advantages similar to those found in the urban DR. However, there is not the significant demographic distinction between rural and urban areas found in the other country programs. The small size of the islands and the concentration of most of the population in several major centers allows for an equitable selection process. Dominica is the only island with highly distinct rural-urban populations. Isolated villages on

this lush mountainous island often have unemployment rates approaching 75 percent, and children in these remote areas do not regularly attend school (personal communication, selection committee member). Village isolation is worsened by poor housing and roads and a lack of social services.

Box A2.10. Education in the Eastern Caribbean

The educational system of the RDOC suffers from a lack of resources at the primary level and few opportunities for higher education at the undergraduate level. Training in technical fields is virtually non-existent. World Bank consultants reviewing the primary educational system note that high student absenteeism, inadequate teaching materials, and poor instruction contribute to a worsening educational crisis (World Bank consultant, personal communication). Lack of job opportunities provides little incentive for secondary school students to graduate. Drug abuse also contributes to the dropout rate among secondary students, and is a severe social problem throughout the islands.

Traditional education in the RDOC follows the British model, with an emphasis on scholarship. Technical training is only now gaining recognition. Until recently, students could not receive credit from the University of the West Indies for coursework completed in the U.S. Further, most islands have no college or university facilities. The University of the West Indies is located on Barbados and Jamaica, with small branch campuses offering a limited curriculum on St. Kitts and Antigua. Most students cannot afford to attend institutions off island, leaving them with no means of furthering their education. For most, CASS scholarships represent the *only* opportunity to pursue a college career.

The isolation of the islands from each other and from the CASS office in Barbados creates some logistic problems. There is no active alumni organization to promote the program, and students on different islands rarely communicate with each other. Some students complained that they did not hear about the program until the last minute, often from other students who had already applied. However, this does not appear to affect the quality of candidates selected (see Box A2.10).

Support Groups and the Selection Committees

Each island has its own selection committee. Selection committees are established by the coordinator from his contacts in the Catholic Church, local chambers of commerce, and public and private education sectors. Selection committees follow established guidelines, and use their own knowledge of local candidates to narrow the field. For example, one committee member on St. Vincent had been in public education for over thirty years. Not only were many of the CASS candidates former students of hers, but their parents where as well. She was the only research associate hired who was able to get 100 percent cooperation in the completion of survey questionnaires by Returnees. Other important local guidelines used to identify the needy are housing and parental occupation..

Box A2.11. Familiarity with corruption

Familiarity with corruption is echoed by a mother of one of the Returnees:

"After turning in the forms for her, we went to this meeting of candidates. When we got there, I almost gave up, *seeing who was there and how they where dressed.* I didn't think she had a chance. She said to me, you know, "Mommy, I'm going right through." Then she made the cut down to eleven, then to eight. We were invited to a reception, but it still didn't say if she had it or not. When they started to announce the names, I was scared she was out, but she was the last name they called! The only problem then was, where she was going. Who ever heard of an island named New Jersey!"

Local ministries of education are kept informed of program recruitment and invited to award ceremonies, sometimes even serving as keynote speakers. Some ministries have actively lobbied to

gain administrative control of local programs. This is opposed by both selection committees and CASS Returnees. They cite traditions of favoritism and corruption in government. For example, a former U.S. scholarship program put into place after the invasion of Grenada was co-opted by the elite. According to a prominent selection committee member, all the scholarships in this program went to the children of the affluent, not the needy.

The local coordinator is satisfied that the CASS selection committees are doing a good job in identifying students by level of need, not by level of influence.

Support groups consist of CASS employers and selection committee members. Few follow-on activities exist beyond reentry seminars. The absence of local coordination for each island results in uneven marketing of returning candidates among prospective employers. Returnees on some islands complained of a of lack of support in finding employment. Recently, the CASS office in Barbados prepared a directory of CASS returnees which will hopefully facilitate future contacts between alumni and between alumni and prospective employers. Students training in the U.S. could also be proactively marketed with this directory.

Another problem is the lack of a strong alumni association in the islands. Elsewhere, alumni associations have been instrumental in assisting returning CASS students. They act as social support networks, provide employment information and organize gatherings designed to enhance leadership skills. The relative isolation of the CASS office in Barbados makes it difficult to actively promote and sustain an alumni association throughout the islands. This may be more a result of logistics than effort. Despite these difficulties, most CASS returnees are gainfully employed, although it initially takes them longer to find employment, with many employed in areas other than their field of training (see section on employment).

Role of the USAID Mission in the RDOC Program

The mission was involved in the preliminary selection of areas of study for the CASS program. Since this initial input there has been little interaction between Mission personnel and CASS administrators. Mission training officers have been critical of the local program, and are particularly concerned that some students cannot find work in their fields of study. Their concern stems from the impression that program administrators have not asked for Mission input in the selection of more recent fields of study and in the composition of special training populations. For example, one Mission officer opposed training deaf students from the RDOC, even though some are currently in the CASS program. At this time, USAID Mission Training Officers expressed no interest in becoming more actively involved in the CASS program.

CONCLUSIONS AND RECOMMENDATIONS

The CASS program in the RDOC is providing opportunities for students who are faced with difficult economic and educational conditions. The lack of a well-developed system of higher education makes it impossible for most gifted but needy students to continue their careers without outside support. The following conclusions can be drawn from this evaluation of the CASS program in the RDOC:

- *Student selection for the program has been outstanding due to the careful attention paid to GU guidelines by the selection committee and the effective communication of these guidelines by the country coordinator*

- *The program is very effective in training students to fill needed areas of technical expertise in many occupational sectors.*

- *The LLS and LDS scales indicate that Trainees are very well prepared to act as both leaders and change agents in the workplace and community.*

- *Trainees are acting as occupational leaders in providing a very high degree of information sharing of technical skills in informal and formal settings in both the workplace and community.*

- *Returnees has generally been very effective change agents, and are limited only where there is a lack of understanding of their technical skills or insufficient capital to develop an effective infrastructure to apply those skills.*

- *CASS training has had a significant impact in improving the job status of returnees.*

- *Both men an women have an equal opportunity to succeed in their chosen fields of training without fear of gender discrimination.*

- *Selection of the fields of study has generally been very effective, and delays in finding appropriate employment is a combination of weak employment support from the poorly developed alumni association and, more importantly, of the generally high level of unemployment and slow development in most occupational sectors of the islands.*

- *The high degree of class stratification present on the islands makes it difficult for CASS returnees to have significant impacts in the political sector.*

- *Returning CASS students act as a force for social and economic stability by increasing productivity in the workplace and serving as a leadership pool for the development of the small business sector.*

The following recommendations are made as suggestions for improvement of the program:

- Follow-on programs in the RDOC should be more comprehensive and prolonged, and concentrate on matching the job skills of returnees with jobs available. Strong advertisement of the program, and marketing of students by the local CASS office before their return, can reduce any delay in appropriate employment faced by returnees.

- USAID objectives, both old and new, should be closely reviewed in the selection of future CASS students. Training in areas such as ecotourism and natural resource management can create new opportunities on islands that have such natural resources (e.g. Dominica) but presently no effective means to manage and develop these resources in a sustainable fashion.

- The present efforts underway to develop a strong CASS alumni association should be promoted, and the present newsletter and other association efforts continued and

diversified. Conferences on special issues such as sustainable development, leadership, employment and continuing education should be explored.

- Cooperative relationships between government organizations and others, such as NIS, should be investigated in order to provide capital and incentives for small business development with CASS Trainees.

- Greater involvement of CASS returnees in the political process could be explored by suggesting the option of government internship activities for interested Trainees. This would allow them to get an inside perspective of the political processes, and possibly lead to their eventual recruitment directly into the political ranks.

APPENDIX THREE

COSTA RICA

APPENDIX THREE: COSTA RICA

This appendix is the third of four which present the findings on the four countries visited during the CASS evaluation. All four follow the same format. The findings from the four countries are synthesized in Chapter Three of the report.

Box A3.1 Background: Costa Rica

Costa Rica is widely considered the most politically, economically and socially developed country in Central America. Located to the north of Panama, Costa Rica is a Spanish speaking country which has been independent from Spain since 1924.

A small country, with a population of 3,100,000, Costa Rica is known as the Switzerland of Central America as it has no army. Democratic institutions, civic society and the rule of law are well-established. Substantial national resources have been devoted to education, so that students throughout the country receive free elementary and secondary education.

This chapter presents the results of the evaluation research conducted in Costa Rica. The chapter is organized into three sections. First, the *impact* of the CASS program on the society of Costa Rica is examined. Are returned Trainees acting as change agents? What outcomes attributable to the CASS training can be observed in the CASS Trainees' relationships with their families, their workplaces and their communities?

The second section addresses the training outcomes in relation to two LAC Bureau Strategic Objectives: "Broad-based economic growth with equity" and "Democracy."

The third section reviews selected aspects of the in-country operations of the program, including recruitment and selection of students, and Follow-on activities.

PART A. THE IMPACT OF CASS STUDENTS ON ATTAINING DEVELOPMENT GOALS IN COSTA RICA: ARE THEY CHANGE AGENTS?

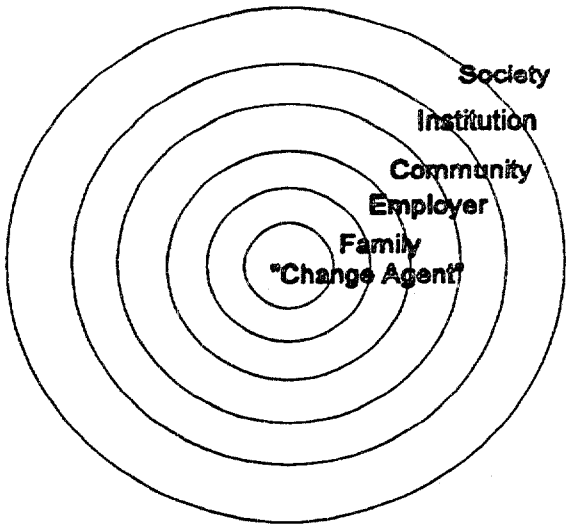
Yes, CASS Trainees are acting as change agents in some areas of society. This conclusion is derived from several sources of information which support this conclusion. The following discussion begins by examining preconditions to becoming a change agent. Then, information on five measures of a change agents's actions are reviewed, focusing especially on their support for sustainable development.

The analysis emphasizes Trainees' actions *beyond their own personal advancement.* The five measures of Trainees' behavior measure outcomes which show the *change that Trainees bring about in others through their actions* — in their families, workplaces, communities and in the organizations and economic sectors in which they participate.

The model of concentric circles discussed in Chapter One —and illustrated in Figure A3.1— provides the focus for this discussion.

Preconditions to Becoming a Change Agent

Figure A3.1.



Before demonstrating the effectiveness of Trainees as change agents, three *preconditions* to becoming a change agent are examined. Without meeting these conditions, it is unlikely that Trainees will become change agents. It should also be recognized that the preconditions are *necessary* but not *sufficient* to become change agents. That is, even when these three conditions are met, Trainees may not become change agents.

- First, Trainees must receive effectively designed training which builds their *capacity* and fosters their *motivation* to work towards development goals.
- Second, Trainees must *return to their home countries*.
- Third, given the vocational and occupational focus of CASS training, Trainees must be *employed after returning home*.

Effective training

This first precondition has been assessed in the previous chapter. Based on training design and implementation, it was concluded that current U.S. CASS training generally teaches Trainees new technical skills and reinforces their motivation to take an active role in the workplace and in the community. A more complete discussion on the effectiveness of training will incorporate the findings on CASS returnees and is discussed in the coming chapters.

Trainee Returnee Rate

The initial returnee rate of 98.4 percent is high. From a total of 123 people trained under CASS, only 2 Trainees did not return to Costa Rica at the end of their two year study program. An additional twenty Trainees (13 percent) are currently living outside Costa Rica, having completed the two-year residency requirement following their Training. Thus, 87 percent of the CASS Trainees are living in Costa Rica.

Are Trainees Employed?

Yes, as indicated in the following findings.

Box A3.2 The CASS Returnee Survey
Some 96 CASS returnees, out of a total in-country population of 123 were interviewed in the CASS Returnee Survey. Of those sampled, forty-one (43 % are men and fifty-five (57 %) are women.

- ***CASS training leads to high employment for Trainees.***

Prior to being selected as CASS scholars, the majority of Trainees in Costa Rica, 61 percent, were employed. After training, *88 percent* of all trainees surveyed are employed (83% of women and 94% of men). All but two of the unemployed Trainees were actively seeking work. When those not seeking employment are excluded (one full-time student and one housewife), the unemployment rate for the sample is 13 percent, with little difference between men and women.

- ***Private sector companies employ the majority of Trainees.***

Over 60 percent of the Trainees are employed in the private sector. Some 52 percent work for medium and large companies; an additional 10 percent work for small companies with fewer than five employees. Some 14 percent work in the public sector.

Many Trainees (11%) work in the cooperative movement which has developed extensively over the last twenty-five years in Costa Rica. The cooperatives have provided strong institutional support for the CASS program. Many Trainees were recruited for CASS training through the cooperatives where they worked in low-level clerical positions. Upon their return, they were rehired in management positions. (A list of Trainees' places of employment and area of speciality of the company is found in Appendix 5.1).

Determining Change Agent Status: Five Indicators

Once the preconditions for change agent status are met, the Trainees' use of the training to cause change and positive impact on development can be examined. Five indicators have been developed to analyze whether CASS Trainees can be termed "change agents." These are described below and summarized in Box A3.3.

- 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 that motivated trainees who have received excellent training may have little impact beyond their own personal actions if elements in the workplace obstruct their efforts to introduce positive changes.

Box A3.3 Indicators of the Change Agent Model
The following five 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.

- Second, 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 the employers that the Trainees are valuable human resources for the organization.

- Third, Trainees must actively *share their training with others*, the "multiplier effect." They may share their training formally and informally, with co-workers and 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, Trainee's actions must *go beyond themselves to promote the productivity of others.*

- Fifth, 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, in general.

- ***Some 69 percent reported that they use "much" or "very much" of their CASS training on the job.***

The majority of Costa Rican Trainees apply their new skills on the job, but men were more able to apply their training than women. Some 73 percent of the men, compared with 64 percent of the women reported using "much" or "very much" of their training. Conversely, 24 percent of the women reported using little or none of their training. Trainees provided concrete examples of the usefulness of the training in a variety of settings (see Box A3.4).

- ***After training, 58 percent work in their field of study.***

In addition to the students who report working in their field of study, an additional 33 percent reported working in related fields of study. For example, a computer specialist was recently promoted to General Manager of a computer export firm. Men were more likely than women (50% of men versus 32% of women) to find work in their field. This is primarily due to the fact that the women who studied Fashion Merchandising could not find work in that field.

However, an additional 21 percent of the women are working in jobs related to their studies, increasing the number of women using their CASS skills in their work to 53 percent.

Box A3.4 Applications of Training

"I work as a microbiologist, applying the respective analyses to the products which are processed here." (Food Technology)

"(I use) everything. What I studied in the U.S. is exactly what I do and have done since I came back." (Business Administration)

"Just one example," said a student of computers. "I work with digital electronic equipment which is operated through computers." (Electronics)

"Whenever I have to apply a new software application, like Windows 3.1 or Pagemaker, then I remember what my computer professor in the States taught me as a foundation for figuring it out." (Computer Science)

"Since I started working at the company, we have implemented Lotus 123 and other programs." (Computer Science)

"I studied journalism in the US, which I am using at 'Prensa Libre,' (Free Press), a newspaper in Costa Rica."

The principal *constraint* mentioned by students not working in their fields of study, was the lack of available jobs. In particular, women who were trained in fashion merchandising can not find jobs. The principal source of jobs in the Costa Rican garment industry is with "off-shore" manufacturing plants. The skills required include quality control of the manufacturing process, machine maintenance, and industrial design which are not covered by the U.S. schools.

The U.S. fashion merchandising curriculum focused on high fashion design and merchandising. Many aspire to employment in high fashion design, especially to owning their own boutiques or starting their own line of clothing. They lack capital and experience, however, to make this a reality and the competition is keen.

Lack of recognition of the Associate of Arts (AA) degree by Costa Rican employers is another *constraint*. Since the degree has not been officially recognized by the government, Trainees are considered to have only earned a certificate. This qualifies them for lower-status jobs and lower salaries than is fair for the level of knowledge they actually possess.

Special Issue # 1: Which Promotes Employment and Application of Training More: Technical Training or English Language Skills?

Technical Training Predominates. While CASS students return from the United States with two important new skills, technical training and English fluency, the technical training is the primary factor in finding employment.

- ***The majority of Trainees report that their success in the job market is due primarily to their excellent technical training.***

Interviews with supervisors reenforced the importance of the technical training. They described ways in which Trainees' training benefitted the company. However, many also mentioned improved work habits, such as punctuality, attention to detail and willingness to complete a task, which they attribute to the CASS experience. These qualities make them superior to other employees whose technical training might be similar.

- *English language fluency enhances the CASS technical training, and prepares CASS Trainees to perform in a global economy.*

English language fluency has been elevated to a national priority in Costa Rica. In May, 1994, bi-lingual education (English or French) became mandatory in all public schools. In the job market, English, combined with appropriate technical skills is essential. One supervisor said, "There are two kinds of engineers in Costa Rica today: Those who speak English and those who don't."

Interviews with supervisors also confirmed that the English language skills of the CASS students are superior to students who study English in Costa Rica.

- ***Some 68 percent of the Trainees use English on their current jobs.***

English is a necessary tool for many to do their jobs. Computer programmers depend upon English to read software manuals that are only available in English. Hotel managers use English daily with the increasing number of international visitors to Costa Rica. Business administration majors work in banks and cooperatives with multi-national supervisors and clients, with whom they communicate in English. The shop and tourist agency owners are successful, in part, because of their ability to communicate with tourists.

Box A3.5 English Enhances Technical Training

A Business Administration major works in the accounting department of a major company. He said, " I am involved in setting up financial controls and reconciling accounts. The computer systems I operate are the AS400B, Arkansas Systems, Inc. and Interbold. Everything is in English and I have had to call these places on a number of occasions."

"My English is essential in preparing telexes. I send approximately 25 a day, around the world."

"I work in tourism, which I couldn't do if I hadn't learned English."

"I studied accounting, but with my training in English and administration, I am now the Chief Financial officer of an international company."

Many Trainees also noted that English is critical to remaining current in their technical fields. New information is instantly available in Costa Rica, but in English. Said one, "(Knowing) English allows me to learn about new computer programs on my own, without anyone having to explain them to me."

Very few Trainees currently teach English as their primary source of income, although three enterprising returnees have begun an English language school in a secondary city.

- ***Slightly more women (71%) than men (66%) use English on their job.***

The higher percentage of women using English in their work is due to the jobs held by the predominantly female Fashion Merchandising majors. They work as bi-lingual secretaries and in the service industry as clerks in resort hotels and gift shops. One woman explained that "English is highly valued, so there's more opportunity to use English than Fashion Merchandising." Many of these women have also chosen to remain close to home, and they have found it easier to work in jobs where English is valued.

- ***CASS students are expected to play an important role in new national level English language initiatives.***

In light of the current emphasis on bi-lingual education in the school system, the CASS coordinator predicts that several CASS Trainees will be tapped to work with the Ministry of Education in this important new initiative. Ministry officials are familiar with the CASS program, are aware of the excellent preparation CASS students have in English, and consider them as potential resources for the program.

Do Trainees Continue Their Education?

- ***Trainees are more likely to continue their education through seminars and short courses than with formal education.***

Less than one-half (43%) of the CASS students in Costa Rica have continued with formal academic studies upon their return. A significantly larger number of men (53%) than women (35%) have continued studying.

In focus group discussions, Trainees expressed a desire to continue their education, especially since in Costa Rica occupational advancement is closely tied to advanced degrees. Students described several obstacles. The most significant is the difficulty students experience in transferring the Associate of Arts (AA) degree to Costa Rican universities. Some 72 percent of the Trainees reported having this problem.

CASS/GU representatives under CASP and CASS have met on numerous occasions with government officials to negotiate academic agreements, with only some success. Authorization to transfer credits earned abroad to state schools is given by the National Council of University Deans (Consejo Nacional de Rectores) and the National Council of Higher Education (Consejo de Education Superior). Both are reluctant to grant full credit for the Associate of Arts degree.

