

**GUATEMALA PEACE SCHOLARSHIP PROJECT**

**ANNUAL REPORT**

**YEAR SEVEN**

**October 1, 1996 - September 30, 1997**

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# **GUATEMALA PEACE SCHOLARSHIP PROJECT - ANNUAL REPORT**

**Project Year Seven: October 1, 1996 - September 30, 1997**

## **PREFACE**

Over the years USAID has emphasized training as an essential component of U.S. bilateral development strategies in less developed countries. USAID training, which continues to evolve in scope and focus in response to the re-engineered approaches to determining mission strategic objectives which respond to client's (country's) needs, has for some time been a complement to other forms of assistance - one which is hoped to continue to have impact long after other investments of capital, commodities or technical assistance have been expended. Through the years, USAID has encouraged the use of participant training, which refers to training of selected individuals in the U.S. or third countries, as a strategy for improving the technical, managerial and policy leadership of private and public sector development institutions.

As Human Capacity Development (HCD) becomes the USAID operative term for the development of training programs which are of high technical quality and which attend to strategic objectives and results packages, the importance of quality and efficiency, including cost efficiencies and sustainability of its training programs has become more important than ever. The Guatemala Peace Scholarship Project, (GPSP), 1990-97 originally developed within the CLASP II "family" of training programs, evolved over time to become an integral part of USAID/Guatemala's reengineered approaches to development assistance. Training under the GPSP, became clearly linked USAID's defined strategic objectives. The integration and involvement of stakeholders at all levels of program design and implementation, was an important aspect of the evolution of the GPSP project.

An ability to respond to mission priorities and programs enabled training to be highly focused toward achieving desired results. The efforts included putting into place a strong in-country follow-on training program and viewing participants in the role of change agents or multipliers.

In this context the USAID mission in Guatemala specified its strategic objectives to include the following substantive areas:

- more effective and participatory democratic governance;
- better health for rural women and children;
- sustainable natural resource management and conservation of biodiversity in priority areas;

- increased Guatemalan participation in global markets;
- better educated children in rural areas;
- support for implementation of the Comprehensive Peace Accords.

The Guatemala Peace Scholarship Project played an important role in providing human capacity development in several defined institutional frameworks. This report primarily outlines the details of year 7 but will also review statistical information over the life of the project.

The Guatemala Peace Scholarship Project, a Caribbean and Latin American Scholarship Project, (CLASP II) was initiated on October 1, 1990 to contribute to the USAID goal of promoting broad-based economic and social development in Guatemala. Through U.S. based participant training, and in-country follow-on training programs this project encouraged understanding of free enterprise within a system of democratic pluralism to promote conditions for sustained development. Since its inception, the GPSP has worked closely with local stakeholders to equip leaders from various fields with relevant academic and technical training and with an understanding of the workings of a democratic society.

Since October 1990, the GPSP utilized this training model to meet specialized training needs of participants in the United States. A total of 1,198 Guatemalans received U.S. training which exposed them to innovative solutions to problems, and assisted them in transferring newly-learned skills to their communities and work settings.

Training in the U.S. was offered through schools, colleges, universities and private training institutions that had both technical and participatory training expertise. Programs conducted in the U.S. were designed to provide participants with appropriate technical information and the skills to apply it in their own environments. U.S. training also exposed participants to U.S. counterparts, culture, values and institutions which contributed in a substantial and meaningful way to their understanding and practice of democratic principles.

Training in Guatemala, prior to U.S. training was undertaken in predeparture orientation/training and then more intensively upon return through the follow-on training program. GPSP follow-on training activities served primarily to reinforce technical training and behavioral objectives through a well structured and implemented series of in country reinforcement training workshops, convention activities and through the tracking of participants' progress after completion of U.S. training.

Over the seven years of the project, two years of which included extensions to the original project, GPSP activities, both U.S., and in-country, evolved over time to complement USAID/Guatemala's strategic objective of *promotion of democracy*

***through more effective and participatory democratic governance.*** Other strategic objectives and intermediate results packages were also adhered to.

During Project Year 1, priority areas for training included natural resource management, educational administration, agricultural extension and rural road construction. Activities in Year 2 expanded training in these same areas but also included programs in municipal/leadership development, vegetable production and entrepreneurship. In year 3, training focused on community leadership, extensionism, education and entrepreneurship. Long term academic training was added in manufacturing technology, and maternal and child health management.

In Years 4 and 5, the primary focus of short term training, centered on building sustainable democratic institutions through the strengthening of the electoral process, promotion of wider citizen participation in government, and the advancement of the oral prosecutorial judicial model. This trend toward human capacity/training for Civil Society and Rule of Law/Administration of Justice was further developed in years six and seven, which saw a continuation of U.S. training in the justice sector and in-country training emphasizing the strengthening of the Supreme Electoral Tribunal (TSE).

The original project end-date was September 30, 1995, However, USAID/Guatemala approved two one-year extensions of the GPSP which allowed continuation of project activities for a sixth and seventh year. The willingness of USAID to extend the GPSP for two additional years demonstrates the success to which the Guatemala Peace Scholarship Project was able to adapt and evolve to meet the training needs of Guatemalans in sectors of critical importance for USAID/Guatemala.

This is a report of the Project's seventh year, covering the period October 1, 1996 - September 30, 1997 but which also includes summary and statistical information pertaining to the project since its inception.

**GUATEMALA PEACE SCHOLARSHIP PROJECT  
ANNUAL REPORT & SUMMARY - YEAR SEVEN  
October 1, 1996 - September 30, 1997**

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## **EXECUTIVE SUMMARY - A YEAR IN REVIEW**

Fiscal Year 1997 - the final year of the GPSP, was significant in that human capacity development initiatives critical to USAID strategic objectives continued to support results packages in the Democracy portfolio of USAID/Guatemala's - Office of Democratic Initiatives. With the conclusion of the GPSP on September 30, 1997 an era of large scale institutional contractor - implemented participant training programs funded by USAID/Guatemala came to an end - but not without major successes in meeting USAID mission objectives.

This executive summary will provide a synopsis of the statistical and programmatic components of the GPSP and a review of the FY 1997 program. Summaries of home office and field office activities and discussions of the fulfillment of project mandates and administrative/financial activities are provided on the following pages of this Executive Summary. Expanded discussions of project specific activities follow in Chapters One, Two and Three. Chapter Four focuses on conclusions learned over the course of the seven year project.

In FY 1997, year seven activities focused on a continuation of U.S. training for judicial sector representatives, follow-on training for these judicial sector groups, and in-country training for the employees of the *Tribunal Supremo Electoral*, (TSE). The GPSP also developed a U.S. training program to support USAID/Guatemala's legislative modernization project CEDEL.

Support to mission's Democracy Strategic Objectives through training programs related to intermediate results achieved through the Justice Sector Reform Support Project (JSRSP), constituted the focus of U.S. training activity. Three U.S. training groups were developed complementing technical assistance activity provided by the USAID - JSRSP institutional contractor. Three of the four U.S. training programs developed for FY 1997 were completely new training designs as the GPSP adapted to the changing programmatic/training needs identified during the period.

Justice Sector Training focused on representatives from the State's attorney, the Public Ministry (Ministerio Publico), lawyers in private practice promoting the resolution of dispute through the use of alternative methods, and a small number of judges and court system employees who again participated in U.S. training after a one and a half year hiatus.

A special U.S. training program was also developed to support the USAID/Guatemala delivery order contract in Legislative Modernization. The GPSP was called upon to design and implement a U.S. training program to help develop a network of legislative liaison officers, tasked to help create an environment for establishing more effective

communication and contact between the executive, judicial and legislative branches of government.

Training to strengthen human capacity in the Guatemalan criminal justice system was developed specifically for prosecutors and defense attorneys to enable them to acquire skills in dispute resolution. The Guatemalan criminal procedures code permits resolution of certain criminal cases through non-trial, alternative means. The GPSP was called upon to develop two programs in this area in order to help improve efficiency within the justice sector. These programs related to the USAID strategic objective of encouraging the creation of a criminal justice system which is more responsive to citizens' rights and more accessible to all citizens.

A continuation of in-country training begun during the previous fiscal year was implemented for workers from the Tribunal Supremo Electoral (TSE). This effort further supported USAID's promotion of broader citizen participation through the training of community based civic education promoters. Detailed descriptions of both U.S. and in-country programs carried out in Year 7 follow in Chapters One and Two of this report.

### **Home Office**

In fiscal year 1997, staff supported a total of 96 participants in four short-term subcontracted U.S. training programs and one specially designed eleven week program conducted for two Law faculty participants in Puerto Rico. Chapter One details the content and implementation of training programs conducted in FY 1997.

In addition to program planning and monitoring, the home office staff continued to provide financial, administrative and personal support to the GPSP participants. Home office responsibilities included:

- designing, in consultation with USAID, training programs which adhered to mission strategic objectives and were related to specific results packages;
- contracting and supervising program implementation by training institutions;
- arranging for participant travel and airport receptions;
- implementing U.S. program orientations upon group arrival;
- preparing orientation handbooks;
- arranging for HAC coverage, per diem and allowances in adherence with Handbook 10 regulations;
- coordinating with and monitoring subcontracted training institutions;

- monitoring and evaluating training progress and participant well-being;
- adjusting training plans, as needed to support USAID project goals;
- documenting and reporting to USAID by means of participant data forms, regular monitoring reports, quarterly progress reports and financial reports.

Table 1 (page 15 - 17 in Chapter One) lists all U.S. training programs conducted since the inception of the project. A total of 1,198 participants have received training through the GPSP since it began on October 1, 1990.

