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6200802 and 6410063.
When this BIB is updated,
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SECOND EVALUATION OF OIC INTERNATIONAL AND ITS PROGRAMS IN GHANA AND NIGERIA

March 1973

COMMUNITY SCIENCES, INC.
PHILADELPHIA, PENNSYLVANIA

COMMUNITY SCIENCES INC.

March 16, 1973

Mr. Valfoulaye Diallo, Director
OIC International
270 W. Tulpehocken Street
Philadelphia, PA. 19144

Dear Mr. Diallo:

We are pleased to submit herewith our report entitled Second Evaluation Of OIC International And It's Programs In Ghana And Nigeria. In this evaluation we have built upon the baseline data developed by our firm. As a result in this report we have not reported on those elements of the program which continue to be performed effectively. We have focused this report around critical issues which should be addressed and recommendations for dealing with them. In addition, we have updated basic program operation data and information.

We express our appreciation for participation of all OICI staff who contributed to this study. Our special thanks to those African leaders in government and industry who provided their insights about their countries and programs.

Sincerely yours,

Wilbur E. Hobbs
President

Dr. Robert O. Washington
Senior Associate

WEH:pao

719 N. 25TH ST. PHILADELPHIA, PA. 19130 215/763-8745

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CHAPTER I - INTRODUCTION

The work described in this report was carried out by Community Sciences, Inc. under contract with the Opportunities Industrialization Centers International, Philadelphia, PA., during the period from October, 1972 to January, 1973. It represents a follow-up on-site study to a baseline analysis of the central office operations of OICI and individual local programs in Lagos, Nigeria and Accra, Ghana which was conducted during the spring of 1971.

A. The Objectives of the Study

The overall objectives of this second year study was to assess the progress of OICI and the African programs in achieving the original objectives of the project, and to measure the effectiveness, impact and efficiency of the local programs in moving toward self-support. In addition, the study was to focus upon a progress analysis of the overall effectiveness of the OICI central office, with respect to the organizational structure and staff competency.

The study was also designed to collect data which would assist the central office in making decisions about the two local programs relative to:

1. The nature and extent of community involvement and participation.
2. The nature and extent of local community financial support and the prognosis for future financial support.
3. The nature, extent and impact of the involvement and contribution of private industry and business, employer associations, and unions.
4. The nature, extent and impact of the private business sector and unions upon the skills training curriculum, job development and placements.
5. Their relationship with appropriate local, state and national agencies responsible for manpower.
6. The impact of policies and actions taken by the national governments.
7. The extent to which they are responsive to the economy, labor market and manpower development goal of the government.
8. The attitudes and expectations of trainees.
9. The extent and effectiveness of technical assistance provided by the OICI field staff in preparing their African counterparts to assume full responsibility for planning, skill training, curriculum development, industrial relations, fiscal management, organization and staffing, and related manpower support activities.

B. Summary of Critical Issues and Recommendations

The Contractor presents here a summary of critical issues observed to have had significant impact upon the present character of the program. These issues represent a synthesis of our findings, drawn from interviews with key staff members in OICI (central office and field operations), members of Board of Directors (BOD), Industrial Advisory Councils (IAC), Technical Advisory Committees and USAID staff. They also represent an analysis of data collected during on-site monitoring as well as the review of available documents and other secondary data.

These issues highlight changes which have taken place in the programs since the baseline study of 1971; and, therefore may serve as baseline variables for the third year evaluation. Most of these issues (and others) have been presented to the local Board Chairman, USAID Mission staff and selected OICI staff in individual feedback sessions in the respective countries. They are presented here in order that the Central Office may develop program priorities for third year planning.

While these issues are not presented in any format which logically conforms to program priorities established in the respective PROPS recently prepared for both Ghana and Nigeria, they do, nonetheless, identify independent and intervening variables against which PROP program priorities can be measured for third year evaluation.

1. The need of OICI to develop an internal evaluation capability and the need to document training results.

OICI does not have a program management reporting system which generates useful data in a systematic format for analysis. Equally critical is the need to assist staff to become capable of accurately assessing situations and planning short and long range strategies to deal with them.

Trainee and program data are recorded differently by both African programs. The data collection instruments provided local programs by OICI do not provide for the collection of needed data in a useful form.

An OICI program management reporting system should be developed by the Central Office. After the system is developed a central records unit should be set up in each local program. Failing to proceed in this way can only further perpetuate the current inadequate data collection practices.

A review of records and reports and interviews with staff would indicate that at present the evaluation capability of the Central Office and Program Advisory staff is limited. As the OICI program continues to grow the International Director will need to rely increasingly on the analysis of data and information provided by key staff. The inadequacies of the current system compounds this problem.

Recommendation: that the evaluation capabilities of the Central Office staff be expanded through a planned staff development program.

2. The impact of the Feeder concept on African trainees.

There is little doubt that the feeder concept is crucial to the success potential of the trainees entering the OIC program in both countries. While most trainees in both countries successfully complete requirements for computational and communications skills training, all seem to require more orientation directed toward attitudinal change, motivation and counseling. Many trainees have been found to have emotional, family, medical and transportation problems which require help in resolution and many others

help in getting to the training site regularly and on time — a problem which must be dealt with before they can become job ready.

Accurate figures on the drop out rate during feeder training were not available but a review of available information would indicate a very low drop out percentage. We were unable from available records to identify any trainees who might have been able to take a modified feeder program, that is, by pass feeder or pursue feeder training courses concurrently with the skill training. On the other hand there were trainees who were consciously moved into skill training to encourage them although they had not attained the desired level of communication and computation skills.