Agreements have been signed with three universities: one public, La Universidad Nacional de Costa Rica and two private, La Universidad International de las Americas and ULACLIT-Costa Rica. The National University requires that the student negotiate the transfer of credits with each department and often does not give credit for all the courses the student has taken. Several private universities accept transfer credits, but their tuition costs are usually prohibitive for most CASS Trainees. "Ironically," said one student, "not even the university for tropical agriculture near Limón, partially funded by USAID, will accept the CASS credits. Although their students can attend California Poly-Technical Institute, credits from a U.S. institution are not accepted here in Costa Rica."

A second problem mentioned by many Trainees is the delay in receiving the U.S. authenticated diploma, required for admission to Costa Rica institutions. Some students reported delays as long as a year and a half. Finally, some mentioned that university hours are not compatible with work hours, so it is difficult to hold a regular job and also continue studying.

As a result, Trainees are very frustrated. They feel discouraged that the two years spent in the U.S. must often be repeated to earn a college degree. On the other hand, it is difficult to advance without an advanced academic degree

- ***Students continue training through seminars and short courses.***

Over half (52%) of the Trainees reported continuing their education through seminars and short courses. The vast majority of these courses were offered on-the-job. There is little difference between women's and men's access to this type of training.

Indicator 2: Do Trainees' Responsibilities Increase?

- ***Most Trainees reported that salaries improved (97%) and their job responsibilities increased (82%). Many received promotions (43%).***

Some 83 percent of the Trainees attribute the rapid increase in salary and job responsibilities to their CASS training. Some 93 percent of the Trainees attribute their promotions, which have occurred in a relatively short period of time, to their CASS training.

- ***Many Trainees work at two jobs.***

Some 20 percent of the Trainees have more than one job. Half of the Trainees working for the government have more than two jobs, compared with only 13 percent of the employees of the private sector.

- ***Some Trainees own their own businesses.***

While development of the private sector through business ownership is a goal of USAID/Costa Rica, only three women and two men (6%) currently own their own businesses. CASS students own a travel agency, textile import company, a language school and a gift shop specializing in Costa Rican handicrafts. Another student has joined the family-owned wholesale produce business.

Other CASS Trainees who expressed an interest in setting up their own businesses, reported that financial conditions in Costa Rica make it difficult for them to go into business. For example, several Trainees who had studied computer programming and electronics equipment repair thought a market existed for their services. When they tried to promote their ideas, they found little capital for brand-new businesses and extremely strong competition. Also, many with substantative expertise lacked training in small business administration. They made basic accounting and contractual mistakes which contributed to their failure rate.

Box A3.6. Quality Control, Small Business and Tour-ism: A Successful Entrepreneurial Mix

Before CASS, Pablo was a construction worker following in his family's footsteps. As carpenters, they had built much of their small town located at the foot of an active volcano. When this previously dormant volcano erupted a few years ago, the town became one of the hottest tourist attractions in Costa Rica's rapidly growing tourism industry.

Pablo, the youngest of seven, changed the direction of the entire family when he left to study quality control at Broome College in Binghamton, New York. Upon returning, he opened the town's first travel agency and encouraged his brothers to leave construction work to join him in providing services to the tourists.

The family now owns a 30-room hotel and large restaurant next to the travel agency office and has spawned countless small businesses among their neighbors. Laundry services, horseback excursions, and white-water raft outings are just a few.

Pablo serves them all voluntarily as business advisor, interpreter, cross-cultural negotiator, and quality control supervisor. "If you don't provide the best service possible, the tourists won't return."

Trainees located outside the capital were more successful in establishing their businesses, as they brought superior skills to generally impoverished areas.

- ***Some Trainees work for national and international private-not-for-profit organizations (NGO's).***

Several Trainees are working in special educational programs for the deaf. One woman manages a regional office of the Red Cross.

Indicator 3. Do Trainees Share Their Training with others, creating the "multiplier effect?"

Yes. Some 93 percent of the Trainees have shared aspects of their training with others. Nearly all the Trainees reported that they shared *informally* with, on the average, 38 co-workers and 52 members of the community. About half of the Trainees shared their training *formally* in classes, seminars and conferences with an average of 27 co-workers and 37 members of the community. While these figures are estimates and difficult to verify, they suggest that CASS Trainees are sharing a considerable amount of information gained during the training.

Another indicator of the multiplier effect is the degree to which Trainees actively maintain links with the U.S. and build on the networks created during the training. Developing and maintaining social, professional and cultural links to the larger international community is a major goal of the program (see Table A3.1).

Table A3.1. Costa Rican Trainees Maintain Links

	Percent
Links within the Country	
Contacts with other returnees	86
Participates in CASS groups or meetings	49
Membership in alumni association	16
Presentation of projects with other returnees	10
Works with Peace Corps volunteers	15
Links with the United States	
Contacts with U.S. friend	81
Reads U.S.-based journals	61
Visits from U.S. friends	40
Contacts with U.S. training institution	32
Commercial relations with U.S.	18

Source: CASS Returnee Survey *[n=72]*

Costa Rican Trainees have strong links with the United States. They continue in the role of "Friendship Ambassador" begun on campus, by maintaining contact with their U.S. friends (81%) and training institutions (32%). Many have hosted visitors from the U.S. (40%), including faculty members from several schools. These visits by alumni provide informal Follow-on for Trainees as well as cross-cultural learning for the U.S. faculty. The CASS country coordinator is actively involved in these exchanges, arranging for meetings with academic counterparts and cultural events.

Trainees have a strong network at home with other returnees (86%), and maintain the links informally and through CASS association meetings (49%). The strong bonds of friendship have formed among the Trainees and the resulting network is well used to find employment for returning Trainees and upward mobility opportunities for older Trainees.

Costa Rican Trainees have established strong friendships with Trainees from other CASS countries participating in the program and social and professional visits occur frequently. For example, CASS Returnees from Nicaragua and Honduras were members of their countries' delegations to a regional conference for the deaf, held in San Jose during the evaluation visit. Several Costa Ricans have married CASS Trainees from other countries.

Box A3.7. Trainees Share Best by Example
In response to the question, "What has been the most important way you have shared your training," one person wrote:

"I think that the best way to share what I learned has been putting it into practice in front of my co-workers."

Indicator 4. Do Trainees Increase their Leadership Capabilities and Assume Leadership Roles?

Yes, in various ways.

In order to be selected as a CASS scholar, Trainees must demonstrate leadership qualities through activities in their community or school. During the training program, Trainees participate in a variety of activities which build on this foundation. Beginning with the in-country orientation program and continuing with the innumerable activities on campus (see the Experience America section in Chapter 3), Trainees learn and practice leadership skills. Not only is their leadership capacity bolstered, their motivation to return home and apply these skills to their country's development problems is continually reenforced.

This section reviews information on the extent to which Trainees' move into positions that give them greater access to the "public square."

Box A3.8. Leaders
Leaders are individuals whose activities have a positive impact on others by increasing the amount of resources available to them.

Individuals are identified as *leaders* if they have a positive impact on the resources available to others at various levels in the concentric circle model (Box A3.8). The resources that a leader imparts to others include:

- a *shared vision,* articulating to others a new vision of what can be accomplished;
- *shared information*, how to achieve the new goals that arise out of the shared vision; and
- *shared responsibility for the products from the new vision.*

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.

- ***Both men (84%) and women (74%) agree that the training has contributed to their becoming "more efficient as a community leader or as a leader in the workplace."***

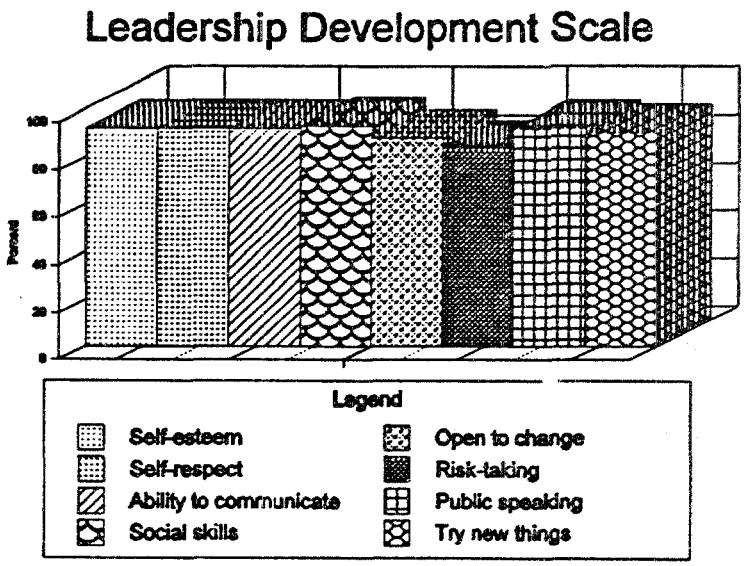
This finding is consistent with Trainee reports of increased responsibilities. These are manifested in their improved occupational roles and the economic support they give their families.

- ***Some 85 percent of the Trainees report that the CASS training had improved their leadership skills in a variety of specific areas.***

The Leadership Development Scale (LDS), designed for the study, indicates that the CASS program has successfully improved leadership capabilities of Costa Rican returnees. The LDS measures the degree to which students felt their training enhanced a series of qualities that the evaluators selected as associated with leadership. It is described more fully in the methodological appendix.

The percentage of students who "agree or "strongly agree" that "the CASS training helped increase their leadership skills" is high in most areas (see Figure A3.2). Some 92 percent of the Trainees felt that the training had helped them significantly in three areas: self-esteem, self-confidence and an increased ability to communicate with others. Trainees also reported that the training had helped them improve their "ability to relate to others " (89%) and "to tolerate change (88%)."

Figure A3.2 Leadership Development Scale



Leadership in the Family

As a result of these increased leadership capabilities, students have made changes in their lives and the lives of others. Most (79%) Trainees reported that their family life has "changed a lot" or "some" as a result of the CASS experience. The primary changes occurred in the area of personal development in terms of gaining "personal independence" (72%).

Being able to "help the family economically" was reported by over a quarter of the students (27%) (Box A3.9). In some cases, they are the sole support of grandparents, single mothers and siblings. Costa Rica, however, does not have the incidence of extreme poverty found in other countries in the region, so financial assistance, while important, rarely lifts a family out of poverty. It is more likely to provide the disposable income which would allow the Trainee and his/her siblings to continue studying beyond secondary school, improve housing, and purchase other services.

Box A3.9. Impact on Family Life
"Because I can help pay the bills and buy some necessary items, my family's life is easier."

"I learned to expect more from myself and now I expect more from others. I want everyone in my family to be able to study."

Also important to many, is the new respect with which they are viewed in their families and the degree to which parents and siblings expect Trainees to solve family problems, or contribute in a new way to family dialogue (Box A3.10). "My family is more united and each person has new respect for the other."

Box A3.10. Self-confidence Helps on the Job
One of the young woman who had studied signing said, "I learned to overcome my shyness about speaking in front of people and large audiences. Before I went on the CASS scholarship, I would never have dared to sign in front of a large group. Now I don't think twice about it."

Leadership In The Workplace

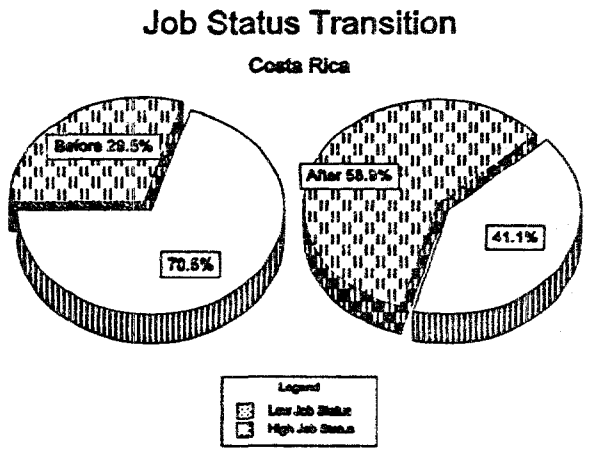
- ***The movement of Trainees into high status jobs - jobs that only can be attained through specialized training - places them in a position to exercise leadership.***

CASS students are recruited from the disadvantaged segments of society. Prior to their CASS experience, some 70 percent of those working were in low-status jobs requiring few specialized skills (see Figure A3.3). Trainees worked in clerical and administrative positions (22%), in the construction trades (20%), as retail clerks in sales (11%), in agriculture (11%), in the service sector and as machine operators (7%). The 30 percent working in high status jobs were primarily in education and low-level management jobs.

As a direct result of their training, *CASS Trainees have moved into high status occupations requiring specialized training, as managers, professionals, skilled technicians and educators.* Some 64 percent of the surveyed Trainees are in high status positions, and 22 percent are working in middle and upper management positions.

A comparison of Trainees' job status from before and after the training, indicates a transition from low to high status jobs. However, in Costa Rica, Trainees are not showing the marked increase found in other CASS countries (Figure A3.3). First, many began in low-level management positions, unlike other CASS countries. Second, while Trainees return with excellent skills, they must compete with a relatively well-trained labor force. Both the private and public sector are highly structured and few opportunities allow for a rapid rise to the top. The shift is nevertheless significant since the CASS program is *increasing access for low income rural youth to positions in management* and therefore is a measurable development outcome.

Figure A3.3. Job Status Transition



Since occupational status is the approximate measure of the quality and amount of resources an individual controls, an upward shift in occupational status indicates a real change in Trainees' access to economic, social, and/ or political power. The mix depends upon the person's occupation. An improvement in occupational status also influences an individual's relationships on different levels, allowing others in their circle access as well (Box A3.11).

In virtually all the cases sampled, CASS students would have encountered serious economic obstacles to continuing their formal studies. This is especially true for the deaf students and minority students from the indigenous groups. These two groups in particular have increased their group's visibility in

society as a result of the upward mobility of members of their group. Deaf CASS Trainee s are changing outdated public perceptions of the deaf as a result of their being employed as computer graphic specialists. They are teaching other members of the deaf community the more universal sign language they learned in the U.S. and opening a window to the world for others. A member of an indigenous group was trained in computer science. With English and computer skills, he works for the leading bank handling credit card transactions in the country, interfacing with foreigners and nationals alike in a new role for his minority group. By advancing in occupational status, these Trainees are in a position to speak for their group in the public sphere.

Box A3.11. Training Leads to Increased Responsibility

A Business Administration student was promoted to General Manager of a sports club He said, "I use my training in the overall management of the business."

The owners of a new "Bed and Breakfast " in the capital hired a CASS returnee to manage their business. Her first jobs in large international hotels provided practical experience. Barely two years later, she assumed responsibility for the entire operation, from personnel and financial management to client relations and business development.

Leadership Performance in the Community

Volunteer Activities

- ***Some 64 percent of Trainees participate actively in volunteer activities after they return.***

CASS students are recruited for their leadership abilities demonstrated by participation in various types of community and school activities. During their two years in the U.S., students are required to participate in community service activities organized by the CASS campus coordinators. These can include health care projects, community beautification activities, political volunteerism, and many other activities. By participating in these and other on-campus activities, students practice leadership skills that they can apply when they return home.

To measure the impact of this aspect of training, students were asked to describe their involvement in community activities and compare their present level of involvement with their activities before their scholarship.

In Costa Rica, 86 percent of the students were active in voluntary activities when they were selected for CASS (82% of the women and 91% of the men). Following the training, participation dropped to 64 percent. This is confirmed by the 58 percent who reported that they participate in fewer activities now than before training.

Most, when selected, were finishing high school and were active in student activities. When they returned, Trainees noted, extra time to participate in volunteer and civic activities had diminished due to heavy workloads, second jobs and university studies. Also, many had severed earlier school and community ties when they moved from their hometowns into San Jose to find employment.

- ***Nearly all Trainees (97%) vote and over 40 percent have participated in elections in voluntary associations, such as community groups and non-governmental organizations.***

Voting is understood by the vast majority of Costa Rican as a basic and necessary right of a responsible citizen. Elections are regular, fair and respected throughout the country. The CASS students' voting pattern reflects the country's norm. A few Trainees indicated that they have participated in other types of political activities, such as working in a political campaign. Although nearly half of the students have moved from their former places of residence and thus lost their political base for action, three CASS students have run for political office at the municipal level in San Jose and in two outlying provinces.

Students are still young and are reestablishing themselves occupationally and socially in new parts of the country. Therefore their participation as electoral candidates in governmental campaigns would be expected to be low. Also, the primary concern upon return is to find employment, a task that has not been easy for all the Trainees in Costa Rica.

Indicator 5. Do Trainees Demonstrate a Commitment to Initiating Change and an Options Towards Future Activities?

- ***Trainees and employers alike report that many of the more intangible elements of the CASS experience contribute to Trainees' impact in the workplace.***

Supervisors often described the Trainees as mature beyond their years when compared with non-CASS co-workers. Most frequently mentioned traits were communication skills, the ability to get along with a diverse group of people, and a willingness to exercise initiative and take risks. Employers also reported that CASS Trainees are valued for their work ethic, respect for time, dedication to completing the job, and maintaining high standards.

Many of these skills are attributable to Experience America (EA) activities, an integral part of every CASS student's experience. The concept of representing one's country as a Friendship Ambassador is a common element running throughout the diverse EA activities. By sharing their culture on campus and in community service activities, and with peers, school children, and a host of community groups, CASS students learn and practice public speaking skills. As a result, students reported feeling comfortable in almost any setting. This confidence translates into confident job applicants, successful team-players, and effective supervisors; as one Trainee said, "I now have the ability to communicate with my employees and teach them what I learned about the field we're working in."

One goal of the CASS program related to leadership development is "to develop lasting links of friendship in the United States." The influence of training in the U.S., the "Experience America" component of the training, has been critical in the success of CASS returnees. Special "can do" qualities such as decision-making, risk-taking, and public presence, are learned from their interaction with American students and instructors, through leadership seminars and conferences, and through participation in community service activities.

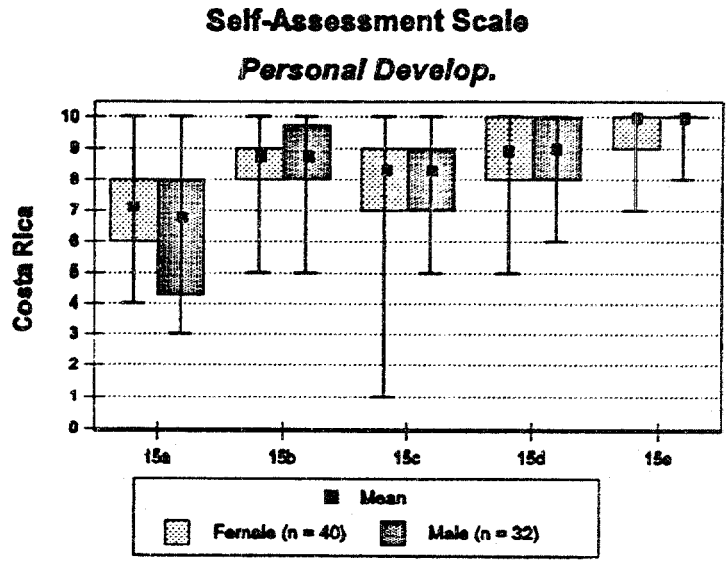
- ***Trainees perceive their training as a high point in their lives, and, as a result, project themselves as effective contributors to development in the future, as measured on the "Ladder of Life" Scale.***

The "Ladder of Life" Scale 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.

Figure A3.4. Self-Assessment



In Costa Rica men and women show a positive upward response through the five points in time, supporting the hypothesis that training leads to positive impact. The average response for "five years ago" was 6.5 for women, 7.0 for men. Trainees indicated a significant increase to 8.5 for the time they were"studying in the U.S." The average dropped slightly for the period "upon returning" (8.0 and 8.0 respectively). Trainees responded positively about their perceptions of their life "today" (8.5 and 8.5) and project that they will be even more content "in five years" (9.9 and 9.9).

"Five Years Ago" and "the U.S. Experience"

Trainees in Costa Rica said that prior to receiving their CASS training ("five years ago") they were "unemployed" or had "poor jobs" (23%). They believed they faced an "uncertain future" (30.8%), and reported they had "financial problems" (15%). This pre-training response indicated a lack of opportunity and resources for continuing their education.

Over 70 percent were positive about the time "studying in the U.S.," saying it was a "great opportunity," "life had improved," and they were "personally happy." This suggests that the opportunity to improve their educational status was very important to these academically outstanding students.