### **Field Office**

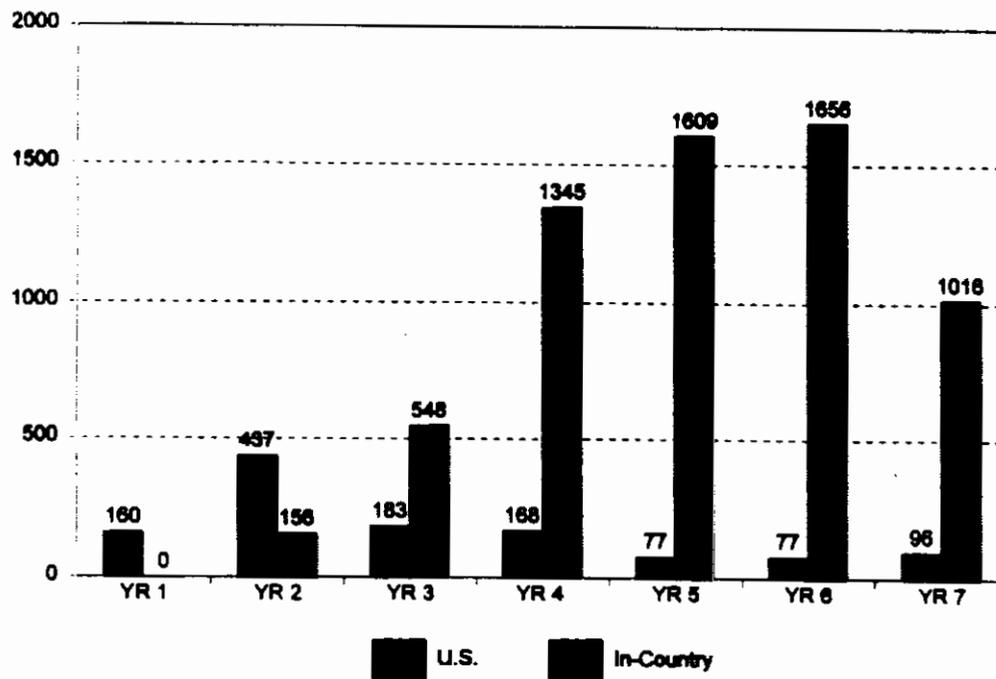
The GPSP field office continued to provide administrative, program development and training functions during FY 1997. Follow-on training, although smaller in scope than in previous years played an important role in supporting returned participants as they put into practice newly-learned skills and behaviors. This year the GPSP follow-on program emphasized in-country follow-on training seminars, in the areas of Civic Education (Strengthening Civil Society) and Administration Of Justice (Rule of Law), and implemented a national justice sector convention. A total of 20 follow-on seminars were conducted during the fiscal year. Four programs supported the judicial sector and 16 were implemented in conjunction with the Supreme Electoral Tribunal. A national convention focused on the Justice Sector was held in June which was attended by 140 persons. Specific follow-on activities in this year are described in more detail in Chapter Two.

In addition to the follow-on training activities, four of the five U.S. training programs developed in FY 1997 were new program designs in which the training objectives, curriculum design, recruitment and selection strategies were created to attend to the changing needs of clients in the Justice and Legislative sectors. Field office activities also included pre-departure orientations and breakfast debriefings held upon each group's return to Guatemala.

A total of 1,016 participants attended in-country activities this fiscal year, many attending more than one event. Graph 1 below illustrates per project year, the number of participants attending GPSP training activities throughout the life of the Project, with a comparison between participant numbers in U.S. training and in-country training. In-country training numbers exceeded projections - even though there were fewer training events conducted than in FY 1996. This was due to some extent on the fact that only three full quarters of program activity were planned and the Justice Sector counterpart, the Ministerio Publico shifted away from a workplan which included an intensive training schedule. A comprehensive worker profile diagnostic was developed by the Ministerio Publico to better determine training needs with in the

institution and to enable the Institution's training unit to redesign its training programs to meet workers actual needs. The GPSP assisted the Ministerio Publico in this effort as GPSP scholars helped to validate the survey of professional work functions during GPSP follow-on training sessions.

**GRAPH 1**  
**PARTICIPANTS ATTENDING**  
**IN-COUNTRY AND U.S. TRAINING**



**NOTE: Figures for U.S. Training reflect new starts**

### Project Guidelines

The GPSP has met and surpassed the USAID guidelines for the involvement of Historically Black Colleges and Universities (HBCUs) and inclusion of women in training programs. The cumulative HBCU placement rate for the life of the GPSP is 14.75% which well exceeds the 10% target. Table 2 (pages 14 - 15 in Chapter One) provides an encapsulation of HBCU placements throughout the life of the Project.

The Project's end-of-project percentage of female participants stood at 43.82%, which exceeds the 40% USAID target established at the beginning of the GPSP. Table 1 indicates the number of women and men trained through the life of the project.

## **Administrative/Financial**

A contract modification negotiated between USAID/Guatemala and Development Associates to fund the GPSP for FY 97 included significant cost reductions - even from FY 1996 levels in home and field office staffing levels. This was done in a effort to adjust staff level of effort in both the home and field and to reflect projected levels of training activity. The training workplan implemented saw one U.S. program conducted during the first quarter of FY 97, one in the second quarter and two programs in the third quarter. Due to project closedown, no activities were scheduled to begin during the fourth quarter of FY 97.

Training activities and expenditures for FY 1997 were decreased from the levels of previous years. The overall participant-month cost in FY 1997 was \$5,401. Just as in past years, Development Associates continued to apply cost containment measures especially in the procurement of U.S. training through competitive open bidding mechanism and in efficient use of project staff.

The contract modification funding GPSP operations for FY 97 totaled \$989,632. Included in this budget were administrative funds to cover the closedown of the GPSP field office and the repatriation of the Chief of Party and dependents.

## **CHAPTER ONE: U.S. Activities**

As in previous years, U.S. program activities during FY 1997 concentrated primarily on the Guatemalan judicial sector, in support of Guatemala's continuing judicial reform process. All planning of training was guided by USAID's commitment to achieving results from these training investments. Thus, the design of training programs, both U.S. and in-country, incorporated the ongoing USAID management priorities toward developing training using the reengineered approach to achieving results. Accordingly, the concepts of change agent, consultation with stakeholders, enhancement of organizational performance and other planning and follow-on strategies which are recognized as part of this entire process were followed.

Four of the five training programs conducted in FY 97 were developed to provide continued support to the Guatemalan Justice Sector. Three of the USAID counterparts in the Justice Sector Reform Support Project, the Ministerio Publico, the San Carlos University Law Faculty and the Guatemalan Supreme Court (OJ) were beneficiaries of U.S. training in FY 97. In addition to the training conducted under the GPSP supporting ongoing USAID technical assistance to counterparts, USAID sought to extend the reach of the Justice Sector Reform Support Project by extending training opportunities to private sector lawyers. The Guatemalan Bar Association (Colegio de Abogados) worked closely with the GPSP providing candidates for the first program conducted during the fiscal year.

As training needs shifted during the course of the year, the GPSP was called upon to help develop the technical skills and abilities of justice sector personnel to better understand and promote the use of provisions within the criminal procedures code facilitating alternative dispute resolutions. Two groups of lawyers including prosecutors and judges in the second, were formed and sent to U.S. training in Albuquerque, New Mexico.

USAID/Guatemala support to the University of San Carlos (USAC) was significant this year. USAC law faculty were beneficiaries of a specially designed eleven week training program at the University of Puerto Rico to study curriculum design. A third USAC faculty member participated in the final justice sector program in alternate dispute resolution. The last GPSP training program included as participants, judges, court system administrative personnel, and judicial trainers. These Justice Sector programs attended to the USAID Mission's strategic objective of more effective democracy by improving the quality of the justice system and by improving the institutional performance of the organizations through measurable results monitored by USAID's Justice Sector Reform Support Project, (JSRSP).

Representatives from these stakeholder/counterpart organizations provided important

input into the design of the new training programs and were given the opportunity to suggest candidates for the U.S. training. The GPSP worked effectively with the JSRSP institutional contractor to identify training needs, develop training proposals and to effectively provide complementary human capacity/training support through U.S. and in-country training activities.

The result of this close working relationship with the JSRSP contractor led directly to the development of three justice sector training programs. Two were oriented toward the concept and practice of Alternate Dispute Resolution and the third resulted in impetus to developing a special training program curriculum development in Puerto Rico.

Table 1 at the end of this chapter (pages 15-17), provides a chronological list of all U.S. training programs conducted by the GPSP, including programs conducted in FY 1997.

## **I. Selection of Training Institutions**

The U.S. training institutions that conducted U.S. training programs were selected based on a rigorous competitive bid process. Development Associates pioneered the development of a Request for Proposal (RFP) procurement process based on training specifications obtained from the USAID Mission. Research was conducted to identify training institutions both capable and interested in providing the training. The RFP was sent to these qualified training institutions, which then responded with proposals. Development Associates' home office convened evaluation panels comprised of three to four in-house staff familiar with training and the specific content of the training. The panel members read and scored each proposal independently based on the RFP and established evaluation criteria. Later they would meet to discuss the submissions. As a result of a review of the finalists and analysis of the costs, the project manager recommended a training program to USAID/Guatemala. Once USAID/Guatemala concurred with the selection, home office staff negotiated a contract with the training institution. From then on, the home office staff were in continual contact with the field office in Guatemala as well as the training institution ensuring that all programmatic and logistical details were in order.

The GPSP utilized the competitive RFP process to procure two of the U.S. training programs implemented this year. Two other contracts were awarded based on a sole-source contracting mechanism which was used to facilitate the implementation of short - term group training programs with U.S. training institutions previously awarded programs through the competitive bid process.