Recommendation: that the overall program be adjusted to provide for regular periods of communication and computation training while the trainees are in the vocational training phase.

3. Capability of the Central Office and Programs in Ghana and Nigeria to assist in the development of African programs.

Size of Phil staff

With the exception of the Office of Training, the current Central Office staff pattern can adequately handle the new programs in Ethiopia and Kenya. In fact, one of the reasons the Office of Training is deficient is related to the amount of time spent on non-training activities related to the OIC's in Ghana, Nigeria, Ethiopia and Kenya.

Technical Assistance Team

Four new OIC programs are developing in Nigeria, outside of Lagos. It appears that the Program Advisor is the only staff person involved with these developing programs. However, it is clear that neither the TAT nor the OIC/Lagos (OIC/L) staff have the time to provide technical assistance to other programs. The OIC/L has yet to reach the level of development to be a model for other programs.

True? Approved?

!

Conversely, OIC/Ghana (OIC/G) could begin providing pre or post orientation training to representatives from other African programs. While the facility is limited, the American and Ghanaian staff have demonstrated how to build a quality OIC program within these and other limitations. Also, their initial outreach efforts provide a dimension currently unique to Ghana but with real potential for other African countries.

4. Development of Community Support and Income Generating Activities

Both programs have shown increased growth in the participation of local citizens, government and industry as evidenced by the expanded memberships on the Board of Directors, Industrial Advisory Committees and technical advisory committees. OIC/L has also increased the number of contributors and fund raisers. In Ghana the performance of trainees on the job has generated positive reactions to the program from both public and private sector employees.

Equally important are the results of income generating activities. To date neither program has generated income equal to 20 percent of the current operating costs for one year. While Nigeria has shown steady growth, Ghana has not. The reasons maybe understandable, however, there is question whether either program can reach the goals set for 1975. The question in Nigeria seems positively correlated with the output of the program trainees on jobs to date. In Ghana the program output has been good in terms of graduates on jobs and demonstrated flexibility in outreach programs for industry — but the cash fund raising potential continues to seem limited. The considerations which should be addressed are many and are contained in the section of this report entitled Local Support.

5. Certification of Trainees

In both countries certification of trainees has become a major issue. Because of government requirements, based on the traditional British education system, the trainees have expressed fear that they will be unable to obtain employment without City and Guild or Labor Trade Test Certificates. The TAT and local program staff in both countries have begun discussion with the appropriate government agencies to seek resolution of this problem.

The solution should be consistent with the original goal of OIC - to demonstrate to government, industry and other educational institutions an alternative to traditional and current training approaches.

OIC/G graduates who have been placed in jobs are demonstrating that their job-ready-focused training makes them equivalent to or better than employees holding traditional Certificates.

Recommendation: OICI and the local programs should pursue a course which will consummate in government recognition and validation of an OIC Certificate which would represent an equivalent Certification of competence to the City and Guild or Labor Trade Test for entry level employment.

6. Local Control of Program

At the time of this evaluation the Board of Directors (BOD) of OIC/G and OIC/L were involved in discussions with OICI regarding obtaining authority commensurate with their responsibilities for directing their respective programs. The central focus of these discussions have been the desire of the local BOD's to control program operating budget and funds, clarifying the BOD's relationship with the OICI/TAT and the USAID Missions.

The major focus is the control of the total program budget and funds. Currently only local salary funds are turned over to the BOD a few days before they are disbursed. All other operating cost disbursements are made by the Program Advisor and/or OICI Central Office. In the fall of 1972, the BOD's were, for the first time, involved in reviewing operating budgets for their programs. In carrying out this review, the OIC/G Board felt it could not do an effective review since it did not have information regarding prior experience with expenditures which make up the proposed budget for each line item.

The OIC/L BOD Chairman expressed the opinion that OICI uses the flow of funds to control the actions of the BOD and the direction of the program.

The representatives of both BOD's who were interviewed did not possess a clear understanding of the funding procedures between USAID, OICI and the local programs. The information they had was reported as obtained in piecemeal fashion and usually growing out of a crisis situation.

Recommendation: that a statement of Agreement or Understanding between OICI and each local program be formulated. It should include procedures by which each local BOD would control it's operating budget development and expenditures of funds. It is also recommended that these procedures be first developed, tested and refined with OIC/G because it currently has excellent fiscal management and controls in operation.

OIC should develop a training course for its African Board members which can be carried out by the Program Advisor in each country.

7. Local Support and Level of Service

The programs in both countries have begun to generate broad local support, as evidenced by their BOD, IAC, TAC and other groups who have assisted the program. In terms of local financial support OIC/L has been more aggressive and has shown steady growth in obtaining cash and in kind contributions. The OIC/G experience has been less successful but from methods and sources thus far used, also reflects the potential for increased support.

In view of the economic factors involved in Ghana and the state of development of the program in Nigeria it is doubtful that either program can obtain the goals for local financial support set forth in both PROPS unless other sources of funds are developed (primarily contracts for services and government related service contracts, subsidies or grants).

Most of these sources are being pursued in both countries.

These issues are tightly interlocked with the level of service each program can realistically be expected to support by FY 1976. Although each BOD was involved in the development of their PROP our interviews and observations indicate that the relationship of level of service projections, cost per program and local funding obligations have not been brought together in a systematic manner. As a result neither program has entered into a meaningful planning process in which a realistic assessment of fund raising potential is compared with the cost of desired levels of service and in turn, realistic adjustments made. For example, both programs would be hard pressed to meet the projected goals for trainee enrollment and program completion using their present facilities. What are the alternatives if the local BOD by FY 1976 is only able to support a program at current operating costs?