"The Return Home"

In the third period, "when returning home," Trainees perception of satisfaction with life dropped slightly. This can be attributed to culture shock and adjustment difficulties related to the Trainees' reintegration into their families and the responsibility of finding employment.

"Today" and "Five Years Down the Road"

At the time of the survey, represented by "today", *returnees are well integrated into their workplaces, families, and communities.* They are positive about having "a good job" (16.4%), "achieving their goals" (16.4%), and having an "improved life" (24.7%). Returnees are settling into their careers and making advances in the work place which suggests a growing maturity in personal and professional growth.

Finally, Trainees project an expectation of continued development and involvement in the community and country. They express optimism about achieving their goals, continuing their education, having a better job, and an improved life.

PART B. STRATEGIC OBJECTIVES AND CASS TRAINING

USAID Strategic Objectives, established after the formulation of the original CASS Program goals, are now the principles which orient USAID programming in all the CASS countries.

This section examines training impact in relation to USAID's Strategic Objective for the Latin America and Caribbean (LAC) Bureau to "achieve broad-based economic growth with equity."
USAID/Costa Rica has placed CASS training in the category of strengthening the human resource base by:

- "enhanc(ing) access to resources needed by predominantly lower income groups to participate actively in the economy."

The CASS experience has supported this Strategic Objective in two specific ways. First, the recruitment and selection process has succeeded in targeting low-income, academically superior students, who would not have been able to continue their education in Costa Rica. Many students from rural areas and from indigenous groups have been offered the opportunity to acquire technical training through CASS. Technical institutions in Costa Rican institutions provide similar technical training as that offered by the CASS program. However, administrators at these institutions acknowledged that the CASS target population is often overlooked and underserved. They also acknowledged that as a result of participating as members of the CASS support network, they have learned how to identify this group of young people. They have also become aware of the constraints these students encounter in finding financial assistance and are looking at ways to increase the support to this group.

Second, the program has provided a unique opportunity for members of the *deaf community* to obtain technical training in a skill which will allow them to be self-sustaining through employment. The deaf continue to be marginalized and isolated, due to lack of resources and prevailing societal attitudes which portray the deaf as unable to learn. Many of the CASS students had not completed high school prior to their CASS training, due to a lack of qualified teachers or sign language interpreters. Therefore, they are at a severe disadvantage in the highly trained and competitive Costa Rican labor market.

The impact for both the hearing-impaired and the larger Costa Rican society is significant. Trainees who had never worked and were dependent upon family are now self-sufficient. Their success is serving as a model to others in the deaf community who awakened to the possibilities of a hopeful

future. Outdated beliefs about the capabilities of the deaf are being replaced through the work of the CASS students.

Without doubt, the program has trained the students to be change agents. The survey results demonstrate that the CASS program has supported the individual and professional growth of the students who have participated. The evaluators observed that the CASS students, as a result of the entire CASS experience, were considerably more mature than their counterparts who had been trained at national institutions. Their superior English language skills place them at the forefront of the national movement towards bilingual education. Finally, the movement into high status jobs, only accessible with specialized training, is providing the low-income, disadvantaged members of the Costa Rican society access to opportunities to influence business and industry at a higher level than before.

PART C: RECRUITMENT, SELECTION AND FOLLOW-ON IN COSTA RICA

The following section examines the implementation of the program in Costa Rica, focusing on three major program elements: Recruitment and Selection of students, U.S. fields of study, and Follow-on activities.

CASS in Costa Rica

The CASS program in Costa Rica has built upon the earlier, similar experience of CASP, which began operation in 1985. Since 1989, 176 students have participated in the CASS program. Forty-four are currently finishing their academic programs; 22 students began their U.S. program in August, 1994.

Recruitment of students in Costa Rica

The CASS program in Costa Rica follows the basic recruitment guidelines established by Georgetown University and described in the Introduction. Students are recruited through two principal sources: vocational high schools and national-level cooperatives. Both types of institutions operate throughout the country and are the base for publicizing the program in rural areas. In addition, over the last three years, the coordinator and her staff have visited nearly all the vocational schools in the country.

CASS/GU has encouraged the recruitment of special populations into the programs, which include disabled and indigenous peoples. During the visits to rural schools, the coordinator paid particular attention to schools serving Costa Rica's indigenous population. They also publicized the program in schools serving the deaf community.

Box A3.12. Public Education in Costa Rica

Excellent public education is provided to all citizens, from kindergarten through secondary school. Schools are located throughout the country, providing easy access for students from rural areas as well as urban areas. The adult illiteracy rate is calculated at seven percent (World Bank:1993).

However, educational opportunities are not equally available beyond high school, according to some educators interviewed for the study. One university administrator commented, "We encourage and motivate students and provide the possibilities for everyone to study at the secondary level, but we stop half-way. Once students graduate from high school, everyone is on their own. When a poor student wants to go on to the university, he or she needs to find a scholarship, work, or see if the family can move closer to the university to help. All these factors work against a student from a rural area being able to continue his/her education beyond high school."

Interviews with key informants, supervisors, Trainees' parents and visits to returned Trainees' homes confirm that the majority of the students selected are from socio-economically disadvantaged families. Focus groups were held with deaf returnees, assisted by the CASS-trained sign language interpreter. Key informant interviews combined with an analysis of the geographical distribution of the returnee population (see below under Rural-urban mix) confirm that members of Costa Rica's indigenous have been recruited and trained successfully.

The Rural-Urban Mix

Program guidelines specify that a minimum of 80 percent of all CASS scholarships must be given to candidates from rural areas. Analysis of the Costa Rican returnees in the survey supports the conclusion that the recruitment process was successful in targeting rural students. First, only 20 percent of the CASS students lived in San Jose, the capital city, when they were awarded their scholarship. Currently, 34 percent of the country's population is found in San Jose and 48% of the total population lives in urban areas.

Second, significant numbers of the CASS students lived in outlying provinces. When selected for the scholarship, 20 percent lived in PuntarenAs on the southern Pacific Coast. Over 16 percent lived in Limon on the Atlantic Coast and 14 percent lived in Guanacaste in the North.

Unlike other countries in the region, academically qualified candidates can be identified in the rural areas, due to the excellent school system which provides free secondary education to students around the country (see Box A3.10 Public Education in Costa Rica).

Rural-Urban Migration

Half of the students (51%) moved away from the areas in which they had lived prior to the CASS training. The majority moved into San Jose or the surrounding areas of Heredia and Alajuela primarily to improve their employment opportunities (37%) or to continue studying (20%).

Nearly equal numbers of women (40%) and men (33%) were likely to move to improve their employment opportunities. Men were more likely to move to continue their education (27% of all men versus 15% of all women), while many women moved with their husbands (35% of all women who reported moving).

The CASS coordinator noted that the fields of study offered by the program encourage students to leave the rural areas. Until this year, when Fisheries Administration was offered, she added, "there were no fields for them to study that would encourage them to return to the rural areas."

Table A3.2. Rural-Urban Migration Patterns In Costa Rica

Trainees Place of Residence, By Province, Before and After CASS Training

Province	Before Training %	After Training %
Alajuela	21.1	12.5
Cartago	5.6	2.8
Guanacaste	14.1	6.9
Heredia	2.8	9.7
Limon	16.9	12.5
Puntarenas	19.7	11.1
San Jose	19.7	44.4
	n=71	*n=72*

Support Groups and the Selection Committee

The CASS program has become well known in its nine years of operation and has attracted

a diverse group of institutions and people as active members of its support network. Members of the network include:

- former CASP and CASS students;
- administrators of key government institutions, such as INA (Instituto Nacional de Aprendizage, the National Training Institute), the Technological Institute, the Special Education Program at the University of Costa Rica, and the Ministry of Education;
- High-level managers of the National Cooperative movement;
- businesses owners; and
- individual volunteers in different parts of the country, such as a retired AID official and his wife living in a rural community.

At the beginning of each training cycle, the country coordinator informs support network members of the fields of study assigned by GU to Costa Rica and enlists their help in publicizing the program. This expands the base from which the initial pool of candidates is assembled.

The selection committee includes a diverse group of people which works well to avoid bias or favoritism. Several members of the support network, including former CASP/CASS students also participate in the interviews, as well as representatives from USAID and Georgetown.

The selection team reviews and ranks all candidates based on their academic records, written recommendations and their oral presentation during the interview. Several members of the support network reported their frustration with the final selection based on the decisions in Washington. They believed that the time and work they put into making informed rankings were overlooked. Especially, they believed, the information learned from the oral presentations was discarded. The level of competence of the selection committee in Costa Rica is very high and it may be that this is overlooked by the campus coordinators.

Role of USAID/Costa Rica

USAID/Costa Rica has taken a "hands-off" approach to the administration of the CASS program. Primary responsibility for program oversight is handled by an experienced Foreign National. Day-to-day administration of the program and organizational details are handled by the CASS program coordinator. The USAID program manager consults regularly with the CASS coordinator about policy decisions regarding program management. She actively participates in the selection process. USAID officials are active participants in the annual awards ceremony.

USAID/Costa Rica officials report that they were not consulted about the fields of study and believe they do not support current Mission Strategic Objectives. On the other hand, recent Georgetown training initiatives in environment, eco-tourism, and democratization support Mission Strategic Objectives.

Program of Study in the U.S.

The fields of study in which returnees have been trained are varied and include the following:

- clothing merchandising
- computer science

- electronics/computer repair
- electronics
- food technology
- hotel and restaurant management
- industrial maintenance
- quality control
- small business management; and
- sign interpreting.

Significant differences by sex were noted in the following fields: clothing merchandising (29% of all women versus 13% of all men); electronics (all male); hotel and restaurant management (17% of all women and 6% of men); food technology (16% of all men and 7% of women).

Fields of study are chosen by Georgetown University in consultation with the country coordinator. She reviews labor market surveys, especially studies and statistics available from the National Training Institute (INA) and consults with private sector representatives. However, several fields of study, appropriate for other countries were no longer needed in Costa Rica, such as computer science, fashion merchandising and small business administration. In computer science, for example, the Japanese government has discontinued assistance in computer science on the basis that a sufficient number of Costa Ricans have earned Masters and Doctorates to teach at the university level. A regional school of business administration, INCAE, is headquartered in Costa Rica. As mentioned earlier, fashion merchandising, now discontinued, did not meet Costa Rica industry needs.

Members of the support network observed that Georgetown was slow to respond to this information from Costa Rica and continued to offer scholarships in fields that were not in great demand in Costa Rica.

Follow-on Program

The Follow-on phase of the program was designed to assist students to apply their CASS training upon returning home, create support networks and eventually assume leadership roles in achieving social and economic advancement in their countries.

The Follow-on program in Costa Rica has three principal activities:

- conducting re-entry seminars mandated by Georgetown University;
- achieving full employment for CASS Trainees; and
- providing minimal support for the Asociación de Ex-\Becarios del Programa de Becas CASP-CASS.

The re-entry seminars are conducted in a timely fashion, covering the material prescribed by Georgetown University. Following the re-entry seminars, CASS staff work with returning scholars to help them find jobs.

The office maintains a directory of CASP/CASS students which the researchers used to initiate contact with the CASS Trainees. Many of the addresses were not current and the Trainees who lived outside metropolitan San Jose, were less likely to be in contact with the office.

Trainee Participation in Follow-on Activities

Costa Rica received financial assistance early in the program to establish an *Association of Returned Students*. A number of personnel changes in the CASS office staff resulted in uneven support as the organization was being established. Today, the association is struggling. An active president and board continue to seek support from the membership who, while professing to want an association, are not active. Sixteen percent of the surveyed Trainees reported being active in the returnee association. There was no difference between women and men's participation in the association.

Trainees are active in many activities which are not part of the formal Follow-on program. These are significant as they indicate an on-going interest in post-program activities and suggest areas in which further activities could be organized.

These are interesting as they indicate an on-going interest in post-program activities and suggest areas in which further activities could be organized.

Trainee Suggestions for Follow-on Program Activities

Overwhelmingly the greatest need for Follow-on is in the area of continuing education for career and professional activities. Two other areas were identified by Trainees for Follow-on activities: Immediate reentry activities and social/networking activities.

Students were least dissatisfied with this aspect of Follow-on. A few students expressed a desire for more help when they returned from the United States. Finding employment was difficult for some students and they recommend that more individual attention be given to students who are having trouble finding work.

Trainees were asked to provide ideas for Follow-on activities. Overwhelmingly, returnees requested continuing education courses to keep them current in their work. Trainees suggested the following specific activities:

- meetings organized by field of study to "refresh our skills and knowledge." This will allow people with similar interests to work together;
- courses offered in Costa Rica taught by faculty from the U.S. educational institutions where CASS students studied;
- annual evaluations of the successes of the Trainees in their respective fields of work through questionnaires developed for each field of study. This would give us the information we need to organize seminars and workshops;
- specific training courses for Trainees living in the rural areas of the country;
- courses for Special Education teachers, principally for deaf Trainees who want to become teachers in the future;
- meetings for Trainees to exchange and share their work experiences;
- lectures and teaching for Trainees given by other Trainees;
- short seminars (two weeks) in the United States for up-dating skills in various fields;
- scholarships for Trainees to return to the United States to pursue advanced degrees;
- subscriptions to professional journals; and

- meetings which would review the purpose of the CASS program, as we have forgotten it a little.

Trainees are also very interested in mixing social activities along with the business activities of the association. One returnee said, "I think it would be good to combine cultural activities with the program. These might motivate more members to attend the meetings." Another said, "Organize parties and games along with the serious program activities."

Members also want to keep in touch with each other to network about job opportunities, common experiences, and to keep up friendships. Listed below are some ideas returnees offered to keep the network alive.

- Publish an annual directory of the membership;
- Publish a newsletter, written here in Costa Rica, with information about members;
- Set up better communication between the CASS returnees and the CASS staff;
- Set up better communication between the CASS Association leadership and the membership about the association's activities. Set up planning meetings ahead of major activities and then tell the members what specific activities are planned and if help is needed. One returnee wrote "This is especially important at the beginning when students are just returning to Costa Rica, because there are so many things to do at once, that it is hard to fit in everything. We don't know where to begin and the leaders need to be more forceful at the beginning about having us participate."
- Set up regularly scheduled meetings which will keep up members' interest in collaborating with the CASS program;
- Invite returned Trainees to speak to the students who are leaving for their two year training;
- Organize exchanges among the Costa Rican CASS returnees themselves and among CASS returnees in the rest of Central America; and
- Organize fund-raising projects to fund the association's projects and strengthen the program.

CONCLUSIONS

The CASS program in Costa Rica has established a recruitment process that successfully identifies youth who meet the basic criteria for the program, as established by GU. Two populations, the deaf and indigenous, meet the CASS qualifications by virtue of their special characteristics.

The excellence of the Costa Rican secondary school system presents a particular challenge to the CASS program when students from Costa Rica are included with students from other countries in the region. Often, students reported, the Costa Ricans had covered the first year of the community college programs in the last year of their secondary school. Since the students are recruited from vocational high schools, each graduates with a technical speciality. Unfortunately, most U.S. Campus Coordinators are not aware of the difference between the level of preparation of the Costa Rican students compared with, for instance, Nicaragua or El Salvador. Few exceptions were made to place the Costa Rican's in more advanced training, since the U.S. programs are designed for CASS students as a whole.

CASS fills a gap in the Costa Rican educational system by targeting the talented rural poor who have "slipped through the cracks" of the higher educational system in the country.

Annex A3.1

EMPLOYERS OF THE CASS STUDENTS IN COSTA RICA BY NATURE OF BUSINESS

Sauter: Sales of office equipment
CESA Tecnologia: Installation of computer equipment
La Nacion S.A.: Newspaper
Credomatic de C.R.: Credit card company
Instituto Costarricense de Electricidad: Costa Rican Electric Company
COPA: Travel Agency
Hauri & Henao: Representative of foreign companies
DEMASA Division Conservas: Food Products
International System: Language school
Tomeca: Import and Distribution Company
Colegio de Pital: Secondary School
I.P.E.C.
Budget Rent A Car: Car Rental Agency
Cooperativa de Productores de Leche R.L. Dos Pinos: Dairy Products
Sistemas Tecnicos y Serv.: Manufactuer of radio equipment
Kimberly-Clark: Manufacuturer of disposable paper products
Pindeco: Produces pineapple for export
Coocique: Savings and Loan Institution
Nedlloyd Group: Maritime Transportation
Agencia de Viajes Atardecer, "Sunset Tours": Tourist Agency
Moto Servicio S.A.: Automobile Sales
Exclusividades Chaverri: Sales
CINSA: Educational Institution
JB Plantas S.A.: Agricultural Exports
Xerox de C.R.
Conservas del Campo-Demasa: Export of Agricultural Products
Grupo Soluciones Informaticas: Computer hardware and software sales
Aero Costa Rica ACORI S.A.: Airline
Banco Anglo Costarricense: Bank
Banco de Costa Rica: Bank
Classic Hotel: Bed and Breakfast Hotel
A.I.S. Informatica: Computer Support and Technical Training
ABACORP Costa Rica: Import Company
Sylvania S.A.
ICAR: Graphic Arts
Escuela Fernando Centeno Guell: Special Educational Institution
Nedlloyd Lines: Maritime Transportation
Hotel Royal Dutch: Hotel And Restaurant School

Lineas Aereas Costarricenses S.A.: Airline
Libreria Universal: Book Publishing
Gerber Products of Central America: Baby Food
Hotel Don Carlos

CESA Tecnologia: Computer Sales
Corporacion Quimica MBH S.A.: Chemical Products
Colegio Santa Elena: Educational Institution
Hotel Cariari
COBAL Chiquita Brands Int. Corp.: Banana Exports
Escuela Ensenanza Especial Marta Saborio: Special Education
INCAE: University
USAID/Costa Rica
La Prensa Libre: Newspaper
Cruz Roja de Ciudad Quesada San Carlos: Red Cross
JUPEMA: National Office for Benefits and Services for Retired Persons
Centro Cultural Costarricense Norteamericanos: English language School
Geest Caribbean Americas Ltd.: Banana Exports
Hotel Country Club
Joyeria el Brillante y Sistema de Regalos: Jewelry Store
Escuela Especial: Special Education For the Deaf
Liceo de Tarrazu: Educational Institution
Rex Internacional C.R.S.A.: International shipping
Banco Nacional de Costa Rica: Bank
Fundacion Esprit: Private Foundation for the Deaf
Alcatel CIT: Costa Rican Phone Company
Hotel Aurola Playa Flamingo: Beach Hotel
Zanate, SA: Hrdware store
PROFAX: Community development organization
Aquecorporacion International, SA: Export Company
Hotel Maribu Caribe: Tourist resort complex

Annex A3.2.

COSTA RICAN NON-PROFIT ORGANIZATIONS WHICH BENEFIT FROM CASS TRAINEES' VOLUNTEER WORK

Adepsa
Hotel el Tucano San Carlos
Boy Scouts
Sejekto
Camara de turismo
Area conservacion Arenal
Asociacion de microempresarios turisticos
Comite Acueducto Barrio Latino-Grecia
Organizacion ambientalista. Comite de ornato. Pinalejo Quinistan Santa Barbara Hond.
Caritas, Alajuela
Grupo Juvenil Gaviota Alajuela
Grupo teatro Antorcha Alajuela
Pastoral Juvenil
Asociacion deportiva damas
Asociaion de desarrollo (Margarita)
Grupo Testimonio
Asociacion Solidarista de Demasa
Asociacion de Desarrollo Comunal Indigena de Boruca
Iglesia Fatima de Heredia
Constructora Acero
Instituto Bilingue Santa Eduviges
Cruz Roja
INCAE
Centro Cristiano Vida Nueva
APEGU: Religious Organizations for Community Education and Development
Juan Pablo Salgado Figueroa
Junta de Desarrollo de Playa Potrero

APPENDIX FOUR

HONDURAS

APPENDIX FOUR: HONDURAS

This appendix is the last of four which present the findings on the four countries visited during the CASS evaluation. The findings from the four countries are synthesized in Chapter Three.