## **II. HBCU Involvement**

The GPSP has met the 10% USAID guidelines for the involvement of Historically Black Colleges and Universities (HBCUs). The cumulative HBCU placement rate for the life of the GPSP is 14.75%. Table 2 (pages 18 - 19) at the end of this chapter provides an encapsulation of HBCU placements throughout the life of the Project. The placement rate is defined as the percentage of time or training months spent at HBCUs as it relates to the total training months. Throughout the life of this project, Development Associates has developed professional relationships with a number of HBCUs and with national associations such as the Partnership for International Development Programs of the United Negro College Fund to ensure that the resources of HBCUs are tapped. Furthermore, working with the Partnership for International Development Program, a number of Hispanic-serving Institutions (HSIs) were identified this year. Although none was awarded a contract this year, several did submit competitive proposals and indicated an interest in continuing to do so.

## **III. Judicial Sector Training Programs**

Four of the five U.S. training programs conducted this year were related to the transformation of the Guatemalan judicial sector. Since 1994 - when the GPSP sent its first group of trainees from the Guatemalan justice sector, USAID funding permitted a total of 12 groups, a total of 238 participants from the Guatemalan judicial sector to receive U.S. training. The programs conducted in FY97 included one program focusing on criminal investigation techniques, two programs in Alternate Dispute Resolution - and a special program in curriculum design for two participants, teaching faculty at the San Carlos University.

The Ministerio Publico continued to be the main institutional beneficiary of FY 97 training. Prosecutors and assistant prosecutors participated in each of the four short-term programs, whereas criminal investigators participated only in the first program. Public Defenders, employees of the Guatemalan Supreme Court who had not participated in U.S. training since FY 96, were again invited to participate as trainees in this program. An effort was made to include private sector attorneys in FY 97 programs. This was accomplished through contact with the Colegio de Abogados (Bar Association) and other activist justice sector entities.

### **A. Summary of Judicial Sector Training**

In 1994, when the GPSP initiated its efforts in the Guatemalan justice sector, as part of USAID's initiative to support the judicial reform process, the GPSP was asked to develop and implement training in the U.S. for personnel from key judicial sector

institutions. The change in the Guatemalan criminal procedures code from a written, inquisitorial system of jurisprudence to an oral, prosecutorial model created change throughout the criminal justice system. This transition began with the passage of landmark legislation, the new Criminal Procedures Code (Decree 51-92) in September 1992, which went into effect in July of 1994. In order to support the implementation of the new Criminal Procedures Code, personnel from key judicial institutions (the Court System, the Prosecutors' Office of the Public Ministry and the Public Defenders Office) were selected for U.S. training in issues relating to the new individual and institutional roles they play in the judicial process.

The International Human Rights Law Institute and law faculty of DePaul University in Chicago, Illinois conducted the very first program in FY 1994 for judges. DePaul University, already experienced in the training of lawyers and judges from Central America, presented a creative and relevant program design for the first program, was later awarded subsequent contracts, and conducted an additional four training programs in FY 1995, as well as one in FY1996 in collaboration with George Washington University in Washington, D.C.

In FY 1996, the GPSP in conjunction with USAID and other justice sector counterparts developed a program for judicial trainers. This program, conducted by CSLA, Inc. in Albuquerque, N.M., was specifically designed to prepare a core of professional Guatemalan trainers capable of providing on-going judicial training in-country. By strengthening the training skills of a cadre of justice sector trainers currently working with the judicial sector institutions this program promoted sustainability. Participants have returned to Guatemala and provide training to legal professionals and students in the Oral Prosecutorial Model.

The theme for the last two training programs of 1996, which were also conducted by CSLA in New Mexico, was criminal investigation. These training programs were designed for Guatemalan Prosecutors and Criminal Investigators working in the Public Ministry. The focus was to improve the Public Ministry's capability to organize and manage criminal investigations using a logical framework in which evidence, appropriately gathered, is used to construct a criminal court case under the terms of the new Criminal Procedures Code. The objectives of the training program also included assisting participants to understand the complementary roles of prosecutors and criminal investigators and how they can work together to prepare cases.

Justice Sector training in FY 1997 continued to evolve and programs were developed to meet the changing training needs within the sector. The first U.S. program conducted in FY 1997 was a continuation of the previous theme, criminal investigation with one principal difference, the participation of private sector attorneys in the training group. Contacts made with the Colegio de Abogados, the Guatemalan Bar

Association were part of USAID/Guatemala's strategy of extending justice sector reform to private sector entities who as stakeholders could take on an important role in fostering change within the Guatemalan justice sector. This program was also conducted with CSLA in New Mexico.

During the first quarter of FY 1997 planning was begun to develop new program themes for U.S. training to be conducted later in the fiscal year. USAID/Guatemala indicated that any program developed needed to be tied directly to the criminal justice sector. In this light the GPSP consulted with the JSRSP contractor and developed a training program around the general topic of dispute resolution. Local entities working in the field on dispute resolution were sought out as possible counterpart/beneficiaries. A training design was developed and approved by USAID and bids were solicited for a program beginning in March, 1997.

With the signing of the comprehensive peace accords with the URNG in December, 1996 - the theme of "reconciliation" through peaceful means became a national priority. Mediation, conciliation, and other topics began to be viewed in a more positive light as a possible means to resolve conflicts which are a significant social reality in Guatemalan society. The focus of the GPSP training program was to provide specific skills in conflict resolution using "alternate methods" as means for seeking peaceful resolution of conflicts. This theme was tied to the criminal justice sector through provisions of the criminal procedure code, which specifically authorize procedures for resolving criminal cases through a variety of means but which have not been sufficiently utilized by prosecutors nor defense attorneys.

Three institutions provided candidates for this program, the Ministerio Publico; a non-governmental organization promoting Alternate Dispute Resolution in Guatemala, the Instituto Guatemalteco de Metodos Alternos de Resolucion de Conflictos. (INGUMASC); and an Indigenous Mayan group (ASIMAM) based in the Mam speaking region in the Western Highlands of Guatemala, which promotes the use of customary law as a means to resolve conflicts.

A competitive bid competition was held to select the training institution and CSLA Inc. was subsequently selected to implement the program. The group departed for New Mexico on March 27 and returned to Albuquerque on April 24, 1997.

The final group trained under the GPSP, a follow-up program in Alternate Dispute Resolution, was sent to CSLA in New Mexico using a sole-source contracting mechanism. The training focus for this group was modified in order to attend to the addition of participants consisting of judges and court administration personnel from the Guatemalan court system.

At the request of USAID, three high ranking officials from the Guatemalan Justice sector, two Supreme Court Justices and the Attorney General were invited to make a three-day invitational travel visit to the training group in New Mexico. Their visit to New Mexico coincided with the JSRSP Chief of Party's home leave. As a native of New Mexico, he was able to organize a series of observational visits for the three dignitaries. The two members of the Guatemala Supreme Court visited their counterparts at the New Mexico Supreme Court in Santa Fe and also observed modern docket management systems and the system of the court clerk used in the United States. The Attorney General had a programmed visit with the metropolitan Albuquerque District Attorney's office in order to learn about modern criminal case management operations. The dignitaries had ample time to meet with training group, were able to personally interact with the training group, and observed the participatory nature of the training program.

#### **IV. U.S. Training Implementation FY 1997**

##### **1. Training in Criminal Investigation for Prosecutors and Criminal Investigators**

A total of 24 participants were trained in criminal investigation techniques through the third of a series of training programs in this theme conducted by CSLA, Inc. in Albuquerque, New Mexico. The participant profile of this final group included prosecutors, assistant prosecutors and criminal investigators from central (Guatemala City) and regional offices of the Ministerio Publico throughout the country. Participants also included private sector attorneys selected in conjunction with the Guatemalan Bar Association (Colegio de Abogados) The purpose of both programs was to provide these judicial professionals with a better understanding of the management of the investigative process and of techniques for collecting, managing and presenting evidence. The importance of the coordination of efforts between different professionals and different divisions of the Public Ministry was emphasized in both programs. Participants were exposed to numerous community programs in which attorney general offices, police departments and other law enforcement agencies work together for a single purpose.

This final program included an opportunity for participants to be paired with a U.S. counterpart for one day. For this day, participants experienced the daily routine of their counterpart and interacted face-to-face, allowing them to focus on specific areas of interests. An integral part of these programs was a crime scene investigation and trial simulation. The trial provided a synthesis of all the topics and objectives of the program. This exercise, which lasted 4-5 days, gave participants a chance to put into practice their newly learned skills and to be critiqued on their performance. For this entire exercise from crime scene

analysis to trial preparation and presentation, Guatemalan laws and procedures were followed.

2. **Training in Alternate Dispute Resolution Criminal Justice - CSLA, New Mexico**

The focus of the Dispute Resolution training programs involved training to enable participants to gain basic understanding as to the benefits of establishing procedures to facilitate the resolution of conflicts including fundamentals of conflict theory, basic ADR methodologies, and to practice mediation and other forms of conflict resolution.

Participants attention was directed to ADR mechanisms within the criminal justice system in order to grasp the importance of efficiently dealing with criminal cases in which ADR mechanisms can be used to resolve criminal issues to help reduce backlogs of low social impact cases.

3. **Training in Curriculum Development for Guatemalan Law Professors - University of Puerto Rico**

On-going discussions during the year between the GPSP and the JSRSP Institutional contractor highlighted the need to assist USAID's justice sector counterpart the University of San Carlos (USAC) to improve its criminal law curriculum. A series of meetings were held to determine specific instructional issues that could be addressed through a specialized training program at a U.S. law school for criminal law faculty in curriculum development.