Recommendation: that systematic process of program budgeting and planning be undertaken with the assistance of OICI and USAID.

8. Office of Training - Central Office

The Office of Training continues to be encumbered with activities not directly related to training support.

The second issue relates to the use and experience being gained by the field staff in Africa. The TAT in both countries have developed considerable expertise with respect to adopting instructional techniques and methods. Much of this knowledge is written into Local Training Manuals, memoranda, etc. But very little that has been forwarded to Central Office has been prepared for circulation to other programs.

Recommendation: that a Curriculum or Training Specialist with experience in Africa be brought into the Central Office for at least one year to collect, reorganize and prepare for distribution the wealth of program development, training, counseling, etc. knowledge which has been obtained. Since this person should have the overseas experience which does not now exist in the Central Office, the addition would enable present staff to concentrate on research, evaluation and program management reporting systems as well as activities related to the proposal development.

CHAPTER II - METHODOLOGY

A. Analytical Approach

There are four parties who may benefit from the OIC training programs. These are each of the respective countries as a whole, trainees, employers, and the government. Each of these groups have different outcomes which they wish the OIC to accomplish. Therefore, depending on the perspective taken, the method for analyzing the effectiveness of OIC programs in both Ghana and Nigeria will differ. For example, from a society point of view, the goals of OIC as a manpower training program are put in terms of aggregate changes — increased aggregate production, improved equity in the overall distribution of income and employment, and reductions in the national unemployment rate. For the trainee, the goals are more limited — usually to benefits which directly affect him, such as improvement in his earnings and increases in his satisfaction. Employers tend to look at training effectiveness in terms of the extent to which trainees skills match with the labor market needs. The government on the other hand, will view effectiveness in terms of the extent to which the trainee becomes self-sufficient and therefore does not rely upon some form of governmental support.

Our analytical approach to measuring the effectiveness of OIC as a manpower training program in Ghana and Nigeria takes all these perspectives into account, however, the major focus is upon measuring the benefits of training to the trainee and to society as a whole.

B. Evaluation Design

The evaluation design conforms to the characteristic "impact evaluation" model; however, the overall effectiveness of the two programs was measured against five criteria:

> Effort: what was done; how well was it done? (Attention was given to such input variables as administrative practices of OICI Central, qualifications of field staff, administrative efficiency and reporting and feedback procedures all of which are treated as independent variables throughout the report).
>
> Performance: How much was accomplished; what outcomes were produced?
>
> Impact: How adequate was the performance of the programs in relationship to what they set out to do? Were the targets reached?

Efficiency: What were the benefits in relationship to costs? Could the same goals have been met by alternative methods at less cost?

Process: What factors influenced the positive and negative outcomes of the two programs during the past year? (dependent variables were identified as increased income of graduates, completion of training, increased social satisfaction, increased employment among graduates and changes in the ability of the African staffs to assume full responsibility for the financial and administrative operation of the two respective OIC programs.

C. Field Work

Field work was governed by the five criteria explained above. The entire evaluation strategy was focused upon collecting as evidence of program effectiveness those data which would provide answers to questions explicitly or implicitly contained in the five criteria.

The field work was divided into two (2) major phases: 1) review of documents and interviews with OICI Central Office staff and 2) on-site monitoring.

Phase 1: Review of Documents and Interviews with OICI Staff

Several documents were carefully examined to ascertain program goals, program operation problems, and contractual agreements between OICI and USAID. Some of these documents included:

1) Guidelines For AID Support in Establishing An OICI Central Office and Current Activities in Africa Under Basic Agreement No. AID/AFR 653, January 1972.

2) Semi-Annual Report For OIC International Project With Ghana OIC for period covering January - June 1972.

3) USAID PROP for Nigeria.

4) USAID PROP for Ghana.

Other documents and data sources included quarterly reports submitted to USAID by OICI; the entire correspondence files between the Training Department and the two respective field staffs; selected directives from the International Director to the Field Staffs, selected notes and directives from the Assistant Administrator to the field staffs and selected reports from the respective Program Advisors to OIC Central. Available minutes of African Boards of Directors were examined.

In addition to the examination of selected documents, in-depth interviews were conducted with the International Director, Assistant Administrator, the Training Director, Economic Development Director, Director of Administrative Services, and the Education-Research Specialist. In Ghana, meetings of the BOD and IAC were attended.

Phase 2 : On-Site Monitoring

A total of forty-four (44) mandays were spent in on-site evaluation between the two African countries. In-depth interviews were conducted among local African staffs, TAT members, AID Mission staffs in each country, selected trainees, employers, industrialists and governmental officials. In addition to these, selected board members of each program were interviewed. A total of 99 interviews were conducted among these groups.

Other monitoring activities included visits to each training site with an exhaustive examination of the plant, its facilities, equipment, and training supplies; visits to each classroom to observe teaching practices and the educational curricula and thorough examination of course curricula and syllabe. Upon leaving each country, a feedback evaluative session was provided by the contractor with each AID Mission staff and the respective local OIC Board Chairman and Program Advisor.

CHAPTER III - PROGRAM ADMINISTRATION AND COMMUNICATIONS

A. Board Of Directors

OICI was incorporated under the Non-Profit Corporation Law of the Commonwealth of Pennsylvania in 1969.