Box A4.1. Country Background: Honduras

Honduras is a Spanish speaking country, and gained its independence in 1821. The population of 4.8 million is concentrated in and around the capital of Tegucigalpa. Less developed than its neighbor Costa Rica, it has an official unemployment rate of 30 percent. Underemployment is estimated at 60 percent, with 15 percent holding part-time jobs. Some 57 percent of families are below the poverty line. Honduras has few natural resources and no major exports. Because of a weak economy, it has tried to expand its' markets by allowing duty-free importation of production machinery, spare parts, raw materials, and supplies. A weak economy results in many development needs that can be addressed through technical training.

This appendix presents the results of the evaluation research in the Republic of Honduras. The chapter is organized into three sections. First, the *impact* of the CASS program on the society of the Republic of Honduras is examined. Are returned Trainees acting as change agents? What outcomes can be observed related to CASS Trainees' relations with their families, their employers, and their communities?

The second section addresses the outcomes in relation to two LAC Strategic Objectives, "broad-based economic growth with equity" and the support of democratic institutions and practices. The third section reviews selected aspects of the in-country operation of the program, including recruitment, selection, and Follow-on activities.

PART A. THE IMPACT OF CASS STUDENTS ON ATTAINING DEVELOPMENT GOALS IN HONDURAS: ARE THEY CHANGE AGENTS?

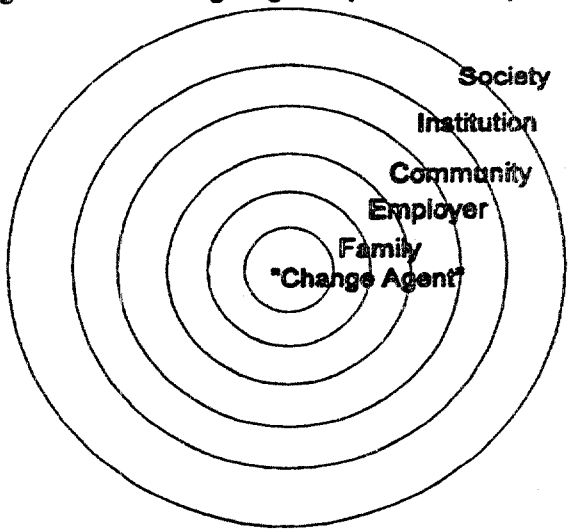
Yes, CASS Trainees in Honduras are effective change agents after returning home.

Change agents: individuals who have the capacity and motivation to initiate — or effectively support — sustainable development through their own actions and by their influence on the actions of others.

As in the previous appendices, the following discussion begins by examining preconditions to becoming a change agent. Information on five measures of a change agent's activities are then reviewed, focusing especially on their support for sustainable development. The analysis attempt to emphasize Trainees' actions *beyond their own personal advancement.* The five measures of Trainees' behavior assess outcomes which show *changes that Trainees bring about in others through their actions* — in their families, workplaces, communities and in the organizations and economic sectors in which they participate. The concentric circle model of Trainee impact discussed in Chapter One — and illustrated in Figure A4.1 — provides an orienting focus for the discussion.

Preconditions to Becoming a Change Agent

Figure A4.1. Change Agent Spheres of Impact



Before demonstrating the effectiveness of Trainees as change agents, three *preconditions* are examined. Without meeting these conditions, it is unlikely that Trainees will effectively take on active roles in development. It should also be recognized that the preconditions are *necessary* but not *sufficient* to become change agents. That is, even when these three conditions are met, Trainees may still not assume a the role.

- First, Trainees must receive effectively designed training which builds their *capacity* and fosters their *motivation* to work towards development goals.
- Second, Trainees must *return to their home countries.*
- Third, given the vocational and occupational focus of CASS training, Trainees must be *employed after returning home.*

Effective training

This first precondition has been assessed in Chapter Two. Based on training design and implementation of the program, it was concluded that current U.S. CASS training generally provides Trainees with appropriate technical skills and reinforces their motivation to take an active role in the workplace and in the community.

Returnee Status

The student return rate for Honduras is 94 percent. From a total of 145 Honduran students trained under CASS, 8 did not return.

Box A4.2. The CASS Returnee Survey

Some 89 CASS returnees, out of a total in-country population of 117 who had returned for more than six months, were interviewed in the Returnee Survey. Of those interviewed, 40 (45%) are men and 49 (55%) are women.

Are Trainees Employed?

Yes, as the following findings show.

- **CASS training leads to high levels of employment for returnees**

Before their selection as CASS scholars, more than half (51%) of the Trainees were employed either full- or part-time. The majority of the employed (64%) worked in low-status jobs, such as retail clerks, street vendors, and shop mechanic helpers. CASS Trainees are normally recruited directly from high school. However, since the Honduran school year ends in December, students have a six-month hiatus

between graduating and leaving for the CASS program. Many applicants begin working or studying in the interim.

After training, 91 percent of the Trainees were employed (88% of women, 95% of men). Only 6.7 percent were "unemployed" (10.2% of women and 2.5% of men), defined as not working and seeking employment. This is considerably below the reported national employment level of 30 percent. Six of the seven unemployed were actively looking for work.

Box A4.3. CASS Impact on Income

"The major contribution of the scholarship program in the development process of Honduras is that the program has raised and improved the living conditions of more than 480 families, increasing their purchasing power and their savings."

Source: Country Coordinator

- ***Private sector companies employ most of the Trainees***

Some 42 percent of the Trainees are employees in the private sector. Some 14 percent more have established independent businesses, and, of this group, nearly half employ five or more people. A small group of Trainees (13 %) are employed by the public sector, many in organizations which provide skills training to both private and public sector employees. About 15 percent work in publicly financed "autonomous" or "mixed" agencies.

Determining Change Agent States: Five Indicators

Once the preconditions for change agent status are met, the Trainees' use of the training to cause change and positive impact on development can be examined. Five indicators have been developed to analyze whether CASS Trainees can be termed "change agents." These are described below and summarized in Box A4.4.

- 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 that motivated trainees who have received excellent training may have little impact beyond their own personal actions if elements in the workplace obstruct their efforts to introduce positive changes.

Box A4.4. 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; and
- Maintaining motivation for working in development in the future.

- Second, 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, or promotions. These are *de facto* statements from the employers that the Trainees have value for the organization.

- Third, Trainees must actively *share their training with others*, the "multiplier effect." They may share their training formally and informally, with co-workers and others and/or 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, Trainee's actions must *go beyond themselves to promote the productivity of others.*

- Fifth, 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, by nearly all the Trainees.

- ***After training, 86 percent of the Trainees were employed in the field in which they received U.S. training or in related fields.***

CASS Trainees have been very successful in finding employment in their fields of study in Honduras. The high rate of employment in training fields is a good indication that the CASS training is well suited to the labor market needs of the country.

Many students enthusiastically reported that they are highly sought after by employers. "I've had a thousand opportunities," said one.

- ***78 percent report using their training "much" or "very much" in their work.***

During the focus groups with Trainees in various occupational groups, students described opportunities they have had to apply what they studied (Box A4.5). As one said, "I'm getting better, using my training, learning more and applying what I know."

Box A4.5 Vignettes of Trainees' Application of Training

"I designed and installed the computer system in my company and now I maintain it. I also had to train my co-workers in how to use the system." (Computer Science)

"The training in meats and meat handling that I received is the key to my success in the area of processing and canning food." (Food Technology)

"I ensure that we buy and sell our products at the correct price and on time, by applying the accounting and management principles I learned." (Business Management)

"Every day I use some aspect of my training: for example: marketing principles, knowledge of tailoring and material. (Fashion Merchandising)

Very few Trainees (4.9%) reported that they could use their training either "not at all" or "very little." Few obstacles to applying training were identified in Honduras. Those reporting the inability to apply their training were all women respondents. While the difference between men's and women's responses is not statistically significant, the negative responses may represent a small group of fashion merchandising students in San Pedro Sula who would like to use their training in high fashion design. The needs of the labor market, however, are concentrated in the "off-shore" manufacturing plants in the free zones. Off-shore jobs require training in such areas as quality control, personnel supervision, and industrial sewing.

The hearing-impaired students, many of whom had never worked for pay before, also reported a strong demand for their computer skills. The first returnees had initial difficulties overcoming a cultural bias against the deaf. Their performance, however, has paved the way for later returnees. Not only do the Trainees have excellent computer skills, they are also able to train their co-workers in new software programs because they can read English.

Special Issue # 1: Which Promotes Employment and application of Training More: Technical Training or English Language Skills?

- ***Some 65 percent of the Trainees use English on the job. However, the skills derived from technical training predominate.***

While both factors play a role in the employability of the Trainees, in Honduras, the technical training is the more important of the two. The demand for skilled technical personnel is high in most sectors of the economy, due to a lack both of skilled workers and of appropriate training institutions. Older, established businesses need to update their technology and management practices, in which the Trainees are able to assist. New industries, such as shrimp farms in the south and industries associated with the new industrial parks housing international companies, require Trainees' skills in quality control and business administration. The country also provides opportunities for trained workers who live in areas outside the two principal cities of Tegucigalpa and San Pedro Sula, where the majority of the population is concentrated. The demand for skilled workers is therefore high.

Honduras does not have a highly developed tourism industry like some of the other Central American and Caribbean nations. However, students working in the tourism industry find their English language skills to be a valuable asset in their work. In Tela, an emerging north coast tourist destination, the manager of the major tourist hotel — a CASS Trainee — is the primary link to international tourists. The head of the reservations and sales department of a domestic Honduran airline based in La Ceiba, also a CASS Trainee, reports that she is the primary interface with international clients.

As in other countries, Trainees comment on the usefulness of their English skills in reading professional journals, translating new software manuals for their supervisors and co-workers, and interpreting for international business partners. For example, English is a daily part of the job for one Trainee who, as the administrator of a regional government office, manages a cooperative program between the Honduran Secretary of National Resources and the U.S. Department of Agriculture. Another Trainee works as a translator for a religious organization which provides services for U.S. army personnel stationed in Honduras. A few Trainees teach English as part-time employment.

Indicator 2: Do Trainees' Responsibilities Increase?

- ***The majority of the Trainees reported that, after assuming their positions, their job responsibilities increased (91%), salaries improved (93%), and many received promotions (63%).***

In over 90 percent of the cases, the rapid advances were attributed to CASS training. In focus group discussions, many Trainees described multiple job changes, each with a salary increase, because their skills are in such great demand. Even the returnees themselves are surprised at how far and how quickly they have climbed in such a short time period. "I've reached a level which I would never have dreamed of," said one.

Honduran Trainees have advanced rapidly into supervisory and management positions. Examples are found across the country. In Tegucigalpa, a young woman who studied industrial equipment maintenance manages a mechanic's shop. A business administration student is the only member of his agricultural cooperative with formal education beyond grade school. He advises the group on ways to maintain the group's economic viability.

On the north coast, a CASS Trainee was recently named as regional director of the Tourism Office. She has developed a Tourism and Environment curriculum for high-school students, approved by the Ministry of Public Education. The curriculum includes an internship in a nearby botanical garden, an idea she adapted from her own training program in the United States.

Since Honduras has few trained technical personnel in those areas covered by CASS training, several Trainees have moved into positions of broad responsibility for adult training in Honduras. Two national institutions, the Centro de Adiestramiento de los Recursos Humanos Hondureños (CADERH) and the Instituto Nacional de Formación de Personal (INFOP), have hired CASS returnees as members of their training staff. INFOP selected a CASS Trainee to teach electronic equipment repair. A second CASS returnee teaches hotel management and tourism. At CADERH, a CASS returnee is regional director for technical assistance in industrial and electrical mechanics. The fashion merchandising Trainee mentioned in Box A4.6 works for CADERH.

Box A4.6. Trainees Share by Teaching others
A returnee who studied Fashion Merchandising teaches sewing to indigenous women in isolated areas of the Mosquitia on the north coast of Honduras. Her work takes her into the most remote parts of northern Honduras for weeks at a time. When she travels, she lives with community members since there are no hotels or other services for visitors. Initially, the program was designed to equip women with the skills to make clothing for their families, thus reducing the cost of living. Many wanted to open small shops, so she added a course in small business management. The Trainee is now taking a course in industrial machine maintenance so she can repair sewing machines and teach others these skills as well.

- ***Of the 14 percent who have started their own businesses, eight percent list themselves as "self-employed" while six percent more have created employment opportunities for five or more people besides themselves.***

The most noteworthy example of a Trainee-owned business is a computer school in La Ceiba, developed by a CASS computer science major. The school features state-of-the art computer equipment and software programs. Students learn English, taught by other CASS returnees, and graduate with a knowledge of computer science grounded in practice. The curriculum in computer sciences developed in this school was recently adopted by the Ministry of Education as the national model for secondary schools.

Indicator 3: Do Trainees Share Their Training?

Yes. Some 98 percent of Trainees (all but two interviewed) reported that they shared their training with others. On average, Trainees shared their training *formally* (that is, in classes, seminars, or conferences) with over 88 people at work and 68 people in the community. They shared aspects of their training *informally*, on average, with over 131 co-workers and 87 community members. Honduran returnees are also active in their communities (see below) and share their new knowledge in

their volunteer work. While these figures are difficult to verify, they show that Trainees are acting as multipliers of training *both* in the work place and within their communities.

Another indicator of the multiplier effect is the degree to which the Trainees demonstrate active links with the U.S. and build on the networks created during the training. Nearly all Trainees remain in personal contact with other returnees (96%) and with friends in the United States (94%). They actively participate in the Honduran Alumni Association (Asociación Hondureña de Ex-becarios CASP, AHECASP). Three fourths (76%) reported membership in the alumni association.

Table 6.1. Honduran Trainees Maintain Links

	Percent
Links within the Country	
Contacts with other returnees	96
Participates in CASS groups or meetings	75
Membership in alumni association	76
Presentation of projects with other returnees	51
Works with Peace Corps volunteers	24
Links with the United States	
Contacts with U.S. friends	94
Reads U.S.-based journals	70
Visits from U.S. friends	39
Contacts with U.S. training institution	24
Commercial relations with U.S.	24
Source: CASS Returnee Survey	*[n=89]*

Indicator 4: Do Trainees Take on Leadership Roles?

Yes, in various ways.

In order to be selected as a CASS participant, Trainees must demonstrate leadership qualities through prior activities in their community or school. During the training program, Trainees participate in a variety of activities which build on this foundation. Beginning with the in-country orientation program and continuing with the innumerable activities on campus (see the Experience America section in Chapter Two), Trainees learn and practice leadership skills. Not only is their leadership capacity bolstered, their motivation to return home and apply these skills to their country's development problems is continually reenforced. This section reviews a range of information related to Trainees' ability to move into positions of leadership.

Individuals are identified as *leaders* if they have a positive impact on the resources available to *others* at various levels in the concentric circle model referred to at the beginning of the chapter. The resources that a leader may impart to others include:

- a *shared vision*, articulating to others a new vision of what can be accomplished;
- *shared information*, how to achieve the new goals that arise out of the shared vision; and
- *shared responsibility for the products from the new vision.*

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.

Do Trainees Improve Their Leadership Skills?

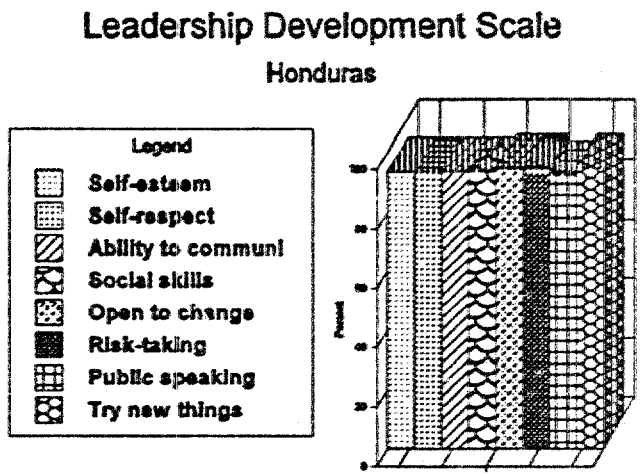
- ***Nearly all Honduran Trainees (97%) agree that their training has allowed them to become "more efficient as a community leader or as a leader in the workplace."***

This finding is consistent with Trainee reports of increased responsibilities in all areas of their lives. Their improved occupational roles allow them to provide economic support for their families. Students reported in focus group discussions and in the survey that the increases in income have freed them from worry about the basic necessities of life (food, shelter and health care) and permitted them to reach beyond themselves to help "my friends, my community and, most important, my family."

- ***Some 85 percent of the Trainees reported that the program had improved their general leadership capabilities in a variety of ways.***

The "Leadership Development Scale" (LDS) designed for this study measures the degree to which students felt their training enhanced a series of qualities that the evaluators selected as associated with leadership. Responses to the Leadership Development Scale (LDS) indicate that the CASS program has successfully developed leadership skills in Honduran returnees.

Figure A4.2.



Over 90 percent of the students "agree or "strongly agree" that "the CASS training helped increase their leadership skills" in all areas measured. Over 93 percent of the students reported an increase in three critical areas: self-confidence, self-esteem and an increased ability to communicate with others. These qualities, combined with "a willingness to try new things" (94 %), suggest that training has produced a group of young emerging leaders.

The Honduras CASS country program has also included Trainees' participation in the selection process of candidates for new scholarships. Such participation allows them to have a direct impact on the selection of future CASS leaders.

Leadership Performance in the Family

Over 75 percent of the Trainees reported that their family life has changed "some" or "a lot." The case below of Sonia documents how this change has affected one family.

On open-ended questions, other Trainees reported positive changes in their ability to think independently (37%) and to achieve personal development (42%), changes which have permitted them to succeed in the workplace and ultimately to help their families economically.

Leadership Performance in the Workplace

- ***The movement of Trainees into high status jobs – jobs that can only be attained through specialized training – provides the context for future leadership roles.***

Box A4.7. Case Study: Training, Change and Commitment to Help Others

"Life has changed so incredibly," Sonia said. "I went from a hand-to-mouth existence to a career where I help young girls who are where I was two years ago." When selected for the CASS scholarship, Sonia was finishing high school and working in menial jobs. At the family's small vegetable stand, she sold fruit juice and soft drinks. "We didn't make a lot of money, but it was enough for everyone to eat, she says." She adds, "I also washed and ironed clothes to help out."

She choose to study Fashion Marketing and Design program because she believed that the field would have many opportunities for employment in Honduras. The course itself was the highlight of her U.S. experience. As she put it, "There were so many things that were important, but the most important is what I learned for my career, knowledge that I am now able to use at home." Never could I have imagined that the people would be so helpful, as they were teaching us in a way that we could feel confident of our ability." She learned how to make patterns, design and make clothing, and set up fashion displays. "Once the new styles are ready, I learned how to launch a product into the market place."

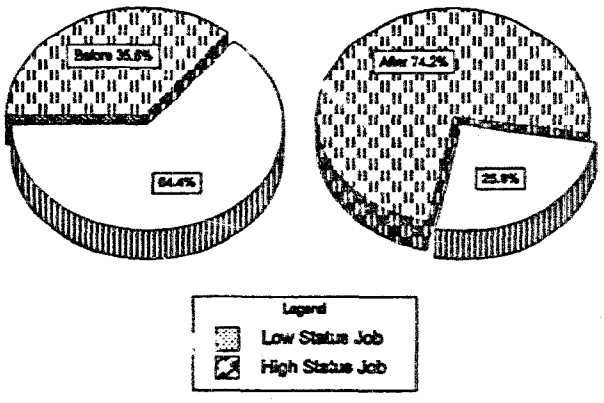
The impact of the experience goes beyond her new technical skills. As she put it, "I learned how to *be* somebody! I left behind all my fears about reaching out and doing something different in life."

As a result of the scholarship, she says, "Now my life is very good. I chose a wonderful career and took advantage of every opportunity offered me in the United States. I have the knowledge to work in my field and support myself from my work, which is a direct result of the things I learned in the United States. My job involves teaching needy students how to sew. But it's more than sewing. I use so much of what I learned in the United States, all the things I already mentioned. But I also use my English, because when visitors come from other parts of the world, people come looking for me to translate for them."

She adds, "I learned so many important things about life during my scholarship. I have plans for the future, projects for my community and especially for the country. Even now I have already started working with a sewing workshop for girls from low-income neighborhoods. I make my own decisions, start my own projects by myself without having to hope that someone might tell me what I have to do."