The Chief of Party of the JSRSP who had knowledge of the legal system in Puerto Rico (UPR) and established professional contacts at the University of Puerto Rico, suggested that the dean of the Law school be contacted regarding the possibility of UPR developing a training program for USAC criminal law faculty. Technical inputs were gathered by the GPSP field office and sent to the U.S. office who proceeded to develop a training request focusing on the issue of evidence, rules of evidence and teaching methodologies to develop a practical understanding of the role and function of physical evidence in criminal law and procedure.

The University of Puerto Rico was contacted and responded by developing a proposal containing a curriculum design and budget for the participation of up to four USAC law faculty. The GPSP home office developed a contract with UPR and worked out the details of participants lodging and logistics while the field office worked with USAC to nominate candidates.

USAC was invited to propose candidates for up to four U.S. training slots but this proved difficult because most USAC faculty are adjunct and hold other jobs in addition to their university teaching duties. This delayed the final selection of participants and in the end only two USAC faculty were selected to participate in the program.

Participants spent a total of 11 weeks in Puerto Rico, engaged in a variety of training venues and academic activities which included auditing a course in criminal procedure, participation in the moot court simulation, and specially designed tutorials. Both participants developed individual research projects on curriculum design which included a plan to introduce evidence into the criminal procedures course in the law curriculum in Guatemala.

#### 4. Training for Legislative Liaison Officers - Pima Community College, Arizona

The GPSP, working with inputs from the director of the CEDEL (Centro de Desarrollo Legislativo) project, (the USAID supported program for Legislative Strengthening) developed a U.S. training program whose objective was to introduce the concept of legislative liaison and public affairs officers and to provide training to develop skills to enable participants to create a network of legislative liaison offices in the government of Guatemala. Recruitment and selection activity identified key personnel in the three branches of government, the executive, judicial and legislative, as candidates for the training program and to develop personnel to serve as future legislative liaison and public affairs officers.

Interviews were conducted during the month of April and a final group of 26 persons representing 20 different public sector agencies in the three branches of government was formed. Participants departed for training in Tucson, Arizona on June 11, 1997.

#### 5. Leadership Training

The four short term groups formed all received specialized components in leadership training, which utilized participatory exercises and simulations to emphasize teamwork and appropriate methods of communication. Sessions were also presented on the characteristics of effective leaders and the individual attributes that contribute to the formation of leaders. Participants had opportunities to analyze their own leadership styles and practice leadership skills through daily sessions which they themselves organized around discussions and presentations on the relevancy of the training experience to their personal and professional situations.

## **V. Conclusion**

The total number of justice sector professionals trained under the GPSP since 1994, reached 238, with 70 participants trained in the final year. Representing a broad spectrum of the Guatemalan criminal justice system, these participants came from offices in all parts of the country. These judicial sector participants came from offices throughout the country. Training programs were designed to advance outcomes related to two intermediate results packages under the strategic objective of "more effective and participatory democracy". These two results packages are, "more responsive criminal justice system" and "fewer human rights violations". The intensive training provided to this large number of judicial professionals, the close coordination with the institutional counterparts, the JSRSP contractor and a shared commitment to the outcomes all contributed to meeting this objective.

The training program formed to support the USAID Legislative Modernization program was helpful in "jumpstarting" the operationalization of a network of legislative liaison officers in Guatemala. Participants were able to gain a clear understanding of the role and function of legislative liaison officers, the critical role that they play in facilitating communication between the three branches of government, and also to the constituents and electorate to whom they must respond.

TABLE I

U.S. TRAINING PROGRAMS  
STATISTICAL INFORMATION

GROUP No.	# OF PART.	# OF W/M	PROGRAM TITLE	START DATE	END DATE	TRAINING INSTITUTION	COURSE LENGTH IN MONTHS	# OF PARTIC. MONTHS IN FY 1997	TOTAL # OF PARTICIPANT MONTHS
S001	20	10/10	Use & Management of Pesticides I	06/17/91	07/26/91	Oregon State University	1.33		26.67
S002	21	10/11	Park Guards I	07/01/91	08/09/91	Arizona-Sonora Field School	1.33		28.00
S003	26	10/16	Educational Supervision I	07/22/91	08/30/91	Institute for Training & Dev.	1.33		34.67
S004	24	12/12	Use & Management of Pesticides II	08/22/91	10/02/91	Oregon State University	1.40		33.60
S005	24	0/24	Park Guards II	09/06/91	10/16/91	Arizona-Sonora Field School	1.37		32.80
S006	25	12/13	Educational Supervision II	09/16/91	10/25/91	Institute for Training & Dev.	1.33		33.33
S007	20	09/11	Rural Roads I	09/23/91	11/01/91	Arizona-Sonora Field School	1.33		26.67
S008	23	10/13	Community Leaders I	10/17/91	11/29/91	American Cultural Exchange	1.47		33.73
S009	24	12/12	Integrated Pest Management III	10/26/91	12/07/91	Arizona-Sonora Field School	1.43		34.40
A001	11	10/01	International Business	01/06/92	08/17/93	Ferris State University	16		176.04
A002	10	05/05	Food Sciences	01/10/92	08/17/93	Univ. of Nebraska	16		174.00**
A003	06	03/03	Agricultural Production	01/13/92	09/17/93	Texas A&I University	16		96.36
S010	24	12/12	Rural Roads Construction II	01/23/92	03/05/92	Arizona-Sonora Field School	1.43		34.40
S011	23	12/11	Integrated Pest Management IV	02/19/92	04/02/92	Arizona-Sonora Field School	1.47		33.73
S012	24	12/12	Community Leaders II	02/22/92	04/04/92	Univ. of Louisville, Kentucky	1.43		34.40
S013	25	10/15	Community Leaders III	04/23/92	06/03/92	Prairie View A&M University	1.40		35.00
S014	26	13/13	Educational Supervision III	04/29/92	06/11/92	Univ. of Louisville, Kentucky	1.47		38.13

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Development Associates, Inc.

L100	24	0/24	Vegetable Production (9 months)	05/01/92	01/31/93	UCA & Winrock	8.72		209.37 *
S015	25	12/13	Community Leaders IV	05/27/92	07/09/92	California State Univ. (CHICO)	1.47		36.67
S016	22	22/0	Women Artisans I	05/30/92	07/10/92	Mississippi Consortium-MCID	1.40		36.80
S017	23	11/12	Community Leaders V	07/16/92	08/27/92	ITD - Tucson, AZ	1.43		32.97
S018	26	26/0	Women Artisans II	07/29/92	09/09/92	MCID	1.43		37.27
S019	24	10/14	Community Leaders VI	08/05/92	09/16/92	Univ. of Louisville, Kentucky	1.43		34.40
S020	24	24/0	Home Economists Extension	08/26/92	10/07/92	Arizona-Sonora Field School	1.43		34.40
S021	25	13/12	Community Leaders VII	09/10/92	10/22/92	ITD	1.43		35.83
S022	26	13/13	Community Leaders VIII	09/16/92	10/28/92	CSU/CHICO	1.43		37.27
S023	22	11/11	Community Leaders IX	09/30/92	11/11/92	Prairie View A&M University	1.43		31.53
L200	19	06/13	Manufacturing Technology	10/07/92	07/06/93	NE Metro Technical College	9.10		172.90
S024	26	13/13	Community Leaders X	10/21/92	12/02/92	University of Louisville	1.43		37.27
L300	16	16/0	Nurse Supervisors	11/14/92	08/13/93	Waukesha County Tech. Col.	9.13		130.87 *
S025	26	11/15	Community Leaders XI	11/06/92	12/17/92	Arizona-Sonora Field School	1.40		36.40
S026	26	16/10	Community Leaders XII	02/24/93	04/07/93	MCID	1.43		37.27
S027	24	14/10	Rural Road Technicians III	03/24/93	05/05/93	Arizona-Sonora Field School	1.43		34.40
S028	24	12/12	Advanced Extensionists	04/21/93	06/02/93	Institute for Training & Dev.	1.43		34.40
S029	22	22/0	Women Artisans III	05/19/93	06/30/93	MCID	1.43		31.53
S030	22	10/12	Civic Education I	10/13/93	11/24/93	MCID	1.43		31.53
L400	18	0/18	Sustainable Agriculture	01/26/94	10/23/95	CSU, Chico	9.83		154.20 *

S031	25	9/16	Civic Education II	02/04/94	03/18/94	University of Louisville	1.47		34.62 *
S032	21	8/13	Civic Education III	02/16/94	03/30/94	MCID	1.43		30.89
S033	24	10/14	Civic Education IV	03/25/94	05/06/94	University of Louisville	1.43		34.40
SJ034	14	6/8	Judges I	07/15/94	08/12/94	DePaul University	.97		13.53
S035	22	2/20	Civic Education V	09/01/94	10/13/94	University of Louisville	1.43		31.46
S036	22	3/19	Civic Education VI	09/14/94	10/26/94	MCID	1.43		31.46
S037	20	2/18	Judges II	10/20/94	11/17/94	DePaul University	.97		19.4
S038	19	3/16	Judges III	03/23/95	04/20/95	DePaul University	.97		18.43
S039	22	5/17	Justice Sector IV	05/25/95	06/22/95	DePaul University	.97		21.34
S040	16	4/12	Justice Sector V	09/07/95	10/05/95	DePaul University	.97		15.52
S041	18	3/15	Justice Sector VI	11/02/95	11/30/95	DePaul University	.97		17.46
S042	21	6/15	AOJ - Training of Trainers	01/11/96	02/08/96	CILA, Inc.	.97		20.37
S043	18	3/15	Criminal Investigation I	04/13/96	05/11/96	CILA, Inc.	.97		17.46
S044	20	2/18	Criminal Investigation II	06/14/96	07/13/96	CILA, Inc.	.97		19.4
S045	24	8/16	Criminal Investigation III	11/15/96	12/14/96	CILA Inc./Albuquerque, NM	1.00	24.00	24.0
S046	24	12/12	Dispute Resolution I	03/27/97	04/24/97	CILA Inc./Albuquerque, NM	.93	22.40	22.40
S047	02	0/2	Law Professors	03/12/97	06/31/97	University of Puerto Rico	2.67	5.34	5.34
S048	26	11/15	Legislative Liaison Officers	06/11/97	07/10/97	Pima Community College	1.00	26.00	26.00
S049	20	04/16	Dispute Resolution II	06/21/97	07/22/97	CILA Inc./Albuquerque, NM	1.06	21.33	21.33
<b>TOTAL</b>	<b>1198</b>	<b>525/673</b>						<b>99.06</b>	<b>2554.47</b>

\* Participant month figures reflect early departures.