The Board consists of ten officers and members. The first Vice-President and one member are from Nigeria and Ethiopia and the second Vice-President from Belize. The Board as a whole functions as the policy-making body for OICI. It has invested the Chairman with full authority for policy decision between Board meetings. The Board has met 6 times since July 1971. Communication between Board meetings is adequate to keep the membership abreast of the operations. The International Director continues to provide staff services to the Board.

Chart I shows the organizational structure of OIC International.

B. Central Office

1. Staff and Staff Organization

In December, 1972 the Central Office was staffed as follows:

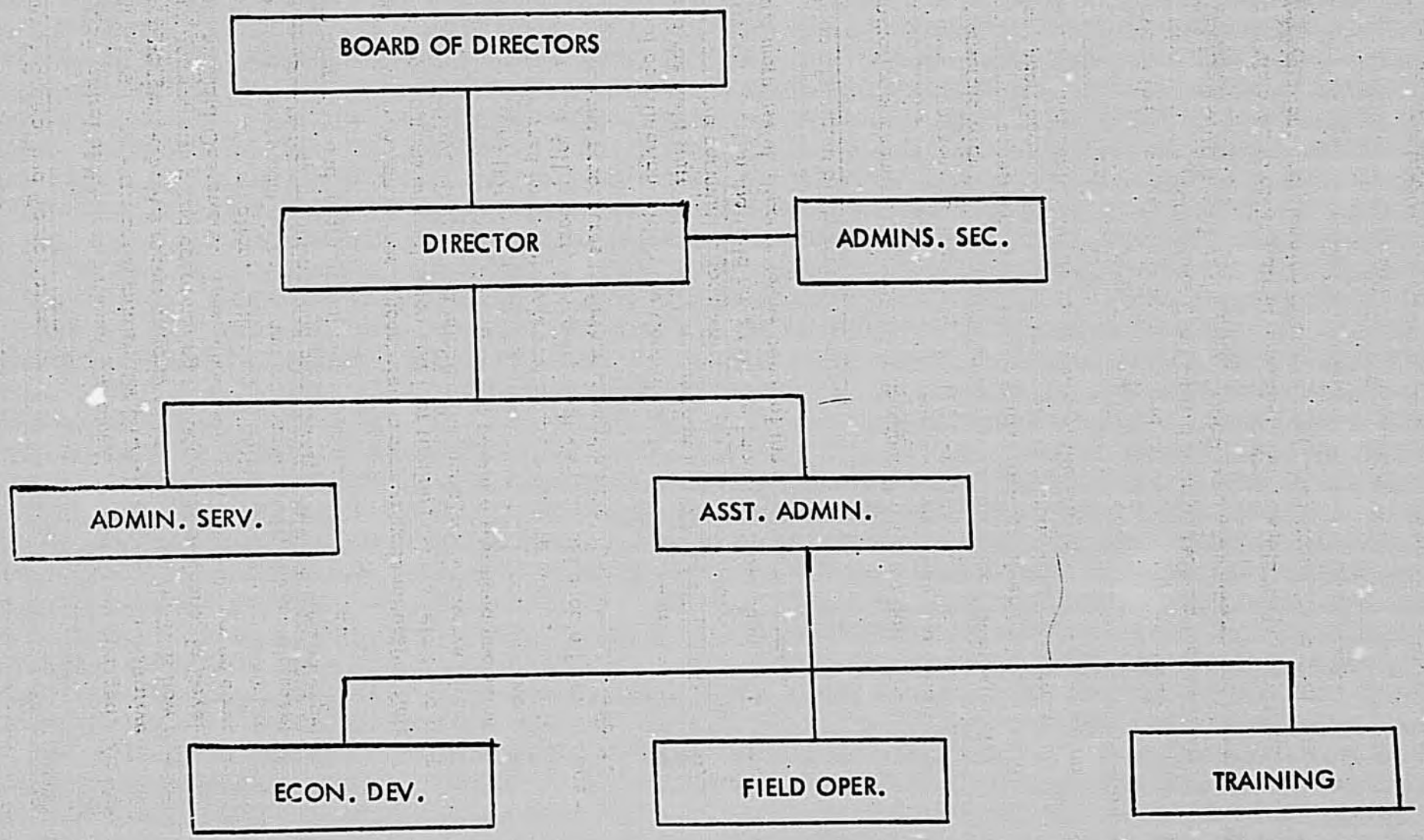
International Director	-	Office of the Director
Assistant Administrator		
Administrative Secretary		
Secretary		
Secretary		
Training Manager	-	Training Office
Education-Research Specialist		
Secretary		
Economic Development Manager	-	Economic Development Office
Secretary		
Administrative Services Manager	-	Administrative Services Office
Accountant		
Bookkeeper		
Procurement/Personnel Officer		
Secretary, Receptionist/Switchboard Operator		

With the exception of the Training Office this staffing pattern is appropriate for the support of field operations in Nigeria, Ghana, Ethiopia and Kenya. The special requirements of the Training Office are discussed later in this chapter.

CHART I

OIC INTERNATIONAL , INC.

ORGANIZATIONAL STRUCTURE



C. Span of Control and Coordination

The span of control of the International Director (I.D.) has been changed. As shown in Chart I the Assistant Administrator (A.A.) and the Administrative Services Manager (A.S.M.) report directly to the I.D. The A.A. is now responsible for supervising and coordinating the activities of Economic Development, Training and Field Operations. These changes have lead to improved coordination since the last evaluation. Other contributing factors have been the absence of turnover in the top administrative and managerial staff, the development of administrative policies, guidelines and procedures, and the increased experience of staff in operating and international manpower training program.