CASS students are recruited from the disadvantaged segments of society. Before their CASS experience, most CASS students who worked held low-status jobs requiring few specialized skills. Prior to training, the majority of those working (64%) were in low status jobs such as secretary, desk clerk, and street vendor. After training, those employed in low status jobs dropped to 26 percent, a decrease of 38 percent for the sample. Employment in high status jobs before training was 36 percent. Many of these Trainees were primary school teachers, a job available with only a high school degree. *After training,* the total number of Trainees employed in high status jobs was 74 percent. This represents an increase of 38 percent of the sample (see Figure A4.3).

Figure A4.3. Job Status Transition
Honduras



As a direct result of their training, CASS returnees have moved into high status occupations requiring specialized training, as mangers, professionals, skilled technicians, and educators. Nearly a third of the Trainees hold managerial or upper level management positions. Small business administrators are working as accountants, auditors and assistant managers in a variety of departments.

A comparison of Trainees' jobs before and after training indicates a marked transition from low to high job status. This shift in the sampled population from low to high job status provides evidence that the CASS program contributes to the achievement of USAID/Honduras's Strategic Objective of increasing the socio-economic participation of lower income groups.

Box A4.8. Training Results in Job Mobility

A warehouse manager who studied quality control now heads the quality control department in a multi-national shrimp processing plant.

A person who formerly cleaned houses now transcribes data in the computer department of a major company.

A hearing-impaired student is a computer programmer. Before training, he sold cheese as a street vendor.

A Trainee who now manages a firm's computer department went into CASS training from a rural area. He used to contribute to the family income by growing and selling vegetables in his free time.

The shift from low to high status job also indicates that professional development is occurring, resulting in improved occupational status of returnees. *Occupational status is the approximate measure of the quality and quantity of resources that flows to an individual as a result of their work activities.*

The professional development of the Honduran CASS Trainees and the receptive job market for skilled technicians has resulted in the Trainees' rapid ascent into positions of responsibility. They are sharing their training with co-workers, playing a role in the expansion of businesses into the international market, and bringing a higher standard of performance to the companies in which they work.

Leadership Performance in the Community

Volunteer Activities

- ***Some 95 percent of men and 75 percent of women take an active role in volunteer activities after return.***

CASS students are recruited for their demonstrated leadership abilities. During their two years in the United States, students participate in community service activities organized by the CASS campus coordinators. These can include health care projects, community beautification activities, political volunteerism, and many other activities. By participating in these and other on-campus activities, students practice leadership skills that they can apply when they return home.

To measure the impact of this aspect of training, students were asked to describe their involvement in community activities and compare their present level of involvement with their activities before their scholarship. Some 85 percent of women and 95 percent of men claimed participation in volunteer activities before training. After training, 95 percent of the men continued to participate in volunteer activities. Participation by women in volunteer organizations dropped to 75 percent. The type of activities in which Trainees participated did not change dramatically. The largest proportion (42%) volunteer in activities connected with religious organizations. Cultural activities, often in the form of

work with small community groups, accounted for the activities of 39 percent of the students. Some 26 percent volunteered in civic activities.

Honduran Trainees exhibited high levels of volunteer activities. Trainees were asked to indicate the degree to which they participated in volunteer activities by stating which of six potential activities they took part in (including attending meetings, taking part in projects or special activities, organizing projects or special activities, training others, speaking publicly for a group, and taking on formal political roles). Some 35 percent of male Honduran Trainees and 31 percent of female Trainees stated they took on at least five or all six of the activities listed.

Civic Activities

- ***Nearly all Trainees vote, 40 percent participate in electoral campaigns, and 38 percent have stood for office in non-governmental organizations.***

Honduran returnees are active in civic activities, an important indicator of the contributions Trainees make to social stability. Most (98%) participate in government elections, and 40 percent voted in non-government elections (in a union, association, or company).

Returnees are accepting positions of leadership in government and non-governmental organizations. Nine percent of the returnees already have run as candidates in government elections. Some 38 percent have participated as candidates in non-governmental elections in associations or community organizations. This, of course, includes the individuals who have participated in the active AHECASP alumni association's elections. This level of participation suggests that CASS Trainees will eventually assume increasingly more responsible leadership positions in the social and economic development of their country.

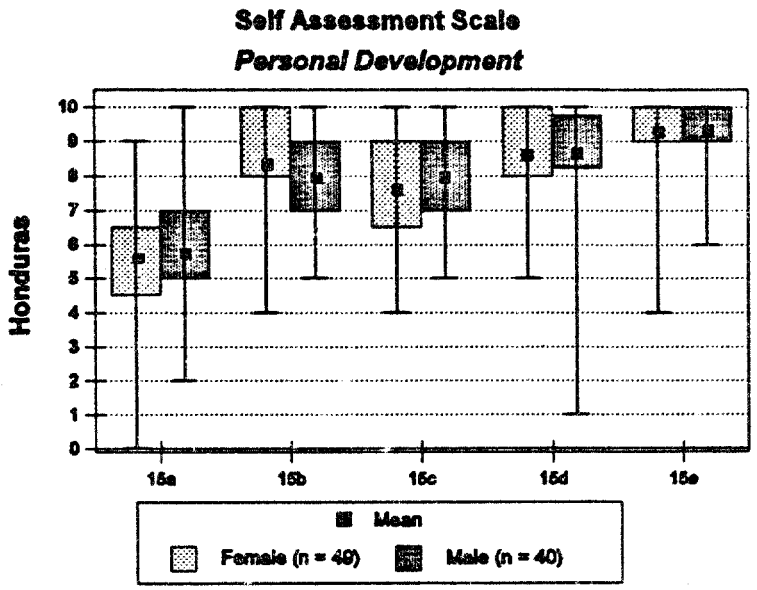
Indicator 5. Do Trainees Demonstrate a Commitment to Initiating Change and an Optimism Towards Future Activities?

- ***Trainees perceive their training as a high point in their lives, and, as a result, project themselves as effective contributors to development in the future, as measured on the Ladder of Life Scale.***

The *"Ladder of Life" Scale* 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 United States;"
- "upon returning to Honduras;"
- "today;" and
- "five years from now."

Figure A4.3



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.

In Honduras, men and women show a positive upward response through the five points in time, supporting the hypothesis that training leads to positive attitudinal impact. The average response for "five years ago" was 5.6 for women and 5.8 for men. Trainees indicated a significant increase to 8.5 and 8.1 for the time they were"studying in the United States." As in the other countries surveyed, the average dropped slightly for the period "upon returning" (7.8 and 7.9 respectively). Trainees responded positively about their perceptions of their life "today" (8.7 and 8.8) and project that they will be even more content "in five years" (9.5). There are no significant differences between men and women in the sample for any of the points in the ladder.

"Five Years Ago and the U.S. Experience"

Open-ended responses from the Trainees support the positive upward trend. For the first point assessed, "five years ago," most Trainees responded that "the future was uncertain" (31%), "I had financial difficulties", or "My goals could not be obtained because there were no resources for advanced education." Students also indicated that they were not satisfied with the status quo, but "wanted more education," and "more chances to participate and be listened to."

For the second period, "while studying in the United States," 65 percent responded that it was a "great opportunity", 23 percent that their "life changed", and another 23 percent that their "life improved." Said one student, "Very few people have the chance we had to be chosen as an ambassador to study in the United States." The students generally reflected a new vision of the world as a result of new opportunities opening for them. This suggests that the improvement in the educational status of these academically outstanding students led them to choose a significantly higher value.

"Upon returning to Honduras" and "Today"

In the third period, "when returning home," students' satisfaction with their lives dropped from 8.5 to 7.8 for women and from 8.1 to 7.9 for men. This can largely be attributed to "adjustment difficulties" (42% reported this explanation). Such difficulties include Trainees' reintegration into their families, culture shock, and more responsibility in the workplace. However, Trainees faced the readjustment period with optimism. Trainees provided the following responses about their *current* situation: they believed that they are "well prepared for their careers" (30%), "satisfied with life" (51%), "seeing that life has improved" (31%), and "achieving their goals through good jobs" (28%). The majority became

aware of the possibilities that existed for them. Some noted that already their "social status has improved" and some feel that they "have done something for *[their]* country."

"Five Years Down the Road"

Honduran Trainees are optimistic about the future. They reported that in five years they will be "achieving goals" (61%) and "realizing an improved life" (51%). Many recognize that they are working very hard in their professional careers now, as reflected in the data about occupational mobility and increased responsibilities on the job. These individuals hope to achieve "more balance" between their personal life and their professional lives. However, many feel strongly that after five years, they will have acquired a certain level of experience that "will permit us to break barriers in many different areas and find solutions to community problems."

STRATEGIC OBJECTIVES AND CASS TRAINING

USAID Strategic Objectives, established after the formulation of the original CASS Program goals, are now the principles which orient USAID programming in all the CASS countries. In this section, the degree to which CASS training currently supports the broad Strategic Objectives of the LAC Bureau is examined.

Do Outcomes Associated with CASS Returnees Support the USAID/Honduras Strategic Objectives in the Economic Area?

Yes, indirectly. Honduran students are contributing to achieving broad-based economic growth with equity. CASS training supports the Mission's sub-objective to increase the participation of the socio-economically disadvantaged. The CASS program provides opportunities for advanced education for low-income students, opportunities that would not otherwise be available to these individuals. In Honduras, the recruitment process has successfully recruited rural, low-income students. Several indicators support this conclusion, including regional distribution, family status, and income. The most striking source of information on Trainee socioeconomic status may be a compilation of photographs assembled by the Country Coordinator showing students' homes at the time of their selection. All the houses were clearly dwellings, many of adobe construction.

The fields of study offered by CASS are appropriate for Honduran development and provide technical training that is not available in the country. Further, CASS Trainees are actively "multiplying" the training. For example, as discussed in the employment section, CASS students are accepting teaching positions in national vocational institutions because there is a scarcity of trained instructors. Jobs are available for CASS students. Their technical training, combined with their improved leadership capabilities, has resulted in rapid occupational mobility, placing CASS students in responsible positions in the labor force. Further, as a result of increases in income, students are able to provide improved living conditions for their extended families, improving the family's home and access to basic services.

While the CASS Program has enhanced the economic opportunities of its Trainees and their families, it has not, to date, directly linked its activities to the particular outcomes and objectives designed by USAID/Honduras for its country program.

Do CASS Trainees Support USAID's Strategic Objective of Supporting Democracy?

Yes. Democratization is supported by providing citizens with the necessary intellectual and behavioral tools to critically participate in civil society. According to many experts on Latin American society, the social group most likely to support stable democratic structures is a strong middle class.

In Honduras, the CASS program selects student leaders from the lower socio-economic groups and affords them the opportunity to acquire the experience and credentials which will propel them into the middle class. Without CASS training, these students would likely not have achieved these advances.

As reported above, CASS students in Honduras are actively participating in community and civic activities. In particular, the students are active in non-governmental organizations. Such organizations have become recognized as one of the leading ways to provide leadership opportunities. In Honduras, it is expected that this early experience in community and volunteer associations will provide the country with future leaders in increasingly more responsible positions. Their introduction to democratic institutions through the CASS program will be effectively utilized.

PART C: RECRUITMENT, SELECTION AND FOLLOW-ON IN HONDURAS

The following section examines the implementation of the program in Honduras, focusing on three major program elements: recruitment and selection of students, the selection of U.S. fields of study, and Follow-on activities.

CASS In Honduras

The CASS program in Honduras has built upon the experience of CASP which began operation in 1985. Since 1989, 276 students have participated in the CASS program. Over the life of the CASS program, 56 percent of the Honduran participants have been women, considerably above the target of 50 percent for the program.

Recruitment of students in Honduras

The CASS program in Honduras follows the basic recruitment guidelines established by Georgetown University (CASS/GU) and described in the Introduction. Students are recruited primarily through the support network, which publicizes the scholarship in each region of the country. In the most recent years of the program, the Country Coordinator has placed increased emphasis on the western provinces (Copán, Ocotepeque, Santa Bárbara, Intibucá), the south (Valle and Choluteca), and the north (Atlántida, Colón and Gracias a Dios).

Recruitment is also carried out through interested non-governmental organizations (NGO's) which provide services for the urban poor. The Country Coordinator uses NGO networks to notify potential applicants of the availability of the scholarship. For example, the Honduran Federation of Women's Associations (Federación de Asociaciones Femeninas Hondureñas, FAF), an umbrella group of small NGO's working with women in Tegucigalpa, has recruited low-income urban students for CASS.

CASS/GU has also encouraged the recruitment of special populations into the Program, which include disabled and indigenous peoples. The coordinator has paid particular attention to schools and

organizations serving the Honduran indigenous population. Several candidates have been recruited from the Mosquitía, a province on the North Coast where most indigenous people live. Deaf students participate in the program in those years when special programs for the deaf are offered. When opportuntities to participate arise, they are publicized by the Association of Deaf Students.

Interviews with key informants, supervisors, and Trainees' parents, as well as visits to returned Trainees' homes, confirm that these students selected are from socio-economically disadvantaged families. Many are from rural areas. Key informant interviews combined with an analysis of the geographical distribution of the returnee population (see below, "Rural-Urban Mix") confirm that members of Honduras' special populations have been recruited and trained successfully.

The Rural-Urban Mix

Program guidelines specify that a minimum of 80 percent of all CASS scholarships must be given to candidates from rural areas. Analysis of the Honduran returnees in the survey supports the conclusion that the recruitment process is increasingly successful in targeting rural students. The results of the later efforts to recruit students in rural areas will not be reflected in the statistics on surveyed students, who represent the earlier CASS groups.

The distribution of students by province indicates that a large number were recruited from predominantly rural, remote areas. For instance, 10 percent of the students interviewed came from Atlantida, 12 percent came from Copán, and 10 percent came from Cortes (see Table A4.2). Some 22 percent of the CASS students interviewed lived in Tegucigalpa, the capital city, when they were awarded their scholarship; eight percent lived in San Pedro Sula, the industrial and manufacturing center of the country. Currently, 15 percent of the country's population is found in Tegucigalpa, and 45 percent of the total population lives in urban areas.

As in other countries in the region, academically qualified candidates *can* be identified in the rural areas. However, the uneven distribution of educational resources in more isolated areas of the country makes the task more difficult.

Rural-Urban Migration

Over half of the students (55%)continue to live in the areas in which they had lived prior to theCASS training .Of the 45percent who*did* move, half moved primarily to improve their employment opportunities. Some 15 percent moved to marry, but few (5%) moved to continue studying. Nearly equal numbers of women (48%) and men (41%) were likely to move to improve their employment opportunities.

As in other countries, Trainees migrated primarily to the larger cities where employment opportunities remain the strongest. The largest number of students moved to the capital

Table A4.2. Migration Patterns In Honduras Before and After CASS Training, By Province

Province	Before Training %	After Training %
Atlantida	10.4	7.0
Choluteca	7.5	5.6
Comayagua	4.5	1.4
Copan	11.9	5.6
Cortes	10.4	25.4
Franciso Morazan	25.4	35.2
Intibuca	3.0	0
LaPaz	7.5	7.0
Lempira	1.5	1.4
Olancho	0	1.4
Ocotepeque	0	8.5
San Jose	1.5	1.4
Santa Barbara	1.5	0
Yoro	3.0	0
	n=71n	*n=71*

(located in the province of Francisco Morazan; the second largest number are located in San Pedro Sula (in Cortes). The industrial free zones are concentrated in these two areas and are prime employers of students in fields such as quality control, business administration and computer science.

Some students pointed out that the shrimp farms which have been established in the south have employed several CASS students, who moved from their homes for the work.

Support Groups and the Selection Committee

The CASS program has become well known in its nine years of operation. It has attracted a diverse group of institutions and people as active members of its support network. The Country Coordinator has recruited community and business leaders in nine of the targeted provinces. In interviews with several of the support network, it was apparent that these individuals are committed to the goals of the program, have experience in the education field, are active with youth groups and know their communities well.

At the beginning of each training cycle, the Country Coordinator informs support network members which fields of study have been assigned by CASS/GU to Honduras. She enlists their help in publicizing the program. This expands the base from which the initial pool of candidates is assembled. In the pre-selection phase, they visit public schools in their areas and work with organizations providing services to the target population, such as Artisan Centers, Rotary Clubs, and Peace Corps volunteers, to ensure a wide distribution of the preliminary application forms.

Many network members stay in contact with the applicants throughout the selection process and provide assistance for the final candidates before they leave for their program. One hires the finalists from his area to work in one of his stores before they travel. This gives on-the-job experience which builds confidences and provides some extra income for the trip.

The selection committee includes a diverse group of people which works well to avoid bias or favoritism. Several members of the support network, including former CASP/CASS students, also participate in the interviews, as well as representatives from USAID and CASS/GU.

Role of USAID/Honduras

USAID/Honduras has delegated the day-to-day administration of the CASS program to the CASS country coordinator. The Mission Training Officer participates actively in the interviews during the annual selection process and attends the scholarship award ceremony. The Training Officer expressed confidence that the Country Coordinator was doing an excellent job administering the program.

Other Mission personnel, including the Director and Deputy Director of the Mission, participate in the annual ceremony as well. This year's annual ceremony was well attended by Mission personnel, who were impressed with the large number (37) of CASS returnees who were involved in all aspects of the organization and implementation of the ceremony. The Mission Director was also impressed with the visual display mentioned above in which each student submitted a photograph of their home. The Country Coordinator arranged the photos around a map of Honduras, indicating the areas they represented. The simplicity of homes was visual proof that the students were selected according to the CASS/GU guidelines.

Although the day-to-day administration of the program and organizational details are handled by the CASS Program Coordinator, the HRD Officer suggested that increased cooperation between the CASS staff and CLASP-II Follow-on staff would substantially increase the opportunities available to the CASS students. The CLASP-II staff have access to Mission vehicles and other resources which, if shared with the CASS coordinator, would increase her ability to visit returnees in more remote areas of the county.

Program of Study in the U.S.

The fields of study in which returnees have been trained in Honduras are varied and include the following:

- clothing merchandising
- computer science
- electronics/computer repair
- electronics
- food technology
- hotel and restaurant management
- industrial maintenance
- quality control
- small business management; and
- sign interpreting.

Significant differences by sex were noted in the following fields: clothing merchandising (20% of all women versus no men); electronics (33% of men and 8% of women); hotel and restaurant management (14% of all women and 8% of men); food technology (15% of all men and 8% of women).

Fields of study are chosen by CASS/GU in consultation with the Country Coordinator. She reviews labor market surveys, especially studies and statistics available from the National Training Institute (INA) and consults with private sector representatives. However, several fields of study, appropriate for other countries were no longer needed in Honduras, such as computer science and fashion merchandising. In computer science, for example, the Japanese government has discontinued assistance in computer science on the basis that a sufficient number of Hondurans have earned Masters and Doctorates to teach at the university level. As mentioned earlier, fashion merchandising, now discontinued, did not meet Honduras industry needs.

Follow-on Program

The Follow-on phase of the program was designed to assist students to apply their CASS training upon returning home, create support networks and eventually assume leadership roles in achieving social and economic advancement in their countries.

The Follow-on program in Honduras has four principal activities:

- conducting re-entry seminars mandated by Georgetown University;
- achieving full employment for CASS Trainees;
- providing support for AHECASP; and
- offer follow-on training to returnees.

The re-entry seminars are conducted in a timely fashion, covering the material prescribed by Georgetown University. Following the re-entry seminars, CASS staff work with returning scholars to help them find jobs.

The CASS/GU "Everybody Works" program is fully implemented in Honduras. Prior to the return of each cycle of students, the Country Coordinator begins preparation for follow-on activities. She has established an extensive network with private sector employers who call her for prospective employees. She has been successful in obtaining free space in a major newspaper to print the photos and fields of study of returning CASS scholars, thus advertising their availability to prospective employers. The quality of the students' training is well known. Employers call several months before the students return to inquire about their availability.

Trainee Participation in Follow-on Activities

Honduras received financial assistance early in the program to establish an *Association of Returned Students*, and the organization is very active at this time. Some 75 percent of the Trainees reported that they are active in the returnees association. Students are involved in all phases of recruitment and selection of new Trainees. At the annual awards ceremony, some 36 retunrees organized and ran the event under the supervision of the Country Coordinator. In addition, the asociation extends its actions out to returned students by organizing regularmeetings and social activites. Most important for the long-term viability of the group, it is developing plans to provide continuing training for CASS students. This project also encompasses plans to reach and teach Hondurans who did not participate in the CASS program.