\*\* Participant month figures reflect 2 participants who stayed to complete degree through December 1993.

TABLE 2

**PLACEMENT RATE AT HISTORICALLY BLACK  
COLLEGES AND UNIVERSITIES**

GROUP #	# OF PARTI.	PROGRAM TITLE	TRAINING INSTITUTION	HBCU SUBCONTRACTOR	HBCU PART. MONTHS
S003	25	Educational Admin.	Institute for Training & Dev.	Roxbury Community College	2.6
S006	25	Educational Admin.	Institute for Training & Dev.	Roxbury Community College	2.5
S012	24	Community Leaders II	University of Louisville	Kentucky State University	2.4
S013	25	Community Leaders III	Prairie View A&M University		35.0
S014	26	Educational Supervision	University of Louisville	Kentucky State University	6.9
L100	24	Vegetable Production	University of Central Arkansas	University of Arkansas at Pine Bluff	23.3
S016	22	Women Artisans I	Mississippi Consortium for International Development		30.8
S018	26	Women Artisans II	Mississippi Consortium for International Development		37.27
S019	24	Community Leaders VI	University of Louisville	Kentucky State University	4.0
S020	24	Home Economists Extension	Arizona-Sonora Field School	Prairie View A&M University	8.8
S023	22	Community Leaders	Prairie View A&M University		31.53
S024	26	Community Leaders	University of Louisville	Kentucky State University	4.3
S026	26	Community Leaders	Mississippi Consortium for International Development		37.27
S027	24	Rural Road Technicians	Institute for Training & Dev.	Prairie View A&M University	8.0
S028	24	Advanced Extensionist	Institute for Training & Dev.	Roxbury Community College	2.4
S029	22	Women Artisans III	Mississippi Consortium for International Development		31.53
S030	22	Civic Education I	Mississippi Consortium for International Development		31.53
L400	18	Sustainable Agriculture	CSU Chico	Compton Community College	3.6

TABLE 2  
CONTINUED

S031	25	Civic Education II	University of Louisville	Kentucky State University	4.17
S032	21	Civic Education III	Mississippi Consortium for International Development		30.09
S033	24	Civic Education IV	University of Louisville	Kentucky State University	4.0
S035	22	Civic Education V	University of Louisville	Kentucky State University	3.67
S036	22	Civic Education VI	Mississippi Consortium for International Development		31.46
<b>TOTAL</b>	<b>543</b>				<b>377.12</b>

Total HBCU Participant Months to date = 377.12  
HBCU Placement Rate: For life of project = 15.4%

## **CHAPTER TWO: In-country Activities**

In-country activities implemented in project year seven were coordinated with three primary GPSP counterparts: the Supreme Electoral Tribunal (TSE) the Training Unit of the Public Ministry and the USAID/CEDEL Legislative Modernization project.

With USAID's extension of project funding through FY 1997 the GPSP workplan focused on a continuation of support to USAID's Office of Democratic Initiative's (ODI), the strategic objectives relating to the Justice Sector Reform Support Project, and the Legislative Modernization Project CEDEL. GPSP training programs in this fiscal year continued to create and sustain a cadre of justice sector professionals who could support the implementation of the Criminal Procedures Code and modernization of the justice sector. Participant profiles for the programs implemented in FY 1997 sought to include private sector lawyers affiliated directly with educational program activities of the Guatemalan Bar Association and a non-governmental organization promoting the use of alternate dispute resolution as a viable means to resolve societal conflict in both civil and criminal law in Guatemala.

During the first quarter of Fiscal Year 1997, in-country activities centered on the following activities: 1) formation of a final training group in the area of criminal investigation consisting of a mixed profile of prosecutors, public defenders and attorneys in private practice 2) development of a new training program in the area of Alternate Dispute Resolution, Criminal Law and 3) implementation of in-country training programs for locally based civic educators for the TSE.

USAID gave approval to the GPSP to continue to fund the Civic Education Training Program which had been initiated during the second and third quarters of FY 96. This program provided specialized instruction through a series of training seminars to improve the institutional capacity of the Tribunal Supremo Electoral to develop trainer skills and promote community based civic education programs in Guatemala.

Building on the strong institutional relationship with the TSE, the GPSP staff guided and coordinated efforts with the TSE staff for the implementation of a series of training of trainers programs. In the first and second quarters of FY97, a total of 16 training seminars were conducted in conjunction with the TSE with whom costs were shared in the implementation of this program. The intensive series of seminars were conducted in regional sites all over Guatemala and provided a second phase complementing similar training conducted in FY 96 - which enabled the GPSP/TSE to provide this training experience for all TSE municipal and departmental employees throughout Guatemala.

In addition to the training of the TSE field staff, the TSE designated a core group of its staff from the Inspector General's office to become trainers/facilitators in the implementation of these programs. GPSP staff dedicated considerable effort in providing specialized instructional support to these individuals who would later be responsible for directing TSE institutional efforts to promote civic and electoral education at the community level.

In 1996 the TSE took the institutional prerogative to designate that the office of the Inspector General would be the temporary location for an in-house training unit which would coordinate civic education and electoral training activities. Prior to the closure of the GPSP field office in August 1997, the TSE announced a permanent organizational home for the training unit. A permanent staff was assigned to this office and with the closure of the GPSP, a donation of office equipment was made to this office to further support its initial organization and consolidation in terms of its physical infrastructure.

The fact that the institution was able to respond to the impetus generated through the collaborative effort between the GPSP and the TSE to operationize an Institutional Training Unit was a major accomplishment of the USAID/Guatemala through the GPSP.

During quarters II and III, the formation and send-off of the U.S. training groups intensified. Four of the five U.S. training groups were formed during this period. As new programs, both the Dispute Resolution and the Legislative Liaison groups required significant time for preparation and development. During this period, training designs were produced and recruitment/selection strategies established.

The Puerto Rico program was originally scheduled for a January departure but the University of San Carlos had difficulty selecting candidates for the program. This caused a several week delay in the program's start and forced the scope of work to be changed (reduced) as well. In spite of the delay, two candidates were selected, and arrangements were made for a specially designed program in curriculum development at the University of Puerto Rico - Law school which was conducted March 16 - May 31, 1997.

The culminating GPSP in-country event was the National Convention for GPSP participants from the Justice Sector. Held June 13-15 at the Hotel Dorado in Guatemala City, this three day event was designed to provide a final follow-on experience for all Guatemalan justice sector participants sponsored under the GPSP. A planning committee was formed consisting of scholars representing the Guatemalan Bar Association who provided valuable input into the program design process. A convention design consisting of plenary, break out sessions and exposition hall was developed. Over 200 participants were invited and 140 attended.

## **I. Recruitment and Selection**

In this project year, the GPSP field office continued to manage all aspects involved in the formation of four short term groups of trainees for U.S. training, and one specialized group of consisting of two faculty members from the University of San Carlos. Three groups directly supported the Guatemalan judicial sector and the fourth group supported USAID's work order for the Legislative Modernization Project. Recruitment strategies in the justice sector were closely coordinated with the Unidad de Capacitacion del Ministerio Publico - the principal beneficiary of GPSP training. The Guatemalan Supreme court was offered slots for candidates in the first ADR program but declined to participate. Another offer was made for the second and final GPSP program and 8 candidates were selected.

Selection of participants for the Legislative Liaison project proved to be a somewhat difficult and convoluted process. Standard GPSP recruitment and selection procedures were disregarded due to political expediencies of the USAID counterpart. This pressure was brought to bear directly on the selection process. During the planning of the recruitment and selection strategy with the director of the CEDEL project, the GPSP agreed at his request that all communication with the various executive, judicial and legislative offices being solicited for their participation in this program be handled by CEDEL. This included the description of the training design, the candidate profiles, and the general objectives of the GPSP program. This information apparently was not understood by a fair number of the candidates and their supervisors who had recommended them for interviews. It became clear during selection interviews that numerous participants had been advised by their superiors of a program with an information system emphasis. This was evidenced by the fact that many candidates came from dependencies in which their professional responsibilities dealt only with information systems. Other candidates were found to hold institutional positions in which they could not be expected to have any significant contact with counterparts from other ministries nor with the congress. In spite of this problem a sufficient number of qualified candidates were finally identified and the GPSP conducted interviews in order to form a group of 24 persons.

During the life of the project, GPSP selection procedures were coordinated in such a way as to establish a schedule of events which lead from interview to preliminary selection to medical examination to visa check and finally to final selection and participation in the predeparture orientation. This procedural sequence permitted the project to effectively manage the recruitment and selection phase of the program and established a transparency of the process so that all candidates and counterparts could clearly understand the selection process. This sequence was broken several times in the formation of this particular group. This first case involved an legislative

intern working in the CEDEL project. The CEDEL director requested his selection after the selection process had been completed. Two other instances occurred in which the normal operating procedure involving participant selection was altered. One involved a candidate who was added at the last minute at the behest of the First Secretary of the Congress and the other, a replacement for a participant who opted at the last minute not to attend the program.