During 1972 the A.A. and other support staff managers made extensive field visits to the African programs on evaluation and fact finding missions related to their areas of responsibility. These visits enabled the managers to observe directly the programs which they were backstopping and to obtain a first hand understanding of the complexities of living and working in a different culture. Because some of these visits occurred immediately preceeding our on-site evaluation, it is too early to assess their full impact, however, such visits should enable further refinement of policies and procedures to further strengthen their backstopping efforts.

The internal coordination within the Central Office and between the Central Office and the field staff is less cumbersome than in 1971 but still relies heavily on written narrative communications which makes objective analysis of situations more difficult. Staff in the field have felt the impact of these changes in terms of swifter and more useful response to the needs of the overseas programs.

D. Division of Responsibility and Authority

The organizational changes in the division of responsibility and authority has brought more clarity to the relationship between Central Office and field staff. There has also been more delegation by the I.D. of authority to Central Office staff commensurate with their responsibility. This decentralization of authority has brought greater cohesiveness within the staff. This cohesiveness is demonstrated by a better understanding of the capabilities of the managerial staff to take leadership in assessing and analyzing all components of the program and recommending appropriate corrective action and/or new directions.

On the basis of the study teams observations and interviews with overseas and Central Office staff the problem areas which still remain, reflects the managerial experience of this staff as well as the absence of a program management information reporting system which would generate meaningful data in a systematic format. Also there is the need to assist staff in becoming more capable of accurately assessing problem situations and planning short and long range strategies to deal with them.

The assessment of this study team indicates that there is question as to whether staff as a whole (including program advisors) can make the complete transition from awaiting directions from the I.D. to becoming staff advisors who provide the I.D. with supportive data and information for decision making. To accomplish this they will require training in problem analysis and planning as well as staff advisory functions.

E. Communications

1. Central Office and Field Staff

There has been an obvious improvement in the communication systems. There has also been a clear reduction in the volume of paper generated which is partially a result of the decentralization of authority which is in process. In addition, communication has been improved through published guidelines for Field Operations Management, New Field Financial Reporting System, which have contributed to a better understanding of data reporting requirements and program development.

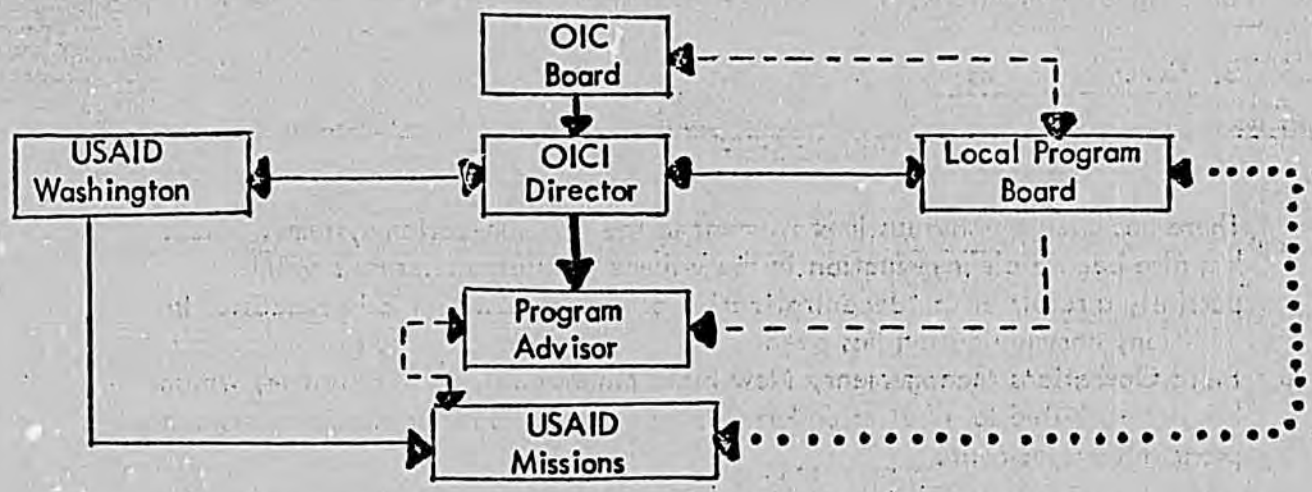
A review of files of reports and memoranda and interviews with staff both in the central office and overseas indicates a system in which communication is increasingly moving reciprocally in both directions. Communications from the central office to the field has been less critical, demanding and directive.

As also reported in the previous evaluation the problem in communications is that the existing program management information reporting system does not generate meaningful specific data in a systematic format. The narrative reporting system relies heavily on the Program Advisor's subjectivity and discretion and as a result there is a lack of continuity in regularly reporting on all components of the program. This is a handicap to effective and efficient management and in the same instances have resulted in crises situations which could have been avoided.

What is required is a reporting system that reports: 1) outcome data in terms of program objectives, 2) program activities as intermediary steps to goal-attainment and, 3) program problems as barriers to goal-attainment. When program problems are identified, field staff should attempt to isolate the precipitants of these problems as well as specific alternative solutions. This kind of reporting, then, makes it possible for the central office to make informed judgement about a solution or alternative program strategy.