Trainees Suggestions for Follow-on Program Activities

Returnees would like to see more activites developed in the career fields, seminars, courses, and educational videos. Annual evaluations were suggested to help identify Trainee problems during the course of study so these could be addressed while they were still studying.

PART D. CONCLUSIONS AND RECOMENDATIONS

The CASS program in Honduras is efficiently and effectively run to recruit highly motivated and academically prepared students from lower-income groups. Recent efforts to recruit outside the capital have been successful.

The fields of study are well-selected for the Honduran labor market. The combination of excellent technical training and well-selected fields of study has resulted in a cadre of young leaders who are having a signficant impact on their places of employment.

Recommendations

- The functioning of the Honduran alumni association, like that in the Dominican Republic, suggests that Georgetown University may wish to apply lessons learned here to efforts to expand alumni associations in other CASS programs

- The CASS program may wish to address the lack of economic opportunities in rural areas by investigating the establishment of stronger links in the Follow-on program between business associations and returnees, which may improve the prospect of rural-based employment for rural Trainees who have studied in appropriate fields (such as environmental fields, agriculture, or the support of small businesses).

- CASS may wish to capitalize on the success of quality control training in Honduras by expanding its offerings in this skill area in the future.

APPENDIX FIVE

METHODS AND MEASURES USED IN THE CASS EVALUATION

APPENDIX FIVE: METHODS AND MEASURES USED IN THE CASS EVALUATION

The CASS evaluation was conducted using a variety of methods and measures, both quantitative and qualitative. These were designed to measure the impact of CASS 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 their respective countries. Questionnaires were designed to answer these basic questions and to cover the topics addressed in the scope of work

A. SURVEY METHODS AND POPULATIONS

The CASS evaluation included the use of standardized surveys for the following two populations of Trainees:

- *Students who were still training in the U.S. at five community college campuses, including Hocking Community College, Nelsonville, Ohio; St Petersburg Junior College, Clearwater, Florida; Modesto Community College, Modesto, California; Central Florida Community College, Ocala, Florida; and Broome Community College, New York. The U.S. population also included a leadership conference held in Madison, Wisconsin*

- *Returnees from four countries/regions in the Caribbean and Central America. These were selected as begin representative of the Trainee population and of the countries that are included in the CASS program. Countries included Honduras, Costa Rica, the Eastern Caribbean (RDOC), and the Dominican Republic. Selection criteria are outlined in Chapter Two.*

For these student populations, 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;*

- *Scaled indicators, or question sets, which were designed to specifically measure the impact of leadership development, longitudinal training impacts, and the development and use of leadership skills.*

Survey instruments were supplemented with information gathered from focus group interviews and case studies. Interviews were also conducted with GU personnel, and with support and administrative

staff both on-campus and in-country. Other sources of information included program documentation, and Aguirre International CIS files.

B. DATA COLLECTION IN-COUNTRY

Data collection in-country was carried out during field work periods of several weeks, with the DR being covered by two evaluators from Aguirre International. Lessons learned from this initial evaluation were used to refine and improve evaluations in the other countries surveyed.
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.* In the DR, there was no project coordinator, and the work was conducted with the support of the CASS in-country coordinator and facilitated by the local CASS alumni organization. The collection of surveys was aided in the DR by taking advantage of a leadership conference, which had about three-fourths of the returnees in attendance. These individuals were surveyed in a large group meeting at the conference site. This site, Pinopolis, was also where four focus group interviews were conducted, and where contact was made with individuals for case studies. The remainder of CASS returnees were contacted and interviewed by survey questionnaire by a team of trained interviewers.

- *In Honduras and Costa Rica, project coordinators were hired who assisted in the location and interviewing of returnees, and helped organize and train interviewers.* In the RDOC, no project coordinator was hired, but the CASS in-country coordinator assisted in the identification of research associates. These individuals helped locate and organize interview sessions on each of the islands. Also, they helped in the selection of individuals for case studies, and in some cases provided logistic support to the evaluator.

- *The selection of the sample size was non-random, and included as many returnees as could be contacted and interviewed within the temporal and budgetary restraints of the project.* In each country, 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 evaluator(s) because of time or work constraints. Not more than two to three returnees for each sample population were not interviewed because they did not want to participate in the survey for personal reasons.

C. QUESTIONNAIRE DESIGN

The questionnaires are divided into sections, with each section addressing one aspect of the program under evaluation. There were two questionnaires utilized in the evaluation - one for the on-campus survey and one for the in-country survey. Each of these will be discussed separately, along with the supporting data sources used for each of these two major parts of the evaluation.

D. IN-COUNTRY SURVEY QUESTIONNAIRE

Section I: Predeparture Evaluation.

This section of the questionnaire is included to evaluate the effectiveness of predeparture 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 reentry 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 reentry 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.

E. UNDERSTANDING OF THE U.S. - CHANGE AGENTS AND LEADERS

This section evaluated 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 CASS 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 (the" Ladder of Life Scale").

The *"Leadership Development Scale" (LDS)* is an indicator which measures 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" 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 US;"
"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 figures for each of the country appendices chapters.

F. IMPACT EVALUATION - EDUCATION, EMPLOYMENT, AND COMMUNITY PARTICIPATION

This section of the questionnaire includes questions on the impact of training on 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.*

G. 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 CASS program. 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.

H. SUPPORTING DATA SOURCES

Supporting data sources included the following:

- **Focus group interviews with returnees.** Two kinds of focus group interviews were conducted returnees: 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. To obtain a coherence in the responses, individuals were selected based on their occupations. A typical focus group would consist of five to ten individuals,

all having been trained in the same fields of study. Focus groups by occupation were conducted in the Dominican Republic, Costa Rica, and Honduras. In the RDOC, the limited number of individuals available from each island made it problematic to conduct interviews by occupational groupings. Focus groups instead consisted of those individuals who could be located in the short period (2-3 days) allocated for visits to each island.

- **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 are normally distributed to all exiting CLASP Trainees by Aguirre International. Information from these questionnaires was used to assess CASS Trainee views on the U.S. component of their training beyond those institutions visited. This information also provided a basis for comparison with other CLASP long-term Trainees. 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 multiplier effect of training skills in the workplace.

- **Documentation and reference material.** Background information on the administration and history of the CASS program was provided on request by CASS/GU staff. Other supporting reference material was gathered from sources both in-country and in the United States.

I. DATA COLLECTION ON CAMPUS

Data collection on U.S. campuses was carried out by evaluators over periods of two to three days. Campus coordinators were contacted ahead of time to help in the organization of interviews during campus visits. The surveys were designed to include the total CASS student population (100 % coverage). At the leadership conference, as many of the students as possible were contacted and asked to fill out questionnaires. This was done during scheduled leadership seminars, and the campus coordinators assisted in the collection of completed questionnaires.

J. ON-CAMPUS SURVEY QUESTIONNAIRES

The campus survey was conducted using a short six page questionnaire having no separate sections that ware designed to address the effectiveness of the training at the point in time where students were completing their studies and preparing to go back. The questionnaire asked students to evaluate the

effectiveness of training in preparing them for their future careers, the appropriateness of the courses of study, and their "Experience America" activities while in the U.S. Scaled indicators used included the Leadership Development Scale (LDS) and the Ladder of Life Scale (LLS). There was a difference in the design of the LLS scale due to the different points in time at which students were being asked to rate their satisfaction with life.

An important component of the on-campus evaluation included a variety of interviews with key personnel and the students themselves. Student focus groups were combined with survey questionnaire sessions. Significant personal who were interviewed as part of the evaluation included:

- On-Campus Coordinators;
- ESL Instructors;
- Program Area Instructors;
- Administrators; and
- Other Support Staff.

Interviews with these personnel were focused on the particular areas of their responsibility in relation to the CASS program, and included details of student satisfaction and preparation, training curriculum and facilities, ESL training, and program administration. Interviews were open-ended, and followed a probing format, with leading questions developing into discussion of important issues identified by the evaluator and the interviewee.

K. CLASP-CASS SURVEY COMPARISONS

Gathered survey data were compared to CASS exit questionnaires and to CLASP exit questionnaires from the CIS data base at Aguirre. The use of these data fields allowed comparisons to be made, for example, on the degree of satisfaction with various aspects of the program, including the applicability of training, the level of cultural and other experiential opportunities, and adequacy of instructional facilities.

APPENDIX SIX

GEORGETOWN/ AGUIRRE RESPONSES

CASS/GU Response to Aguirre Evaluation

[Note: The following is the first section of a four-section response from the CASS/GU Program. Two points in CASS/GU's response were accepted and the text revised; these points were deleted here. The three other sections of the CASS/GU response included specific corrections and suggestions which have been accepted or otherwise confirmed in the final report. Following this response is Aguirre International's reply, then CASS/GU's final response.]

The following represents the CASS/Georgetown University official response to the 1994 Training Impact and Development: An Evaluation of the Impact of the Cooperative Association of States for Scholarships (CASS) Program.

I. Corrections To Findings and Recommendations in Executive Summary

U.S. Issues

- ***CASS/GU may wish to enhance the cross-cultural training of campus coordinators and provide guidance in training support staff. Such training should be experientially based through practical exercise as well as knowledge. Activities for the CASS students need to be planned with sensitivity to the cultural differences of the regions from which the students are sent:***

CASS/GU provides materials to colleges about national characteristics and culture. Numerous college staff have traveled to the region through the program to participate in the interview and orientation process. The suggestion is valid, with the caveat that the majority of misunderstandings which occur between college staff and CASS students tend to be at the interpersonal level rather than cross-cultural. CASS/GU will consider building into selection meetings a session on this with some role playing, brainstorming, etc. Materials generated will be used for professional staff development on campuses.

- ***The evaluators recommend that CASS/GU continue to monitor closely the ongoing performance of the technical training offered at the client institutions. Institutions that are noted to have concerns over their program should receive special attention in clarifying their continued preparedness to offer the technical courses assigned to them:***

CASS/GU selects colleges based on a broad range of criteria, but the ability to offer high quality training in appropriate fields of study has always been a top priority. Regular CASP and CASS training programs have been placed at forty-seven campuses over the nearly ten-year history of the program, and CASS currently has students at only twenty-three of those campuses. While there have rarely been serious concerns related to the academic quality of CASS training, the de-selection process leading to our current roster of colleges certainly gave a great deal of weight to this consideration. It is true that not all of our programs are offered through large departments with abundant resources, but CASS/GU is limited in how we can address that reality. Rather, we tend to shift programs to play to the strengths of particular institutions in meeting the needs in-country (as in the move from Food Technology to Agribusiness with Kings River, and other similar shifts we are considering for Cycle L). It is likely that some of the negative comments regarding the training capacity of some institutions have come from participants whose background in terms of training and experience made them somewhat overqualified for the program. In some cases, this information has been withheld by the participants in the application process, and in other cases, institutions have selected "top" students without fully realizing what that might entail. The Program has addressed the latter problem in recent years by

providing considerably more guidance to colleges as they review credentials at the selection meeting, urging them to focus on need, leadership potential, and group cohesion rather than simply choosing students with strong technical backgrounds.

- ***Campus coordinators may need to improve the flexibility of the curriculum design in order to allow the Caribbean students to advance according to their skills and background:***

CASS/GU requires colleges to submit separate curricula for English speakers; however, this is a legitimate concern on the part of some of the English speakers. There is no question that it is both financially and logistically advantageous to colleges to structure their programs in such a way as to move the students through as a group as much a possible, particularly at institutions with smaller programs in the particular field of study. One suggestion which a number of schools have implemented is to encourage English speakers to take Spanish or French during the first semester. Where this occurs, there is significantly less resentment, and the Program is considering requiring this in the future. We might also want to consider discouraging courses in translation and rather focus the colleges on offering only those "hands on" courses during the first semester which could be taught to all students in English. We believe an outright prohibition on mixing English and non-English speakers during the first semester would be an overreaction and place an undue burden on some colleges. It would also negate the very real advantages of integrating the students in terms of group cohesion and the building of regional linkages between CASS students.

- ***All students should be provided the opportunity to participate in internships:***

CASS/GU requires an internship component in all programs. Colleges submit comprehensive plans for review by CASS/GU, and these plans are not approved unless this component is acceptably presented. Over the years, the Program has become increasingly demanding in this regard, and we will continue to push this issue. One of the challenges faced in this regard is that internships are not required for graduation in some CASS fields of study at some institutions. At those institutions, many of the students who report not having had an internship got themselves into that position because of being in academic difficulty so that they were taking required courses in the final summer in order to graduate. Obviously, this is not a problem when the internship is a degree requirement.

- ***The evaluators recommend that CASS/GU consider an effort to synthesize the program's broad experience into practical, concrete guidelines to assist weaker institutions to upgrade their ESL approach to incorporate the best practices in the Program:***

CASS/GU provides ESL guidelines to colleges about minimum qualifications of instructors and number of contact hours, as well as strategies for effectively mainstreaming students. Still, the suggestion is valid, and we will explore the possibility of contacting all ESL programs to arrange for a brainstorming session on what works, what texts are best, the ideal number of contact hours per semester, mainstreaming strategies, testing, and Aguirre's sense that a "functional approach" should be the norm.

- ***The host family experience should be maintained across the Program and extended to those students who do not presently receive it:***

CASS/GU knows of no student in the past 3 - 4 years who has not lived with a host family. It may be that in interviewing alumni, Aguirre spoke to members of cycles prior to our making this mandatory. We believe this to be a factual error.

- ***Leadership training is well conceptualized at some CASS schools, with structured course or seminar work in specific leadership skills and in development related issues. At others, however, Trainees are not exposed to structured efforts to improve leadership skills. The Evaluators recommend that such leadership skills approaches be broadened across the entire program. Consistent with the goal of leadership in the development arena of Trainees' home countries, at least one course related to international development should form part of the general education requirements of all CASS trainees:***

While this is an area that can always be improved upon, the record shows that CASS/GU is a leader in this area. The evaluation makes no mention of the fact that the Program has developed an extensive manual for use by college coordinators in implementing Experience America. Nor does it mention that all incoming CASS students receive a copy of the "Experience America Workbook" which includes not only exhaustive suggestions for activities but also forms for completion by students. Every student who completes and submits 16 forms to CASS/GU receives an Experience America certificate at the reentry seminars held in each country. The workbook focuses students on such areas as U.S. decision making, community life, and personal/professional development, as well as women in leadership, and the environment. Activities such as participation in professional associations, and volunteerism are strongly encouraged. CASS/GU strongly believes that providing students with opportunities for personal involvement and exploration in these areas is far more effective than attempting to teach "leadership" overtly. We disagree with the notion of a course on international development, because most schools would be hard pressed to offer it and because it would mean cutting some other course from already overly pressurized schedules.

In-country Issues

- ***CASS/GU should establish improved channels of communication with USAID Missions in order to bring CASS training objectives in-line with USAID Strategic Objectives. CASS should improve communication with USAID Missions that has been worsened because of past perceptions of the program.***

CASS incorporates USAID input at all levels of the program, and maintains a good working relationship [1] with each Mission. In the past, communication has traditionally been with USAID training office staff. Georgetown CASS staff, including Country Coordinators, have requested USAID input in field of study selection, recruitment targets, and processing of participant documents. CASS has requested direct USAID participation in interviews, orientations and Everybody Works! follow-on activities. CASS is currently taking the initiative to contact senior USAID officials and Mission directors to explore ways in which CASS training objectives relate to USAID strategic objectives in each country.

- ***CASS may wish to review the practicality of targeting 80 percent of its scholarships to rural areas. While the motivation of the goal is laudable, real difficulties in recruiting from the rural areas may preclude its realization. Further, findings in selected countries suggest that students from rural areas may be less likely to return to their home country. Third, population trends show that an increasing percentage of the rural populations are moving to urban areas. Given these circumstances, it is recommended that CASS revise the rural target goal downward.***

Although the CASS goal for rural recruitment is 80%, current rural recruitment stands at 69%. CASS follows USAID criteria for determining rural vs. urban. It is important to note that the Aguirre Evaluation is based on a different criteria for determining geographic areas of rural vs. urban. CASS maintains strong

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[1] Reference letters from USAID Honduras and Costa Rica.

support networks for recruitment in rural areas. CASS recognizes the difficulties of recruiting in certain rural areas due to low educational standards and resources.

Based on GU/USAID criteria for rural vs. urban, overall returnee rate for rural participants is 92%; returnee rate for urban participants is 97%. Although CASS offers training in fields suited to rural areas, alumni often find increased educational and employment opportunities in urban areas. Notwithstanding, the CASS 1993 Employment Survey indicates that 78% of our alumni participate in development activities in their communities. The majority of CASS alumni are the main source of financial support for their families.

- ***CASS/GU and the CASS Country Coordinators may wish to review the selection process with respect to assessing academic skills to ensure that the students selected are sufficiently prepared to pursue university level work.***

CASS provides post-secondary vocational technical training for employment, not university level academic education. We target disadvantaged candidates emphasizing leadership, community service and commitment to their country. All students meet established academic criteria: high school graduates with above average grades. While 90% of participants completed degree requirements, only 4% have been terminated for academic reasons.

- ***Closer coordination among Country Coordinators, the USAID Missions, and others knowledgeable about the country's labor force will facilitate the future selection of the fields of study most critical for meeting the development needs of the country.***

- ***The program would benefit from a more systematic approach to the needs assessment process. GU/CASS should consider developing more explicit guidance for carrying out the country needs assessment process.***

- ***USAID Mission personnel would like to be more actively involved in the needs assessment process to reflect USAID Strategic Objective priorities in the annual selection of fields of study. USAID Missions have invested considerable resources to determine the needs o the country, resources which can enrich the needs assessment process for the CASS program.***

CASS fully recognizes the importance of relating training objectives to USAID Mission Strategic Objectives as well as country and regional development needs. CASS always conducts an in-depth, systematic field of study assessment involving feedback from key Support Network representatives, USAID staff as well as bilateral and multilateral development agencies based in Washington, D.C. [2] **Although CASS makes every effort, it is important to remember that fields of study are selected on a regional rather than country-specific basis.**

In 1991, CASS discontinued Fashion Merchandising as a field based on low career enhancement indicators. The RDOC Mission expressed dissatisfaction with CASS plans for hearing impaired scholarships, although they identified computer science as a priority. CASS points out that the hearing impaired participants studied Computer Science/Desktop Publishing and Computer Science/Business Applications. The hearing impaired group clearly represents a socio-economically disadvantaged target population.

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[2] Refer to CASS Overseas Operations *Field of Study Survey*.

CASS Country Coordinators have requested meetings with USAID Mission directors and other senior level officers to determine how fields of study and CASS training objectives relate to overall USAID strategic objectives.

- ***CASS/GU should include an updated experiential module in predeparture training on U.S. family structure to prepare students more fully for the homestay program which they will encounter in the United States.***

CASS provides selected participants with information on host families through a variety of ways. In Orientation I, selected participants receive written information in *Your CASS Guide*. In Orientation II students receive more written information, letters from host families, complete host family questionnaires, and actively participate in skits and role plays processing the host family experience.

CASS recognizes that students from traditional rural societies have difficulty in relating in-country acquired information to their actual U.S. experience. CASS recommends that additional materials such as videos on host families be used.

- ***Detailed information on the courses comprising the curriculum for each field of study should be prepared for students during the orientation program. This same information on the fields can be used for new applicants during the next recruitment cycle. If new fields of study are added, the same information should be made available during their recruitment phase.***

Students and Country Coordinators are provided with Field of Study information at three times: (1) Recruitment: students receive a general field of study description; (2) Orientation: each student receives a detailed curriculum and course descriptions from their training institution; and (3) Reentry: students and Country Coordinators receive credential files including curricula, course descriptions and transcripts. In addition, students investigate their field of study in-country through industry visits and homework assignments during Orientation II.

- ***CASS/GU and the USAID Missions should cooperatively promote the tracking of CASS returnees and their activities as a means of further understanding their development as change agents. Further, this would promote an understanding of the nature and direction of development impacts arising from the maturation of returnees in their occupational roles.***

CASS conducts an annual alumni survey measuring employment, community service, continuing education and application of field of study skills. Georgetown provides this information to USAID Missions and USAID Washington.