In spite of the fact that the program grew to 26 participants, which had not been planned nor anticipated, the GPSP was able to accommodate these candidates and their participation did not detract from a very successful training program for the Legislative Liaison group.

## **II. Predeparture Orientations**

Pre-departure orientations were held for the four short term groups that departed for U.S. training in this year. The agendas for these three day events consisted of an overview of administrative issues, cross-cultural and survival English sessions, and an overview of the U.S. training program and training location. GPSP field office staff implemented these programs.

Re-entry debriefings were also held for each of the judicial sector groups and for the legislative liaison group. The re-entry sessions continued to prove to be a valuable addition to GPSP training. Participants were enthusiastic about relating highlights of their U.S. training experience and were appreciative in doing so. These sessions provided valuable feedback for both GPSP staff, USAID and the counterpart representatives who attended.

## **III. Follow-on Training Program**

Follow-on training in this fiscal year continued to provide quality in-country training to returned participants. The focus of training was on motivating returnees to effectively utilize their new skills and abilities within their institutional environments. The GPSP follow-on program in FY 1997 was adapted to adjust to the new institutional realities confronting participants within both the justice sector and the TSE.

The GPSP continued to promote an approach in organizing in-country training seminars in which a concerted effort was made to delegate organizational and logistical responsibilities to the counterparts. GPSP staff acted as advisors and assisted the counterpart institutions by coordinating the operational aspects of planning and implementing of the training events. This strategy was used as a way to promote counterpart institutions' capacity to sustain training activities for their staff. This strategy also had the effect of becoming a cost savings measure to the project as

counterparts (particularly the TSE) shared the implementation costs by providing significant institutional resources.

The duration of in country training for both Justice Sector programs and TSE was maintained as in the previous year at 2.5 days per in-country follow on program. The TSE programs scheduled included a series of three seminars, similar to the design previously used in GPSP follow-on programs.

Total in-country participant months of training for FY 1997 were lower than in previous years, due mostly to an overall reduction in project activity. During FY 1997 a total of 76.6 months of in-country training was conducted. Quarters I through III were fairly consistent with 27.33, 27.17 and 21.33 participant months of training conducted. Quarter IV was dedicated primarily to administrative matters and preparation for project close down, thus no significant in-country training activity occurred in the final quarter.

Below is a description of the TSE training and the Justice Sector training conducted this fiscal year as part of the GPSP follow-on program.

A. TSE Training Unit (UCAE) - Phase II

In FY 96, the GPSP had initiated a series of 12 training seminars supporting the TSE, with the goal of providing the institution with additional assistance to strengthen its capacity to carry out community based civic education programs. Municipal subdelegates and departmental delegates from 13 departments were engaged in a series of training seminars which covered approximately 50% of all TSE field personnel.

In August 1996, GPSP began discussions with the TSE regarding the possibility of continuing the support to the UCAE by training the remaining TSE employees who had not as yet been trained under this program. Discussions with the TSE included budget considerations, the content and logistics relating to the additional training for subdelegates, delegates and assistants of the TSE, and the need for training of trainer workshops for delegates and UCAE staff.

Implementation of these activities was tentatively set to begin in late August. However, due to delays in both the TSE's review of this program and subsequent approval of funding as well as the fact that USAID and Development Associates had not concluded the GPSP budget modification for the extension of project activity for FY 1997, the initiation of this training was postponed until October, 1997.

USAID/Guatemala again approved the contracting of two consultants to guide the

implementation of these training events. The TSE designated three staff from the office of the Inspector General to act as co-trainers with the GPSP consultants. These three staff counterparts participated in all aspects of planning, implementation (actual platform training) and evaluation. The GPSP consultants developed a systematic program in which the three TSE staff were able to "walk through" the series of training seminars taking on increased responsibilities with each successive seminar. The objective was to train the counterpart staff in participatory adult education methodology and to provide them with direct experience in the facilitation and logistical details of participatory training programs.

The training program consisted of a series of three two-day events for four separate training groups. The training was financed and implemented jointly between the TSE and the GPSP. A cost sharing formula was developed in which each institution contributed equally to the fulfillment of the mutual goal. The program content emphasized the following: strengthening understanding of democracy, and its importance in the civic life of Guatemala; developing skills in non-formal adult education; and promoting civic education programs at the community level.

A total of 12 training events and several other mini-seminars were conducted for TSE personnel from the Inspector General's office, (IG) departmental delegations and municipal subdelegations from the 13 departments trained under this program. The training design for the series of seminars was based on the Curriculum Guide for Civic Education completed last year by the GPSP/USAID as a prototype curriculum guide for the development of community-based civic education in Guatemala. The full use of the Curriculum Guide as a training resource in these seminars was a milestone in GPSP/TSE cooperation. The curriculum guide was utilized to provide thematic content and methodological support to the jointly implemented training program. TSE staff - both field personnel and IG office staff learned to use the curriculum guide as a basic resource to assist in the design and implementation of community based civic/electoral education outreach programs.

By the completion of this Phase II in April, 1997 all of the 322 municipal TSE subdelegates had been trained in an intensive program in adult non-formal participatory education programs. By August and the closure of the GPSP field office, the TSE had made internal institutional decisions for the permanent creation of an institutional training unit whose purpose includes community based outreach activities in Civic/Electoral Education. In addition to the USAID support through the TSE, the Organization of American States built on the GPSP support effort by providing a long term consultant to help the TSE prioritize training actions in anticipation of municipal elections to be held in 1998. The institutionalization of the TSE training office was a major development whose principal impetus came from the long (almost four year) collaboration between the GPSP and the TSE. The fruits of this cooperation we believe

will be long standing and impactful for democratic development in Guatemala.

#### B. Follow-on Program for Judicial Sector

The Justice Sector follow-on training program for FY 1997 was scaled back from the program implemented during the previous fiscal year. The major reason for this was due to a shift in policy by the principal counterpart, the Ministerio Publico away from intensive training activities toward more specialized diagnostic and assessment of their institutional human resource base. The groups eligible for follow-on during this period were exclusively from the MP, corresponding to the U.S. groups trained in 1996 in the area of Criminal Investigation. In planning meetings with the Ministerio Publico, the GPSP again promoted a collaborative approach to program design. The GPSP essentially limited its role to facilitator of the design and implementation process as MP trainers from UNICAP - the institutional training unit which had received previous GPSP support - were tasked with designing and implementing individual training sessions.

The JSRSP institutional contractor also assisted in the development of the follow-on program by supporting the MP in the creation of a comprehensive diagnostic instrument to determine work profiles of its professional workforce. This diagnostic was designed to provide essential information to UNICAP and the management of the Ministerio Publico in order to enable them to determine specific work functions of its of its professional workers. Training time was dedicated in GPSP follow-on training to enable the MP to implement the diagnostic to GPSP participants attending the follow-on program. In this way the MP was able to establish a base-line of participant's responses in order to later design specific training interventions corresponding to employees needs based on a set of objective criteria.

The JSRSP contractor technical experts also provided the GPSP with important technical input on specific judicial sector themes being addressed through the technical assistance activity of the JSRSP. This contact with CREA staff and exchange of information was extremely useful in the development of U.S. and in-country training for the GPSP justice sector groups. The GPSP, Alternate Dispute Resolution programs were designed to complement JSRSP activities and actively to promote the use of specific legal provisions of the Criminal Procedures Code which enable certain criminal process to be adjudicated without the need for trial. The ADR programs were implemented with the goal of building a network of legal professionals from both the public and private sectors in positions to actively promote the use of dispute resolution as a viable means to resolve certain less severe criminal cases in Guatemala. District attorney offices in Zacapa, Quetzaltenango and conflictive zones were included in the U.S. training groups.

Upon return of the first Dispute Resolution group in April, UNICAP and GPSP

developed two follow-on seminars with specific emphasis in the alternate dispute Resolution for lawyers from the Ministerio Publico. GPSP scholars served as trainers in the sessions dedicated to this technical training theme.

#### 1. Implementation of Seminars for Justice Sector

The in-country follow-on training program for the Justice Sector only involved professionals and pre-professionals from the Ministerio Publico. The principal themes of in-country training included:

- The role of the MP in justice sector in a democratic system;
- Knowledge and understanding of specific technical judicial sector themes in the Guatemalan system of criminal justice;
- Practice of democratic leadership skills critical to developing both institutional and personal credibility within the Guatemalan justice sector.

#### 2. Conclusions

In reviewing the impact of the GPSP Justice Sector follow-on program for FY 1997, several observations can be noted.

- The GPSP acted as a facilitator in the development and implementation of follow-on training. UNICAP - the training unit of the Ministerio Publico actually implemented the technical training components of the GPSP follow-on program. This peer-to-peer training model is one that promoted a less hierarchical approach to in-service training within the Justice Sector and utilized the skills and abilities of the GPSP trained Justice Sector participants as trainers.
- The inclusion of leadership and democracy themes in the design of in-service training for the justice sector groups was a notable GPSP contribution to the on-going modernization efforts in the sector. These non-technical, but important democracy related themes have not typically been a part of justice sector training programs in Guatemala. The GPSP provided a model in which these themes became an integral part of professional in-service training.
- Despite GPSP efforts to provide relevant on-going professional development training to justice sector participants, attendance in the follow-on program for FY 97 continued a trend observed last fiscal year of being below project wide averages. Over the life of the GPSP attendance at follow-on programs had been 75 to 80% of invited participants, whereas, attendance averaged 50 - 55% for justice sector follow-on. The reasons for this are varied but it appears that taking time off - for public sector criminal justice professionals in a sector under

heavy public pressure to improve its prosecutorial capability, was not possible for a fairly large number of participants. Even though leave with pay had been granted by the Ministerio Publico to attend, attendance averaged half the number of participants trained. Even the Justice Sector national convention held over the weekend from Friday late afternoon to Sunday mid-day did not meet project expectations for attendance.