2. Central Office and African Board of Directors (ABOD)

At the time of this evaluation the "OICI Lines Of Communications" chart showed direct communication between the I.D. and the ABOD's. The following diagram is excerpted from this chart. 1/



It should be noted that this Chart shows only downward communication between the OIC Board and the I.D. and between the I.D and the Program Advisor and presumably between USAID/W and USAID/Mission. Most other relationships provide for two way communications between the parties connected. It would appear that authority relationships are also being protrayed in this chart.

An apparent deficiency in the communications flow appears to be that the Local Program Board carries a direct communication on the one hand relationship with the I.D. on the different but unspecified relationship with the OIC Board and the Program Advisor on the other, and still another undefined communication linkage with USAID Mission.

In practice this system is at times confusing and frustrating for both the Ghana and Nigeria BOD's and at other times a useful tool for manipulation. The lack of clarity makes for unsureness on the part of the BOD's, Program Advisors, field staff and USAID Mission staff. Intermittently there are strained relationships. The Guidelines for A.I.D. Support 2/ attempts to correct part of this deficiency. To correct this problem OICI and each ABOD should enter into a written statement of understanding which specifies channels of communication and authority relationships in practical terms. This can be accomplished within USAID guidelines.

1/ OICI Field Operations Management Guidelines, Page A-6.

2/ Guidelines for AID Support In Establishing An OICI Central Office and Current Activities in Africa Under Basic Agreement No. AID/AFR -653, January 1972.

F. Office of Training

1. General

The training office is responsible for the development and implementation of all overall policies and procedures related to the planning, implementation and coordination of the African training programs. This includes the orientation of TAT members being sent overseas, the orientation of African local Boards and staffs to the concepts of OIC and the planning and implementation of overall development. The training office is also responsible for curriculum development, research, and the preparation and selection of curricular materials and instructional equipment.

The office is manned by a Training Manager, Education-Research Specialist and a secretary. A review of the activities of staff in the office of training revealed that most functions of the office are being performed satisfactorily except staff and curriculum development for the African programs.

2. Support of Field Staff

A major deficiency of this office seems to be related to the lack of support it provides the field staff in the preparation and selection of curricular materials. This situation was also reported in the first year evaluation. There appears to be no substantial improvement.

The training staff still seems to be encumbered with too many activities unrelated to in-service training and staff development. These activities included logistical matter related to processing and procuring overseas equipment and new program development. Almost no curricula assistance has been provided to the African staffs. To date, there has been no systematic plan developed by the central office for monitoring or assessing the quality of training provided by the two African programs.

Members of the training staff made one visit to Africa during FY 1972. The Agenda of that visit in June seemed to have been related more to administrative matters than to providing training technical assistance.

Unless the central office through its training department develops an internal mechanism for feedback and assessment of program achievement, there is no feasible way in which it can guide the development of the program.

The training department must devote more time to substantive curriculum planning and development. It should be developing model lesson plans and unit syllabi for all courses to be taught in each local OIC training facility. This would allow the TAT curriculum specialists to spend more time adapting the materials to the local countries rather than having to start from scratch as was the case in Ghana and Nigeria.

The training department should be conducting on-going research and a review of the educational literature to ascertain new and efficient methods of teaching in African cultures. As a matter of fact, much of what has been learned in America during the past decade regarding the education of the culturally and economically disadvantaged could be adapted for use in Africa. However, this would require synthesis and preparation into a feasible format and should include the methods expertise gained by OICI field staff. The training department should subscribe to such Journals as the Harvard Education Review. These Journals should be examined regularly, excerpting appropriate materials to be sent to the TAT. This would be one way to provide staff development to the TAT.

The training department should be doing more in the area of exploring the use of audio-visual aids as instructional tools. For example, for most vocational courses there have been visual aids developed in America to be used to supplement instruction. Selected visual aids for vocational subjects would be very useful in Africa, particularly in view of the relatively short courses.

The deficiencies observed in the training department appear to call for a re-ordering of priorities within the Central Office so that essential curriculum development can take place. The training department should have a curriculum specialist. It is recommended that someone with experience in the Africa programs be brought into this position.

3. Patticipant Orientation Program

A review of the orientation provided participants from the African programs and OICI/TA staff indicates that the Training Office is constantly engaged in individual or small group orientation sessions. One reason for this is the uncertainty regarding when passports will be issued to Africans and visas to American staff. In addition, the ABOD in both countries want to be sure that local staff trained in the U.S. will remain with the program. Hence, they are moving toward requiring local staff to be on board over six months before sending them to orientation.

In view of the state of development of the Ghana program consideration should be given to having the TAT conduct pre or post American orientation for the other African programs at OIC/G. It is recognized that the on-the-job-training (OJT) part of the orientation in America can provide a broader base for relating OJT experiences to the needs and aspirations of the African staff. However, the OIC/G may be used to provide experience in an African OIC.

no! funds should be earmarked in Country programs

In addition, some participant funds should be used to bring together key Board and staff from the programs in Ghana and Nigeria and the developing programs in Ethiopia and Kenya once or twice a year to systematically review all aspects of programs, administration and financing in a joint planning and problem solving effort. Minimally the Chairman, Treasurer, Program Director and Training Supervisor should represent each local program. OICI should have all office managers, Program Advisors and administrators in attendance. USAID/W and Mission should be invited as appropriate.

G. Office of Administrative Services

There were eleven major deficiencies reported in the previous evaluation report directly attributed to the Office of Administrative Services (OAS). This evaluation indicates that nine have been substantially corrected and the two remaining are jointly the responsibility of the Office of Training (OT) with the major responsibility being that of the O.T.; i.e. the program management reporting system.