- ***It is recommended that CASS/GU expand contacts between USAID Missions at the program level. The results of this communication should factor into future decisions on the selection of fields of study in individual countries and on the introduction of new fields to the Program. The Missions's Strategic Objectives, and how CASS training can most effectively contribute to them, should underlie this process.***

CASS fully recognizes the importance of relating training objectives to USAID Mission Strategic Objectives. CASS Country Coordinators have requested meetings [3] with USAID Mission directors and other senior level officers to determine how fields of study and CASS training objectives relate to overall USAID Strategic

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[3] Reference 1994 CASS/USAID Mission meeting reports on Strategic Objectives.

Objectives. Georgetown consults with both USAID Washington and specific USAID Missions before incorporating new fields of study. Since 1989, CASS has made a concerted and continuous effort to have a meaningful dialogue with USAID.

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AGUIRRE INTERNATIONAL MEMORANDUM

January 11, 1995

To: Julio Giulietti, S.J., Director, Center for Intercultural Education and Development

From: Allan Broehl, Project Director, CLASP-II Monitoring and Evaluation Project

Re: CIED review of the Aguirre International CASS evaluation

Thank you for your careful and detailed review of the draft of *Training Impact and Development: An Evaluation of the Impact of the Cooperative Associations of States for Scholarships Program*. We appreciate the time and attention which you and your staff have given the draft.

Your response is divided into four parts, which we will comment on individually.

I. Corrections to Findings and Recommendations in the Executive Summary.

We propose that almost all of your Section I be included as an appendix to the report. We accept two of your points, which will therefore no longer need to be included in the appendix (see the discussion below). We are pleased to make the following additions or emendations to the report text with respect to the points below:

- *Internships* (p. 2). We state clearly in our revised text that CASS/GU *policy* is that all Trainees should receive an internship and mention some of the conditions by which Trainees may not receive them.

- *Host family experience* (p. 2). We have reviewed the Exit Questionnaires to determine the fiscal year of entry into the program of those who said they did not have a host family experience. Thirty-two of 126 FY '91 Trainees said they did not. Exit Questionnaire data collected in FY '94 (which we would normally expect to reflect, in the CASS case, students who entered the program in FY '92) is incomplete while we await some final inputs from the USAID Missions. However, 10 of 208 CASS Exit Questionnaires *collected* in FY '94 (we will be able to identify fiscal year of entry into the program in a few weeks) said they did not have a home stay experience. The question was not specifically asked on U.S. Campus Survey carried out for the study. We will state that CASS/GU policy has been, for the past four years, that all Trainees should have a host family experience.

- *Leadership training* (p. 2). We believe that two issues are confused here in your response. In the first place, you noted that the report fails to mention the "Experience America Workbook" and accompanying manual. This oversight has been corrected in the revised report. Those materials were reviewed, and the evaluators conclude that they provide an excellent base for ensuring a broader experience of U.S. culture and institutions. However, the point discussed in the text's conclusion and recommendation relates to leadership training, not the broader Experience America programming. The report recommends that specific leadership skills training, included in many of the community college programs, should, if possible, form a part

of all CASS training. While recognizing that CASS is aimed at skills training of disadvantaged students, we believe that it is CASS's and USAID's intention that the program reinforce overall development efforts beyond the individual advancement of Trainees. We therefore reiterate our conclusion of the importance of including at least one tailored course in international development issues in the programs of CASS Trainees to provide them a broader context for effective citizen participation in development in their home countries.

- *Support networks in rural areas* (p. 4): The discussion in the report here referred to the issue of rural-urban migration. The evaluators were addressing the question of possible ways to strengthen rural returnees' social networks. The purpose was to suggest some mechanism by which Trainees would be more likely to remain in those rural areas, rather than migrate to jobs in the cities.

Two issues were inadvertently combined in the recommendation appearing in the report, the nature of the support networks and the issue of rural-urban migration. The statement that ***support networks in such areas [i.e., rural areas] should be extended beyond contacts with the Ministry of Education and school principals*** was inappropriately generalized from the Dominican Republic, where it is an accurate portrayal of the situation. In the two best cases of support network development, Honduras and El Salvador, it is clear that the Country Coordinators have built strong institutional bases. We recognize that the generalization appearing in the text is incorrect.

The larger issue in the discussion, however, is whether the support networks are an appropriate mechanism for attempting to bolster the situation of Trainees who remain in rural areas, which was the thrust of our recommendation. Upon further reflection, we believe that the function of the support networks should not be expanded to include this broader Follow-on support for Trainees. We understand the networks to be primarily oriented to the recruitment and selection process. An extension of their activities to Follow-on would likely be an unfair burden for the network, especially with no real evidence beforehand that it would be effective. CASS returnees make a rational economic decision to pursue employment opportunities wherever they exist, and, for many, this will take them to the cities. We therefore will remove the discussion and recommendation relating to support networks in rural areas from the report, and we will delete your discussion of this from the appendix. Our suggestions related to rural and urban recruitment were addressed in the recommendation previous to this one.

- *Course description issues* (p. 6). The evaluators are aware that materials about the curricula of the fields of study are distributed to candidates for scholarships and to CASS students before they depart for the United States. The text has been amended to clarify that. However, both students and Country Coordinators stated that the information is often not sufficiently detailed for them to have a complete picture of the program. The Country Coordinators, in particular, want more information about the academic requirements for fields of study, especially when a new field is being introduced. For example, it was noted that it would be important for candidates to know that the ecotourism curriculum at Hocking Technical College requires a strong background in science.

- *Returnees' links to USAID through Follow-on and alumni associations* (p. 6). The wording of this recommendation obscured its intention. We rephrase the recommendation as follows:

Follow-on should be designed to promote active, development-oriented activities. In those countries where viable CASS organizations exist, Trainees should be encouraged to work to increase ties with USAID Missions. Efforts should be made in all countries to strengthen the potential for CASS Trainees to be involved in the country development activities of USAID.

The recommendation was not primarily oriented to a discussion of alumni associations. However, the achievements of the Belize effort will be incorporated into the discussion of alumni associations in the text. Since your discussion refers to that case, we will delete these comments from the CASS response in the appendix.

II. Corrections to the Text

In general, most of the CASS response points are acceptable without comment. College names were taken from a list provided by CIED in January, 1994; the indicated corrections will be made. The numbers on p. 2 are drawn from the official CLASP counts published through June 30, 1994; any discrepancies with the figures reported should be clarified by CIED with those reporting its data. On p. 49 (referring to p. 8 of comments), the sentence which refers to the lower level of alumni association involvement in Costa Rican small project development will be revised to say that it may be "*partially* due to a less active CASS in-country support program." On p. A-55 (p. 9 of your comments), it will be noted that the Country Coordinator has had "some" success in negotiating agreements, pointing out that it has not been possible to arrange agreements with public institutions.

Part III. CASS Recommendations for Aguirre Presentation

A version of Box 2.1 describing some of the differences between CASS and other long-term CLASP Trainees will be incorporated into the Executive Summary.

Part IV. Project Funding. The figures presented in your response will replace those appearing in the draft of the report.

* * * *

If these changes and the inclusion of Part I as an appendix to the text are agreeable with you, we will proceed to issue the final report. Please let us know if you wish to engage in further discussion by Friday January 20. Otherwise, we will provide you with five copies of the final report the following week.

GEORGETOWN UNIVERSITY

Center for Intercultural Education and Development
Office of the Director

January 26, 1995

Mr. Allan Broehl
Aguirre International
1735 North Lynn Street, Suite 1000
Rosslyn, VA 22209-2018

Dear Allan:

Thank you for taking the time to respond to our review of the draft of *Training Impact and Development: An Evaluation of the Impact of the Cooperative Association of States for Scholarships Program.* We have reviewed your remarks and have some additional thoughts and observations to share with you.

Host Family Experience:

As Aguirre International stated in your memo dated January 11, 1995, CASS policy requires a host family experience. This is conveyed to the participating colleges by subagreement and requires that all participants be housed with a host family for the first six months, and preferably for the first full academic year.

Other than the exit questionnaires cited by Aguirre, we have no evidence to suggest that CASS colleges are not in compliance with this requirement. It is possible that some students may regard placement in a single parent, or single individual setting, which can and does happen on occasion, as falling outside of their definition or understanding of a "host family" experience. It is also possible, although unlikely, that some students actually slip through the cracks. The number of such cases is minimal and CASS will address the findings as plausible and seek solutions to the problem.

Leadership Training:

CASS is essentially a vocational training program which incorporates leadership activities into the program. We feel that a course in "international development" does not address leadership training. We are open to the idea of pursuing a course in leadership where the curriculum and faculty would allow it. We need to bear in mind that schedules of students are very tight and any additional course could mean cutting an existing course.

Box 579400 Washington DC 20057-9400
202-298-0221 Fax: 202-338-0608

Support Networks in Rural Areas:

The issue was raised that the Support Network in the Dominican Republic should be extended beyond the Ministry of Education in the Dominican Republic. Although Ministry
of Education representatives constitute a large part of the DR Support Network, this network also includes representatives from diverse organizations such as: PRONATURA, four community priests, the Associación de Desarollo Salcedo, Peace Corps, the Chamber of Commerce and others.

Course Description Information:

As we mentioned in our initial response, CASS/GU provides detailed and ample course descriptions to both new students and Country Coordinators. Before departure, these materials include academic program descriptions for recruitment, welcome packet course syllabi, and detailed course descriptions. Upon completion of the program, GU sends students and Coordinators academic transcripts, Capability Statements and final course descriptions.

Additionally, CASS/OV staff provide detailed feedback to CASS Country Coordinators on new fields such as Special Education, Quality Control and Shrimp Fisheries Management. We feel that it is important to note that all CASS academic training is based on general ability rather than specific academic requirements in order not to exclude rural, economically disadvantaged candidates.

I hope that these comments provide additional clarity on points raised in your recent correspondence. Please do not hesitate to call if there is any additional information you may need in finalizing the Aguirre assessment of CASS.

All the best,

Julio

Julio Giulietti, S.J.

JG/pls
cc: Chantal Santelices

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January 26, 1995

Father Julio Giulietti, S.J.
Director
Center for International Education
and Development
Georgetown University
Box 57900
Washington, D.C. 20057-0608

Dear Julio:

Thank you very much for your letter of January 26, 1995. We appreciate your additional thoughts and observations on our draft of *Training Impact and Development: An Evaluation of the Impact of the Cooperative Association of States for Scholarships Program.* These thoughts and observations will be added to the Appendix of the Final Report containing your earlier comments as outlined in our Memo dated January 11, 1995.

We are now in the process of printing the Final Report. Upon completion, ten copies will be sent to you. I want to thank you and your staff for your assistance in supporting this activity and in reviewing the final results.

Sincerely,

Allan Broehl
Project Director
CLASP-II Monitoring and
Evaluation Contract

APPENDIX SEVEN

QUESTIONNAIRE FOR CASS STUDENTS IN THE UNITED STATES

COOPERATIVE ASSOCIATION OF STATES FOR SCHOLARSHIPS "CASS"

U. S. Agency for International Development

QUESTIONNAIRE FOR CASS STUDENTS IN THE UNITED STATES

Dear Trainee:

Aguirre International, under contract to the United States Agency for International Development (A.I.D.) and the Georgetown University CASS program, is currently collecting information about your scholarship program. This information will help A.I.D. with worldwide training responsibilities, and Georgetown University to learn more about how effectively the CASS program is working and how it might be improved. We would appreciate your cooperation in this effort. Only aggregated statistical information will be reported; your name will not be used without your authorization. Please answer each question to the best of your ability.

PLEASE PRINT CLEARLY

First Name:	Middle Name:
Last name:	Second Last Name(if used):

Today's Date: ____/____/____ (Day / Month / Year)

Current Mailing Address in the United States:

_____

_____

_____

Telephone: ( ) _____

1. Country of Origin: _____
2. Sex: ☐ Male (1) ☐ Female (2)
3. Field of Study: _____
4. When did your U.S. scholarship begin? ____/____/____ (Day / Month / Year)
5. When do you expect to finish your scholarship? ____/____/____ (Day / Month / Year)
6. Check the kind of housing you are using here:

   ☐ Dormitory (1) ☐ Off-Campus Rental (2) ☐ Host Family (3)

USE ONLY

Date Rec'd

Data Entry

Coder

Log Number

ID Number

PIO/P Number

Project-Program

1. ___ ___
2. ___ ___
3. ___ ___ ___
4. _____
5. _____
6. ___ ___

7. I am a ☐ first-year (1) ☐ second-year (2) student.

8. What has been most important for you during your U.S. campus experience? Rank the following reasons from 1 through 5. The most important is '1,' the least important is '5'.

_____ a. To have an interesting learning experience

_____ b. To prepare me for my career

_____ c. To develop my leadership abilities

_____ d. To learn English

_____ e. To develop friendships and other social relationships with U.S. citizens

9. a. Please explain why the objective you ranked as '1' in question 8 is *most* important to you?

_____

_____

_____

b. Please explain why the objective you ranked as '5' in question 8 is *least* important to you?

_____

_____

_____

c. What other things in your campus experience have been important to you?

_____

_____

_____

10. How would you characterize your studies?

☐ Very difficult (1)

☐ Difficult (2)

☐ Just right (3)

☐ Easy (4)

☐ Very Easy (5)

7. ___ ___

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

9.
a. ___ ___
___ ___
___ ___
___

b. ___ ___
___ ___
___ ___
___

c. ___ ___
___ ___
___ ___
___ ___

10. ___ ___

11. a. Are you experiencing any problems with your studies at this time?

☐ Yes (1) ☐ No (2)

b. If *yes*, please describe:

_____

_____

_____

12. a. Have you had any difficulties in communicating in English?

☐ Yes (1) ☐ No (2) ☐ No, English is my native language (3)

b. If *yes*, please describe:

_____

_____

_____

13. **How well are you doing in your life?** Below is a scale that represents a ladder. Think of the ladder as a scale that represents how well you are doing in your life in general. The bottom of the ladder is zero (0) which means "life is expremely bad." The top of the ladder is ten (10) which means "life is extremely good." Circle the number from 0 to 10 that indicates how *you* felt about your position in life at that point in time.

Five Years Ago (a)	After Receiving Your Scholarship (b)	Today (c)	Just After You Return Home (d)	Five Years From Now (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

14. a. Why did you circle the number you did for the question "five years ago?"

_____

_____

_____

b. Why did you circle the number you did for the question "just after receiving your scholarship?"

_____

_____

_____

11.
a. ___ ___
b. ___ ___
___ ___
___ ___
___

12.
a. ___ ___
b. ___ ___
___ ___
___ ___
___

13.
a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___

14.
a. ___ ___
___ ___
___ ___
___
b. ___ ___
___ ___
___ ___
___

14. c. Why did you circle the number you did for the question "today?"

_____

_____

_____

d. Why did you circle the number you did for the question "when you return home?"

_____

_____

_____

e. Why did you circle the number you did for the question "five years from now?"

_____

_____

_____

15. How has the opportunity to study in the U.S. affected you? Check the box that best reflects your opinion for each question below.

My studies in the U.S. have increased my:	Strongly Agree (1)	Agree (2)	Neutral (3)	Disagree (4)	Strongly Disagree (5)
a. Self -esteem	☐	☐	☐	☐	☐
b. Self-reliance	☐	☐	☐	☐	☐
c. Ability to communicate with others	☐	☐	☐	☐	☐
d. Ability to get along with others	☐	☐	☐	☐	☐
e. Ability to tolerate change	☐	☐	☐	☐	☐
f. Willingness to take risks	☐	☐	☐	☐	☐
g. Ability to speak in public	☐	☐	☐	☐	☐
h. Willingness to try new things	☐	☐	☐	☐	☐

16. a. During the course of your studies, have you learned about the economic system of the U.S.?

☐ Yes (1) ☐ No (2)

b. If yes, what have you learned that could be useful to you in your future career back home? (Please use the back of this page if more space is needed to respond).

_____

_____

_____

USE ONLY

14. c. ___ ___ - ___ ___ - ___ ___ - ___

d. ___ ___ - ___ ___ - ___ ___ - ___

e. ___ ___ - ___ ___ - ___ ___ - ___

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

16. a. ___ ___ b. ___ ___ - ___ ___ - ___ ___ - ___

17. a. Were you employed during the year before receiving your scholarship to come to the U.S.?

☐ Yes (1) ☐ No (2)

b. If *yes*, what was your job? _____

c. If *no*, what were you doing during the year before you received your scholarship?

_____

_____

_____

18. If you had not been selected for this program, what would you be doing now at home?

_____

_____

_____

19. How do you think the opportunity to study in the United States will affect your future employment opportunities? Please check the box that best reflects your opinion regarding your future employment.

My studies in the U.S. will allow me to:	Strongly Agree (1)	Agree (2)	Neutral (3)	Disagree (4)	Strongly Disagree (5)
a. Find a good job	☐	☐	☐	☐	☐
b. Find a job in my field of study	☐	☐	☐	☐	☐
c. Earn more money	☐	☐	☐	☐	☐
d. Be more productive	☐	☐	☐	☐	☐
e. Have better job skills	☐	☐	☐	☐	☐
f. Get a job with a U.S. company	☐	☐	☐	☐	☐
g. Write a good resume	☐	☐	☐	☐	☐
h. Earn a promotion	☐	☐	☐	☐	☐

20. Who do you spend most of your time with after classes? Rank the following with '1' being "most time" and '5' being "least time."

_____ a. Other students in the CASS scholarship program

_____ b. Other international students, not CASS students

_____ c. Other students from my home country

_____ d. A host family

_____ e. Other U.S. students

17. a. ___ ___
b. ___ ___
c. ___ ___
___ ___
___ ___
___

18. ___ ___
___ ___
___ ___
___

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

20. a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___

21. We are interested in how frequently you participate in campus and community activities. Circle the number that most accurately reflects your opinion.

	Never (1)	Occasionally (2)	Frequently (3)
a. Visit a U.S. family other than host family	☐	☐	☐
b. Meet with local community leaders	☐	☐	☐
c. Interact with private business sector	☐	☐	☐
d. Observe/participate in community meetings/events	☐	☐	☐
e. Attend cultural events	☐	☐	☐
f. Attend church	☐	☐	☐
g. Participate in recreational activities	☐	☐	☐
h. Travel within the U.S.	☐	☐	☐
i. Participate in campus activities	☐	☐	☐

22. a. Do you think you will be more active as a volunteer in community and campus activities when you return home?

☐ Yes (1) ☐ No (2)

b. If *yes*, what current activities do you think will make you more active back home?

_____

_____

_____

23. a. During the course of your training, have you learned about the U.S. political system or any of its democratic institutions?

☐ Yes (1) ☐ No (2)

b. If yes, what have you learned that could be useful to you in a leadership role back home?

_____

_____

_____

THANK YOU FOR YOUR COOPERATION

21.
a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___
f. ___ ___
g. ___ ___
h. ___ ___
i. ___ ___

22.
a. ___ ___
b. ___ ___ ___
___ ___ ___
___ ___ ___
___

23.
a. ___ ___
b. ___ ___ ___
___ ___ ___
___ ___ ___
___

APPENDIX EIGHT

CASS RETURNEE QUESTIONNAIRE

CARIBBEAN AND LATIN AMERICAN SCHOLARSHIP PROGRAM

CASS

RETURNEE QUESTIONNAIRE

U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

LABEL

PLEASE PRINT CLEARLY

First Name:	Middle Name:
Last Name:	Second Last Name (if used):

Today's Date: ____/____/____ (Day / Month/ Year)

Return Date : ____/____/____ (Day / Month/ Year)

1. Country of origin: _____

2. What did you study in the United States? **(Indicate your area of study)**.

_____

3. Why did you decide to study in this area?

_____

PREDEPARTURE ORIENTATION

4. Before leaving for the U.S., did you receive an orientation in your country that explained your training program?

☐ Yes (01) ☐ No (02) ☐ I don't remember (03)

5. How many days did your orientation last ? _____

Date Rec

Data Ent

Coder

Log Numb

ID Numb

PIO/P Num

Project-Prog

1. ___ ___

2. ___ ___

3. ___ ___

4. ___ ___

5. ___ ___

6. Indicate which of the following areas were included in your orientation.

	Not included (01)	Not very useful (02)	Useful (03)	Somewhat useful (04)	Very useful (05)
a. Information on program objectives	☐	☐	☐	☐	☐
b. Program content	☐	☐	☐	☐	☐
c. Program activities	☐	☐	☐	☐	☐
d. Follow-on program	☐	☐	☐	☐	☐
e. Application of training to work	☐	☐	☐	☐	☐
f. USAID policies/regulations	☐	☐	☐	☐	☐
g. Benefits of a multicultural experience	☐	☐	☐	☐	☐
h. Application to reality in country	☐	☐	☐	☐	☐

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

7. As a result of your predeparture orientation, how prepared did you feel for your training program in the United States? **(Check the box that best represents your opinion).**

☐ Unprepared (01) ☐ Prepared (03)
☐ Somewhat prepared (02) ☐ Very prepared (04)

7. ___ ___

TRAINING PROGRAM IN THE UNITED STATES

8. What has been most important for you during your studies in the U.S.? **(Rank, in order of importance, the following objectives. The most important objective would be "1," and the least important would be "5").**

_____ a. To have an interesting learning experience
_____ b. To prepare me for my career
_____ c. To develop my leadership abilities
_____ d. To learn English
_____ e. To develop friendships and other social relationships with U.S. citizens

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

9. a. How would you compare the training you received with what you expected? **(Mark only one box).**

☐ Worse than expected (01) ☐ Better than expected (03)
☐ Same as expected (02)

9. a. ___ ___

b. If your training was **worse** than expected, please explain why.