## CHAPTER THREE: Financial Management

### I. PARTICIPANT MONTHS OF TRAINING

The participant months of training and costs during the life of the project reflect the diversity of training models within the GPSP. These include U.S. short-term training, long-term technical training, academic training, in-country pre-departure orientations and follow-on training.

Following is a summary of statistics on number of participants trained and participant months of training for this fiscal year and for the life of the project, in the U.S. and in-country.

- A) **U.S. Training:** A total of 96 participants received U.S. training in FY 1997, producing 99.06 participant months of training activity. This brings the total number of participants who have received U.S. training from the beginning of the project through FY 1997 to 1198. Thus, from the beginning of the project to the end of Year 7, a total of 2,556 participant months of U.S. training had been completed.
- B) **In-country Training:** In FY 1997, 1,016 people attended in-country training program activities producing 76.6 participant months of training in-country. This includes pre-departure orientations, re-entry sessions, follow-on seminars, and a national convention. This brings the total participant months of in-country training completed from the beginning of the project through the end of FY 1997 to 740 participant months.
- C) **Cumulative Participant-Months:** A total of 175.66 participant months of training including both U.S. and in-country training were provided just in this fiscal year. This brings the cumulative number to **3297 total participants months of training** that have been completed since the inception of the Project.

See Graphs 2 and 3 at the end of this chapter for a comparison of number of participant-months for all seven project years and totals for U.S. training and in-country training for this fiscal year.

## II. ADMINISTRATIVE VS. PARTICIPANT COST

Expenditure totals for FY 1997 and past years of the Project are displayed in Table 4. The first year of the Project reflects a typical start-up scenario with the associated low participant costs. However, by the end of the first project year through Year 3, costs reflect a heavy schedule of training programs. This produced significantly lower administrative costs in relation to participant costs. Because the trend in Years 4 and 5 (FY 1994 & FY 1995) showed a gradual decrease in participant numbers, administrative costs were slightly higher than previous years in relation to participant costs. In Year 6 (FY 1996) of the project, there was a continued decrease in the level of effort and overall costs, resulting in a subsequent increase in the ratio of administrative costs compared to participant costs.

The relationship of administrative to participant costs for the final year were impacted by several factors. The contract modification between Development Associates and USAID/Guatemala funding FY activities significantly reduced staff direct labor from previous levels. The U.S. training activity showed an increase from FY 96 levels resulting in higher participant costs, even though in-country training levels declined from previous years. The relationship of costs; 57% participant vs. 43% administrative, reflecting improved operating efficiencies from the previous year were achieved even as the field office shut down and Chief of Party repatriation costs were incurred. Life of project ratios between participant and administrative costs continued to be favorable - showing a 68% participant vs. 32% administrative relationship. The competitive procurement model used for U.S. training continued to demonstrate its clear cost advantage to USAID.

**TABLE 3**

**ADMINISTRATIVE and PARTICIPANT COSTS  
U.S. and IN-COUNTRY TRAINING**

	Participant Costs	Administrative Costs	TOTALS
FY 1991	\$ 687,500	\$ 559,011	\$1,246,511
FY 1992	\$2,360,366	\$ 759,241	\$3,119,607
FY 1993	\$2,314,454	\$ 736,066	\$3,050,520
FY 1994	\$1,185,491	\$ 601,108	\$1,786,599
FY 1995	\$ 970,604	\$ 489,866	\$1,460,470

FY 1996	\$ 420,532	\$ 413,565	\$ 834,097
FY 1997*	\$ 542,416	\$ 406,388	\$ 948,805
Totals to Date	\$8,512,099	\$ 3,936,986	\$12,449,085

\* FY 97 includes costs billed through September 97.

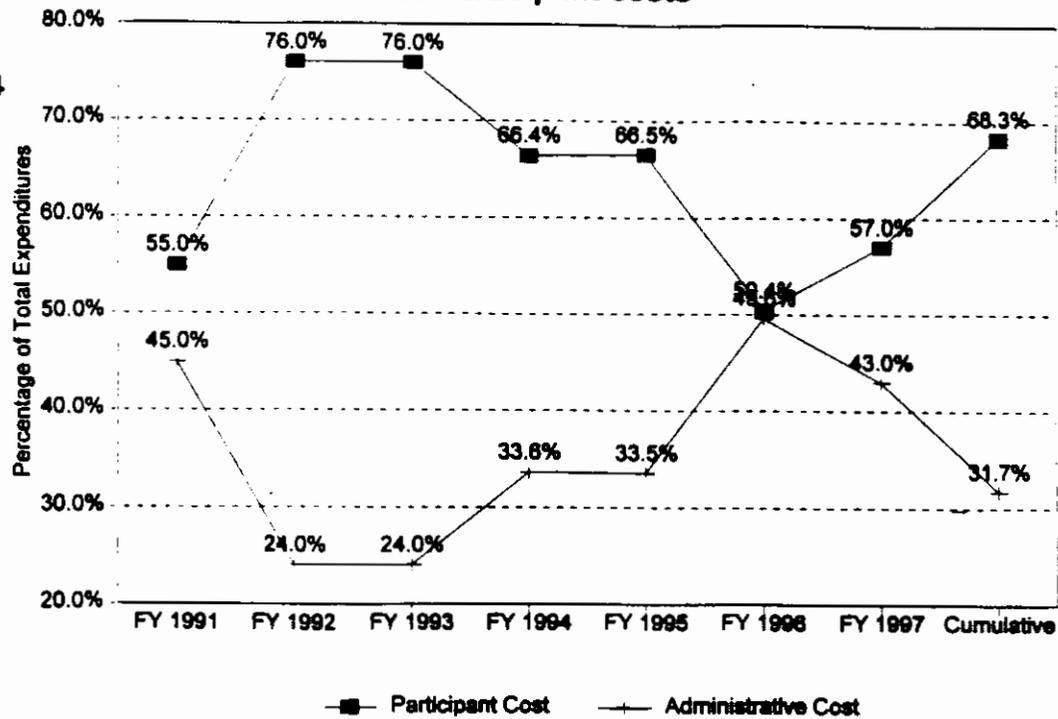
The above Table 3 and Graph 4 on the following page show the relationship between administrative and participant costs for each year of the Project's operation. In the start-up year of the Project when 160 participants were trained, administrative costs accounted for 45% of total project expenses. As the Project got underway and the number of participants increased in the second and third fiscal years administrative expenses accounted for only 24% of total expenses. In the fourth year, FY 1994, the number of participants entering U.S. training declined once again and the administrative cost rose to 33.6% of total project expenses for this year. This trend continued into FY 1995 with administrative costs being 33.5% of total project expenses. In FY 1996, although the absolute amount of funds expended decreased significantly, administrative costs accounted for 49.6% of total project costs. In addition to this being a function of a decrease in participant numbers and thus a decrease in participant costs, for the last quarter of FY 1996.

FY 1997 level of effort was essentially the same as FY 96. Administrative costs were sharply reduced in the contract modification funding the FY 97 programs. Participant costs increased as the four short term programs were sent for U.S. based training.

In reviewing the historical relationship between administrative and participant costs over the life of the project some clear trends appear. FY 91 showed a higher proportion of administrative costs generally associated with project startup. FY 92-93 were high volume years in which many participants were sent for U.S. training resulting in a much larger percentage of participant costs relative to administrative even though during these years staffing levels were at their highest to a large amount of U.S. training activity. FY 94 & 95 were mature years in which project emphasis shifted toward follow-on training, while targeting fewer specific groups for specialized U.S. training. FY 96 & 97 were the extension years, characterized by a reduction of size and scope of the project, reduced funding levels, program emphasis on targeted sectoral training for both U.S. and in-country programs. This reduced scope resulted in a generally higher level of administrative costs in relation to participant costs.

### Relationship between Administrative and Participant costs

**GRAPH 4**



### III. PARTICIPANT PER MONTH COSTS

The participant per month cost trends, when calculated using both administrative and all participant expenses, correlate with the above figures on administrative vs. participant costs. The participant per month cost decreased dramatically from FY 1991 to FY 1992 (from \$5,520 to \$3,381) and then again for FY 1993 (\$2,990), as can be seen on Table 5 on the following page. This was a function of the increased number of participants trained in FY 1992 and FY 1993 and the cost containment measures that D.A. employed from the Project's inception. In FY 1994, the participant per month cost rose due to the decrease in number of participants that entered training that year and then rose again in FY 1995 and FY 1996 when only 77 new participants, respectively, entered U.S. training. In FY 97, participant per month costs rose again. The overall reduction in participant months of training in part due to the fact there was no training activity in the fourth quarter led to this increase.

Utilizing to-date figures, the cumulative participant per month cost for the life of the project, which includes all Administrative and Participant Costs, is \$3,779. This number is based on all types of training that the GPSP has conducted. In the U.S., this included short-term programs, long-term technical programs, academic 16-month programs; in Guatemala, this included pre-departure orientations, follow-on training and convention events. The majority of the training has followed the pattern of 2.5 days of pre-departure orientation, 4-6 weeks of U.S. training, .5 days of re-entry session. Duration of follow-on seminars varied, averaging 13.5 days of follow-on seminars for pre-extension groups, and 2.5 days for follow-on with Justice Sector groups and the extended program undertaken with the Tribunal Supremo Electoral. Conventions were generally 3 training days in duration.