These changes have resulted in sounder fiscal management and control by the Ghana program. (No assessment could be made of the Nigeria program because the administrative officer for the TAT was home on leave. In addition, records available through the local program were inadequate. Neither was the Program Advisor able to provide accurate fiscal information). Operationally the Ghana Administrative Officer and OIC/G Finance Officer maintained excellent records and evidenced fiscal responsibility. Time lags between ordering and securing needed supplies and commodities appear reasonable and generally OAS and OT keep them informed of reasons for unusual delays. (For details see section Ghana Report).

In both countries staff housing has been upgraded and morale has improved. The cultural shock in Nigeria resulted in the loss of TAT staff but Central Office has taken steps to more realistically prepare staff for service in Nigeria. This is not to infer that staff housing is as yet comparable to those Americal Government Employees living in Ikoyi or Victoria Island. The environment of the housing and the facilities in Ghana are superior when compared with the situation in Nigeria to the extent that they engender less of a cultural shock.

The recent trip of the Administrative Services Manager should provide him with a better understanding of the operations overseas and the conditions in which they are carried out.

Although fiscal audits were not a part of this evaluation, such audits were being conducted in the Central Office, Ghana (USAID) and a GAO audit including the Ghana program had recently been completed.

When?
By whom?

H. Office of Economic Development

This office became operational in April 1971 when the initial evaluation was beginning. At that time it was apparent that there would be a need for entrepreneurial and management training in both Nigeria and Ghana. The manager has made two trips to Africa, the most recent was in October 1972. This study team arrived in each country shortly after the manager's departure and interviewed several local people who had worked with him. The consensus in terms of his competence , realism and sincerity was highly favorable. As a result, committees in each country are laying sound plans and taking initial steps towards implementation of the plans (Nigerial Investment Progress Association and Ghana Self-Reliance Investment Association).

The OED did not confine itself to the activities through local investment groups but also pursued with OICI and OIC/G staff joint ventures with other industry and training resources. One effort has been OIC/G and the Ghanaian Business Bureau under the supervision and coordination of the TAT Feeder Curriculum Specialist which provided two weeks of feeder type training for 20 waiters and waitresses to be hired by a local businessman. Another potential effort involves apprentices in the meat processing industry. There is a revived interest among various groups to have OIC/G provide attitudinal and motivational training for current employees.

The OED manager has shown an ability to seek out and develop resources and relationships with government agencies — business and industry both in the United States and abroad. This has definite potential not only assisting in the development of Entrepreneurial and Management Training Programs but as shown in Ghana to demonstrate OIC/Gs flexibility and versatility in responding to the specific training and manpower needs of business and industry. This is especially important in an economy which appears to have limited potential for generating sufficient new jobs in the next one to three years to meet the need of the unemployed or underemployed labor force.

The developments in the Lagos area are more confined to the activities of the Nigerial Investment Progress Association (NIPA). This is partly a result of: 1) The TAT having been understaffed since the beginning of the program, 2) the business community is more complex because of its size and diversity than in Ghana, 3) the business community lacks evidence that the local program can produce capable, motivated employees and 4) there has not been a consistent OIC/L or TAT staff effort in developing relationships with the business and industrial communities as well as the government agencies.

CHAPTER IV - PROGRAMS AND STAFFING PATTERNS

1. OIC Ghana (OIC/G)

A. Organization and Administration

The OIC Ghana program got fully underway March, 1971. By May, 1971 96 trainees were enrolled. At the time of our visit for the second year evaluation, there were 139 enrollees of which 85 were enrolled in the vocational skills program which began September 27, 1971. Most of the instructional activities continued to be carried out at the Nungua site. However, the administrative offices are located at the Ocean Fisheries in Accra.

Chart II displays the organization of the local administration and staff at the time of our visit.