_____
_____
_____

b. ___ ___ . ___ ___ . ___ ___ .

c. If your training was **better** than expected, please explain why.

_____
_____
_____

c. ___ ___ . ___ ___ . ___ ___ .

10. While in the U.S., how frequently did you participate in university and community activities? **(Mark the box that best reflects your opinion).**

	Never (1)	Occasionally (2)	Frequently (3)
a. Visit a U.S. family	☐	☐	☐
b. Meet local community leaders and members of local government	☐	☐	☐
c. Interact with private business sector	☐	☐	☐
d. Observe or participate in community activities	☐	☐	☐
e. Attend cultural events	☐	☐	☐
f. Attend church	☐	☐	☐
g. Participate in recreational activities	☐	☐	☐
h. Travel within the U.S.	☐	☐	☐
i. Participate in university activities	☐	☐	☐

10.
a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___
f. ___ ___
g. ___ ___
h. ___ ___
i. ___ ___

UNDERSTANDING OF THE U.S.

11. As a result of your participation in the program, how much has your understanding of life in the U.S. increased in the following areas? **(For each category, please check the corresponding box).**

	None (01)	Very Little (02)	Some (03)	Much (04)	Very Much (05)
a. The U.S. family	☐	☐	☐	☐	☐
b. Role of women	☐	☐	☐	☐	☐
c. The cultural and racial diversity in the U.S.	☐	☐	☐	☐	☐
d. Democratic institutions in the U.S.	☐	☐	☐	☐	☐
e. Process of participation in daily life	☐	☐	☐	☐	☐
f. The free market system in the U.S.	☐	☐	☐	☐	☐
g. Volunteerism	☐	☐	☐	☐	☐
h. Leadership styles in the U.S.	☐	☐	☐	☐	☐

11.
a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___
f. ___ ___
g. ___ ___
h. ___ ___

12. What did you like most about your U.S. experience?

_____

_____

_____

12. ___ ___
___ ___
___ ___

13. What did you like least about your U.S. experience?

_____

_____

_____

14. **Mark the box that best reflects your opinion for each phrase that follows.**

¿How has the opportunity to study in the U.S. affected you?

My studies in the U.S. have increased my:	Strongly Agree (1)	Agree (2)	Neutral (3)	Disagree (4)	Strongly Disagree (5)
a. Self-esteem	☐	☐	☐	☐	☐
b. Self-reliance	☐	☐	☐	☐	☐
c. Ability to communicate with others	☐	☐	☐	☐	☐
d. Ability to get along with others	☐	☐	☐	☐	☐
e. Ability to tolerate change	☐	☐	☐	☐	☐
f. Willingness to take risks	☐	☐	☐	☐	☐
g. Ability to speak in public	☐	☐	☐	☐	☐
h. Willingness to try new things	☐	☐	☐	☐	☐

15. **"How well are you doing in your life?"**

Below is a scale that represents a ladder. Think of the ladder as a scale that represents how well you are doing in your life in general. The bottom of the ladder is zero (0) and means that "my life is extremely bad." The top of the ladder is ten (10) and means that "my life is very good " Circle the number from 0 to 10 that best indicates how *you* felt about your position in life at that point in time.

Five Years Ago (a)	While studying in the U.S. (b)	When I returned to my country (c)	Today (d)	In Five Years (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

ONLY

13. ___ ___ ___
___ ___ ___
___ ___ ___

14.
a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___
f. ___ ___
g. ___ ___
h. ___ ___

15.
a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___

16. a. Why did you circle the number you did for the question "Five years ago?"

_____

_____

_____

b. Why did you circle the number you did for the question "While studying in the U.S.?"

_____

_____

_____

c. Why did you choose the number you did for the question "When I returned to my country?"

_____

_____

_____

d. Why did you choose the number you did for the question "Today?"

_____

_____

_____

e. Why did you choose the number you did for the question "In Five Years?"

_____

_____

_____

17. a. Do you think your expectations/plans for the future have changed because of your training experience in the U.S.?

☐ Yes (01) ☐ No (02)

b. Please explain why your expectations/plans have changed, or why they have not changed.

_____

_____

_____

16.
a. ___ ___ ___
___ ___ ___
___ ___ ___

b. ___ ___ ___
___ ___ ___
___ ___ ___

c. ___ ___ ___
___ ___ ___
___ ___ ___

d. ___ ___ ___
___ ___ ___
___ ___ ___

e. ___ ___ ___
___ ___ ___
___ ___ ___

17.
a. ___ ___

b. ___ ___ ___
___ ___ ___
___ ___ ___

18. a. How has your life changed as a result of your participation in the CASS program?

- ☐ It has not changed (go to #19) (01)
- ☐ It has changed somewhat (02)
- ☐ It has changed a lot (03)

b. If you answered "yes," how or why has your life changed?

_____

_____

_____

IMPACT EVALUATION

I. EDUCATION

19. a. Since your return from the U.S., have you continued your studies?

- ☐ No (01) (go to #22)
- ☐ Yes, in my country (02)
- ☐ Yes, in another country (03) Where? _____

b. What did you study? _____

20. If the answer is "yes," at what level? **(Mark only the highest level).**

- ☐ Technical/vocational (03)
- ☐ Undergraduate (University) (04)
- ☐ Graduate (University) (05)
- ☐ Doctorate (06)

21. a. Did you have any trouble transferring credits to an institution in your country?

☐ Yes (01) ☐ No (02) ☐ Not applicable (08)

b. If the answer is "yes," what kind of problems did you have?

_____

_____

_____

22. a. Have you participated in any seminars or courses?

☐ Yes (01) ☐ No (02)

b. Where? _____

c. In what field? _____

18. a. ___ ___

b. ___ ___ ___

___ ___ ___

___ ___ ___

19. a. ___ ___

___ ___ ___

b. ___ ___ ___

20. ___ ___

21. a. ___ ___

b. ___ ___ ___

___ ___ ___

___ ___ ___

22. a. ___ ___

b. ___ ___ ___

c. ___ ___ ___

23. Have you shared your experience and the knowledge received during your U.S. training with others? **(Share refers to teach, relate the experience, discuss).**

☐ Yes (01) ☐ No (02) (go to #26)

23. ___ ___

24. a. With how many colleagues or co-workers have you *formally* shared (in seminars, courses, discussions) the content of your U.S. training? **(Please estimate the number).**

_____

24. a. ___ ___ ___

b. With how many colleagues or co-workers have you *informally* shared the content of your U.S. training? **(Please estimate the number).**

_____

b. ___ ___ ___

25. a. With how many other people -- members of the community, friends, family -- have you *formally* shared (in seminars, courses, discussions) the content of your U.S. training? **(Please estimate the number).**

_____

25. a. ___ ___ ___

b. With how many other people -- members of the community, friends, family -- have you *informally* shared the content of your U.S. training? **(Please estimate the number).**

_____

b. ___ ___ ___

c. What has been the most important form of sharing your academic experience with others?

_____

_____

_____

c. ___ ___ ___

___ ___ ___

___ ___ ___

II. EMPLOYMENT

26. Before receiving your scholarship to study in the U.S., did you work in something that generated income?

☐ Yes (01) ☐ No (02)

26. ___ ___

27. What did you do? _____

_____

27. ___ ___ ___

28. a. Do you work now?

☐ Yes (01) **(go to #29)** ☐ No (02)

b. If you are not working in something that generates income, are you currently looking for work?

☐ Yes (01) **(go to #45)** ☐ No (02)

c. Why aren't you looking for work? **(After answering, go to #45).**

☐ I am studying (01)
☐ I am a housewife (02)
☐ I am retired/on a pension (03)
☐ I don't work for another reason (specify) (04):

_____

_____

29. Are you working in the same job you had before the training program?

☐ Yes, the same (01) ☐ No, another (02) ☐ Not applicable (08)

30. a. Did you change jobs/positions for a reason related to your participation in the training program?

☐ Yes (01) ☐ No (02) ☐ Not applicable (08)

b. If the answer is yes, please explain why.

_____

_____

_____

31. How would you compare your present job with the one you had before? **(Mark only one answer.)**

☐ Better (01)
☐ Same as before (02)
☐ Worse (03)
☐ Not applicable (not working before) (08)

32. Do you work in the same area in which you received your training?

☐ Yes (01) ☐ No (02) Why? _____

_____

28. a. ___ ___

b. ___ ___

c. ___ ___

___ ___ ___

29. ___ ___

30. a. ___ ___

b. ___ ___ ___

___ ___ ___

___ ___ ___

31. ___ ___

32. ___ ___

___ ___ ___

33. What do you do now? (describe your work)

_____

_____

_____

34. For whom do you work? **(Check only one response which corresponds to the sector you consider your main employment).**

- ☐ Self-employed (small business, farm, employer with 4 or less employees) (01)
- ☐ **Employer** in the private sector (owner) (agricultural business, factory, or other business with 5 or more employees) (02)
- ☐ **Employee** in private sector (agricultural business, factory, business with 5 or more employees) (03)
- ☐ Employee in a cooperative (04)
- ☐ Private non-profit organization (non-government) (05)
- ☐ Employee of public sector (any government organization) (06)
- ☐ Other, describe (07): _____
- ☐ Autonomous organization (08)

35. How many people work in your company or organization? _____

36. What does the company or organization do?_____

37. What is the name of the company or organization?_____

38. Do you personally have more than one job or source of income?

☐ Yes(01) ☐ No (02)

39. How much of what you learned in your training program have you been able to put into practice in your current job? **(Check the box that best reflects your opinion.)**

- ☐ Nothing (01)
- ☐ A little (02)
- ☐ Some (03)
- ☐ A lot (04)
- ☐ A great deal (05)

40. If you checked **"A lot"** or **"A great deal,"** please describe a specific example of how you are applying your training to your work.

_____

_____

_____

33. ___ ___ ___
___ ___ ___
___ ___ ___

34. ___ ___
___ ___ ___

35. ___ ___ ___

36 ___ ___ ___

37. ___ ___ ___

38. ___ ___

39. ___ ___

40. ___ ___ ___
___ ___ ___
___ ___ ___

41. If you marked "Nothing," "A little," or "Some" in Question # 39, please tell us why. **(Check all that apply).**

____ a. There was no work in my area of training.
____ b. I don't have the authority to put my training into practice.
____ c. I don't have the support of my superiors/supervisors.
____ d. I don't have the support of my colleagues.
____ e. I don't have the necessary equipment/resources.
____ f. My work does not require the skills I learned in my training program.
____ g. The training is not applicable to the reality in my country.
____ h. Other (specify): _____

42. a. Have you been promoted since your return from the U.S. training program?

☐ Yes (01) ☐ No (02) ☐ Not applicable (08)

b. If yes, do you think this promotion was due to the training you received?

☐ Yes (01) ☐ No (02)

43. a. Have your responsibilities at work increased since you returned from your training program?

☐ Yes (01) ☐ No (02)

b. If yes, do you think this is due to the training you received?

☐ Yes (01) ☐ No (02)

44. a. Has your income increased since you returned from the training program?

☐ Yes (01) ☐ No (02)

b. If yes, do you think this is due to the training you received?

☐ Yes (01) ☐ No (02)

III. PARTICIPATION IN COMMUNITY ACTIVITIES

45. Did you participate in volunteer activities (neighborhood/community organizations or projects, church, special groups, political parties, labor organizations, etc.) before participating in the program in the U.S.?

☐ Yes (01) ☐ No (02)

46. Have you participated in volunteer/community activities since your return from the training program in the U.S.?

☐ Yes (01) ☐ No (02)

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

42. a. ___ ___
b. ___ ___

43. a. ___ ___
b. ___ ___

44. a. ___ ___
b. ___ ___

45. ___ ___

46. ___ ___

47. **Check up to three responses, ranking them in order from 1 to 3 in order of importance.**

In what types of community or volunteer activities have you participated in, or do participate in now?

a. Before	b. Now		
_____	_____	(02)	Cultural (arts, acting, dance, etc.)
_____	_____	(03)	Humanitarian (charity, etc.)
_____	_____	(04)	Economic (construction of schools, roads, sanitation facilities, markets)
_____	_____	(05)	Civic/labor (election campaigns, party politics)
_____	_____	(06)	Health (vaccinations, anti-drug campaigns, family planning, etc.)
_____	_____	(07)	Agricultural (anti-pesticide programs, etc.)
_____	_____	(08)	Religious work (charity, community projects, etc.)
_____	_____	(09)	Education (literacy programs, adult education, etc.)
_____	_____	(10)	Other (specify): _____

47.
a.
1 ___ ___
2 ___ ___
3 ___ ___
___ ___
b.
1 ___ ___
2 ___ ___
3 ___ ___
___ ___

48. If you currently participate in volunteer activities, how much of what you learned in your training program have you been able to put into practice in your volunteer or community activities? **(Check the box that best reflects your opinion).**

- ☐ Nothing (01)
- ☐ A little (02)
- ☐ Some (03)
- ☐ A lot (04)
- ☐ A great deal (05)

48. ___ ___

49. If you currently participate in volunteer activities, what role have you played in the community activities in which you have participated since your U.S. training? **(Check all that apply).**

- ____ a. Attending meetings
- ____ b. Helping to plan activities/events/projects
- ____ c. Participating as leader/director/coordinator of events/activities/projects
- ____ d. Training others
- ____ e. Participating as a group representative in activities outside of the community
- ____ f. Assuming formal leadership or administrative roles
- ____ g. Other: _____

49.
a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___
f. ___ ___
g. ___ ___
___ ___

50. If you have worked as an employee or volunteer of a non-governmental organization (NGO), please list its name and address below.

_____

_____

_____

51. Please describe the things you do better as a leader due to your training program.

_____

_____

_____

52. Do you participate in less community activities, the same number, or in more community activities since your training in the U.S.? **(Check only one box)**.

☐ Less (01) ☐ Same number (02) ☐ More (03)

53. To what do you owe the change in your level of participation in these activities?

_____

_____

_____

54. Has your training in the U.S. helped you to be more efficient as a community leader or as a leader in your workplace?

☐ Yes (01) ☐ No (02) ☐ I don't know (03)

55. How do you participate in civic activities or in the political process in your community, district, or country? **(Check all that apply)**.

_____ a. Voting in government elections (presidency, mayoral, representatives, etc.)

_____ b. Voting in non-government elections (company, union, association)

_____ c. Participating in governmental political campaigns

_____ d. Participating in non-governmental campaigns (company, union, association, etc.)

_____ e. Running as a candidate in governmental elections (town council member, mayor, representatives, etc.)

_____ f. Running as a candidate in non-governmental elections (company, unions, associations, etc.)

_____ g. Other, specify: _____

50. ___ ___ ___
___ ___ ___
___ ___ ___

51. ___ ___ ___
___ ___ ___
___ ___ ___

52. ___ ___

53. ___ ___ ___
___ ___ ___
___ ___ ___

54. ___ ___

55.
a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___
f. ___ ___
g. ___ ___
___ ___ ___

FOLLOW-ON PROGRAM

56. **Check all that apply.** In which of the following activities have you participated since returning home?

_____ a. Personal contact with other returnees
_____ b. Reading professional magazines from the U.S.
_____ c. Participation in formal Follow-On program groups or meetings
_____ d. Presentation of projects with other returnees
_____ e. Commercial/business relations with the U.S.
_____ f. Contact with friends in the U.S.
_____ g. Contact with the training institution in the U.S.
_____ h. Visits from friends from the U.S.
_____ i. Collaborating with Peace Corps volunteers
_____ j. None of the above

56. a. ___ ___ b. ___ ___ c. ___ ___ d. ___ ___ e. ___ ___ f. ___ ___ g. ___ ___ h. ___ ___ i. ___ ___ j. ___ ___

57. a. There are several associations of returned scholars trained in the U.S. Are you a member of one/more than one of these associations?

☐ Yes (01) ☐ No (02)

57. a. ___ ___

b. If the answer is yes, please list the associations in which you participate, and the types of activities in which you participate now or have participated in the past.

_____
_____
_____

b. ___ ___ ___ ___ ___ ___ ___ ___ ___

58. What type of programs or activities would be more useful for follow-on to the program?

_____
_____
_____

58. ___ ___ ___ ___ ___ ___ ___ ___ ___

VI. CONCLUSION

59. In general, how would you evaluate your level of satisfaction with your training program in the U.S.? **(Check only one box).**

☐ Very dissatisfied (01)
☐ Dissatisfied (02)
☐ Neutral (03)
☐ Satisfied (04)
☐ Very satisfied (05)

59. ___ ___

60. How would you rate the usefulness of your training program with respect to the following areas? **(For each category, check the box that corresponds).**

	Not useful (01)	A little useful (02)	Useful (03)	Somewhat useful (04)	Very useful (05)
a. To improve my professional abilities (theoretical/intellectual) for work	☐	☐	☐	☐	☐
b. To learn new skills/techniques (manual/practical) for work	☐	☐	☐	☐	☐
c. To prepare for a career	☐	☐	☐	☐	☐
d. To meet U.S. citizens in my field	☐	☐	☐	☐	☐
e. To meet other colleagues from my country in my field	☐	☐	☐	☐	☐
f. To help in volunteer/community work	☐	☐	☐	☐	☐
g. Improve my leadership abilities	☐	☐	☐	☐	☐

60. a. ___ ___
b. ___ ___
c. ___ ___
d. ___ ___
e. ___ ___
f. ___ ___
g. ___ ___

61. How would you improve the program?

_____

_____

_____

61. ___ ___ ___
___ ___ ___
___ ___ ___

62. Would you recommend this program to others? **(Mark only one box).**

☐ Yes (01) ☐ No (02) ☐ I don't know (03)

62. ___ ___

63. Where do you live now?

City: _____

State/Region: _____

63. ___ ___ ___
___ ___ ___

64. a. Do you live in the same neighborhood/community you lived in when you received your scholarship to the U.S.?

☐ Yes (01) ☐ No (02) ☐ Not applicable (08)

64. a. ___ ___

b. If the answer is no, please explain why you moved.

☐ To continue my studies (01)

☐ To get a better job (02)

☐ My company transferred me (03)

☐ To leave my parents' house and be independent (not marry) (04)

☐ To get married (05)

☐ To accompany my husband/family (06)

☐ To move to a better house (07)

b. ___ ___

64. c. If the answer is no, is the move due, in part, to your studies?

☐ Yes (01) ☐ No (02)

d. Where did you live before receiving the scholarship? _____

65. Please indicate your marital status.

☐ Single (01)

☐ Married (02)

☐ Other (specify) (03) : _____

One of the components of this study is to interview the bosses/supervisors of some of the returnees to learn about the impact of the training in their workplaces. (We can only do these interviews with the authorization of the returnees).

66. a. Would you give us permission to interview your supervisor/employer?

☐ Yes (01) ☐ No (02)

b. Please list the name of your supervisor/employer; title; address; and telephone number.

Name: _____

Title: _____

Address: _____

_____

Telephone: _____

64. c. ___ ___

d. ___ ___

65. ___ ___

___ ___ ___

66. ___ ___

THANK YOU FOR YOUR COOPERATION

Aguirre International thanks you for your participation in this endeavor. All of the information that you share with us is strictly confidential. We do not identify returnees by name or position/employment. Only aggregated statistical data will be reported; your name will not be used.