**TABLE 4****TOTAL COST PER PARTICIPANT MONTH PER YEAR  
(Participant & Administrative Costs)**

FY 1991	FY 1992	FY 1993	FY 1994	FY 1995	FY 1996	FY 1997
\$5,520	\$3,381	\$2,990	\$3,596	\$5,660	\$4,256	\$5,401

**Cumulative Life of Project            \$3,779**

**NOTE:** These figures include all Administrative Costs and Participant Costs, encompassing Pre-departure Orientations, U.S. Training, Re-entry and Follow-on Activities.

**IV. COST CONTAINMENT**

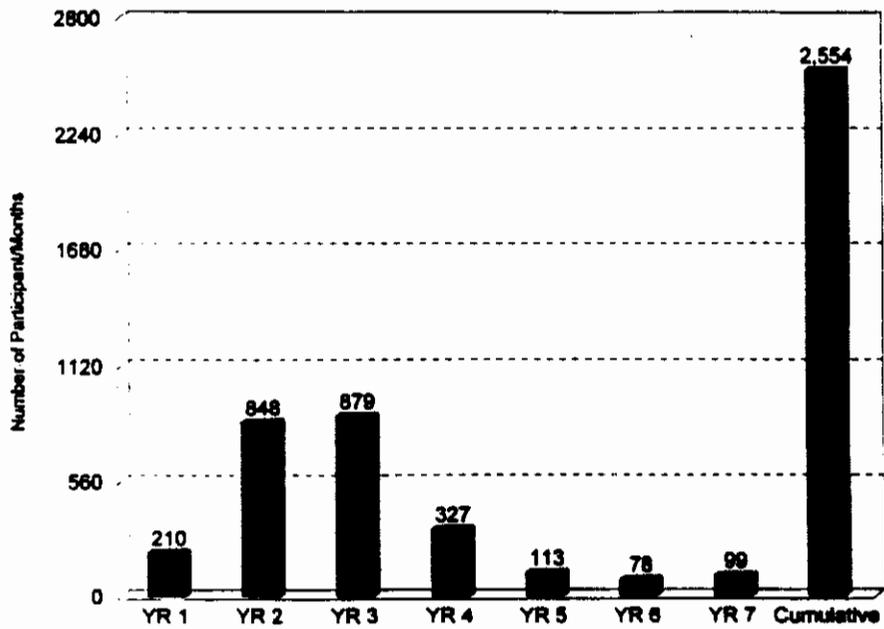
The final amount obligated to the GPSP contract was \$12,589,187. Throughout the life of the Project, Development Associates has employed cost containment measures that have assisted in controlling Project costs without minimizing the quality of the programs. These have included close analysis of training institutions' budgets when contracting for training; utilization of a multiple award strategy which reduces the cost of subsequent programs conducted by the same institution; negotiations for reasonable air travel costs; and, effective use of staff, both in the field office and the home office.

With the initiation of the GPSP extension in FY 1996, Development Associates realized that GPSP activity and absolute expenses would be decreasing, especially participant costs. In preparation for this, staffing for both home office and field office was reconfigured. Furthermore, a move to smaller, less expensive office space for the field office and the release of one vehicle resulted in significant cost savings.

Staff utilization has been particularly effective during the last few fiscal years. With declining Project activities, Development Associates has been able to assign staff on a part-time, as needed basis by shifting program officers and support staff to other Development Associates activities, and by hiring temporary consultants to carry out specific time-sensitive project tasks. Project management has carefully monitored the workflow and person-loading to ensure cost savings while also ensuring there is sufficient coverage to execute all Project tasks.

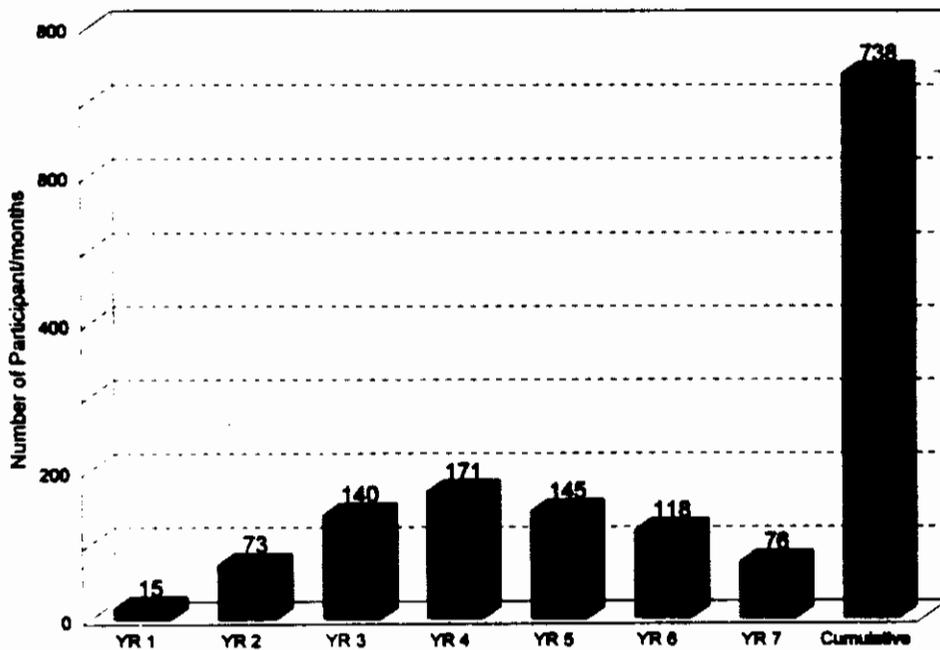
## GRAPH 2

### U.S. Training Participant Months



## GRAPH 3

### In-country Training Participant Months (includes PDO, Re-entry and Follow-on)



## **CHAPTER FOUR: Project Closedown and Conclusions**

### **I. DONATION OF PROJECT PROPERTY**

By the beginning of the fourth quarter of Fiscal Year 1997, the GPSP had essentially ceased all new program activity. Two U.S. training groups departed in June and with their return to Guatemala in July, all training activity conducted under the projected officially ended. Field office activity shifted to the administrative tasks related to the closedown of the field office. The most time sensitive of these was the donation of project property, to Guatemalan entities.

USAID/G-CAP had advised the chief of party that all project inventory must be donated to local entities as USAID no longer had use of a warehouse to house project inventories. The procedure for donation - a grant in aid - required that a formal request from the institution requesting a donation be made in writing to USAID. In order to facilitate the donation process the GPSP Chief of Party had advised the local counterparts with whom the project had coordinated activities that USAID/Guatemala would be donating the project inventory and invited selected groups to review the project inventory with the intention that they could make a formal written request to USAID seeking a donation.

GPSP counterparts, Tribunal Supremo Electoral, INGUMASC, (Instituto Guatemalteco de Metodos Alternos de Resolucion de Conflictos), ADEGMAYA (Asociacion Pro Desarrollo Maya) visited the GPSP office, reviewed project inventory and made a formal written request to USAID. USAID reviewed the requests and made a determination that the following institutions would receive donations:

Tribunal Supremo Electoral  
ADEGMAYA  
ASIMAM  
Accion Ciudadana  
Clinica Bethesda  
Hopice San Jose

In the case of the larger donations such as those to the TSE, ADEGMAYA, Accion Ciudadana, INGUMASC and ASIMAM, a formal donation ceremony was held in the USAID mission director's office at USAID Guatemala. Each of the entities then was responsible for transporting the donated items from the GPSP office to their offices or organizational sites.

Items in the donation included computers (5), fax machines (2), overhead projector, office furniture including desks, bookshelves, tables, chairs, file cabinets, and consumables office equipment and supplies such as Leitz files, staplers, white boards, etc. The project vehicle, a 1993 Ford Explorer was transferred to USAID's institutional contractor for the JSRSP.

Apart from the donation of office equipment, the GPSP field staff was also tasked with reviewing all project archived files in order to determine which items would be shipped to Development Associate's headquarters and maintained in storage should an audit be conducted at a some later date. These files were identified, boxed and shipped to Development Associates headquarters in Arlington, VA. Other closedown activities included settling and closing accounts with local vendors, informing counterparts of the closure of the project and keeping USAID abreast of the closedown process.

## II. CONCLUSION

At the end of the seven-year Guatemala Peace Scholarship Project, just under 1200 Guatemalan citizens received training in the U.S. The follow-on program in which in-country training was developed for returned short term participants had important impact on the counterpart institutions and individuals who directly and indirectly participated in these activities. When we take into consideration the number of Guatemalan citizens benefitting from the multiplier activities that were conducted by GPSP participants, the number of beneficiaries increases even further.

The men and women who were awarded scholarship training under the GPSP were selected based on their positions within counterpart institutions and their potential for serving as change agents within that institution. They came from municipal areas across all departments of Guatemala and from an array of technical and professional fields. Through its U.S. training and in-country follow-on training components, this USAID training initiative has supported and encouraged these individuals and worked closely with the numerous private and public institutions they represent to strengthen their performance as they take part in the ongoing development of Guatemala.

Development Associates as the Institutional Contractor selected in 1990 to serve USAID-Guatemala in the implementation of the Guatemala Peace Scholarship Project is proud to have taken part in a program that served USAID mission objectives during such an extended period. The GPSP touched the lives of many Guatemalans and provided opportunities for self improvement that will bear long term results. The programmatic accomplishments of the project are not just in the numbers - but in changed attitudes and behaviors of hundreds of Guatemalans from all parts of the country and from all social and economic classes. The legacy of the project will be evident in the years to come as Guatemala as a nation embodies participatory

**democracy for all its citizens.**