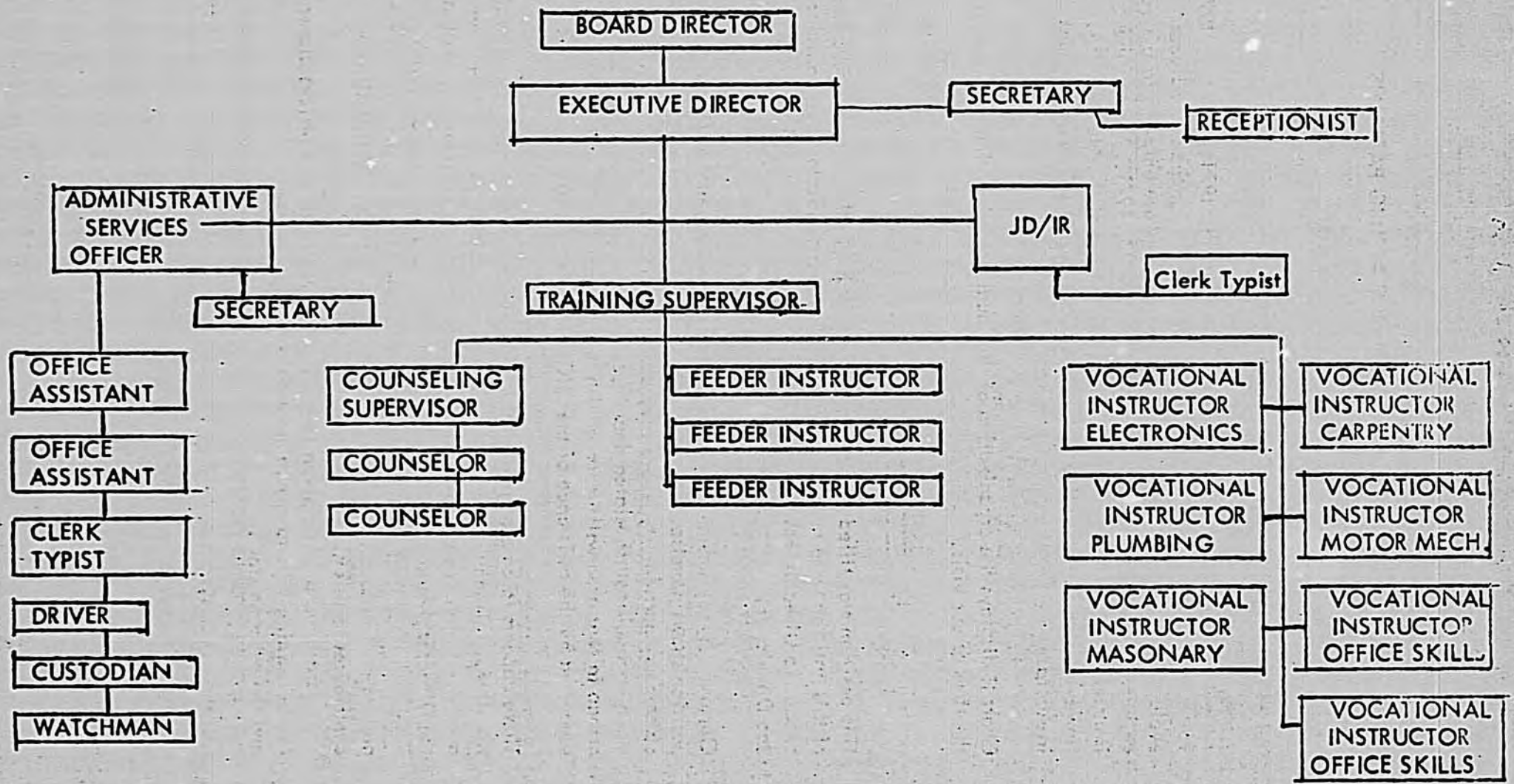
1) Executive Director

This position was filled in October, 1971. Prior to this date the functions of this position were assumed by the OICI program director. The present Executive Director was promoted from the position of Industrial Relations/ Job Developer.

Our overall assessment is that the performance of the person filling this position shows promise. Certain areas of program management show indecisiveness, particularly where they are related to the Director having to make unpopular staff related decisions. It is our judgement that his performance in that area will improve with professional growth and experience, supported by the assistance of the OICI program advisor.

There appears to be a degree of aloofness displayed by the Director toward the staff. This may very well be a function of cultural ethos rather than a manifestation of supervisory deficiency. That not withstanding, we believe the Director should make an effort to communicate more directly with staff members rather than relying so heavily upon memos and his immediate subordinate. The location of the office 20 miles from the training site also contributes to this problem. For this and other reasons discussed later consideration should be given to moving the administrative offices closer to the training sites to ensure more day-to-day contact between the Director and the program staff.

Chart II - Organization and Staff Structure of Ghana OIC



2) Training Supervisor

The person holding this position was promoted from the entry position of Curriculum Supervisor. He began his employment with OICI in November, 1970. He holds the following degrees and certifications: 1) City and Guilds Full Technological Certificate, 2) University of Saskatchewan, Advanced Training, 3) Teacher Certificate in Vocational Education, 4) University of Saskatchewan Diploma in Electronics.

Our assessment of these qualifications is that this person is adequately qualified for this position.

3) Counseling Supervisor

The person holding this position began with OIC/G March, 1971. Her training includes 1) Teacher's Certificate A, 2) Seminar in Adult Education - Lagos, 3) Specialist Training in Counseling, OICI, U.S.A.

In addition to her training, the Counseling Supervisor was the head of an Elementary school for six (6) years prior to her employment with OIC/G. We believe this person has adequate orientation and experience to assume this position.

The Supervisor is supported by two (2) Counselors. One counselor was employed in October, 1970 and the other in September, 1972. We believe that both Counselors are suitable for these positions and can mature with the job with the ongoing assistance of the Technical Assistance Team (TAT).

4) Industrial Relations/Job Development Specialist

This employee was hired by OIC/G in March, 1972. He holds a B.A. Honors degree in Sociology and has done post graduate work in management and public administration. Previous employment includes work in Public Relations. A review of his performance would suggest that the IR/JD Specialist is excellently qualified for his position.

5) Administrative Services Officer

This person who is in charge of personnel and financial matters was hired in October, 1970. He holds a middle school leaving certificate and diploma in commercial subjects.

Our assessment of his performance is that the position is being adequately filled.

6) Feeder Staff

The Feeder Staff consists of three instructors who began with the program at it's inception.

All of the instructors have had previous experience as teachers in the Ghana School System. Each of them holds a "Teachers Certificate A".

Our assessment of their performance in class is that they demonstrate a high degree of competence. It is our judgement that the overall quality of the Instructors in the Feeder Program is of very high caliber.

7) Vocational Training Staff

Seven (7) instructors make up the Vocational Training Staff. All of them have had training beyond the four year college level. Our overall assessment is that it is a highly competent staff.

8) Support Staff

The local Support Staff includes two secretaries, one receptionist, two clerk-typists, one maintenance worker and one office assistant.

B. Program Operations and Facilities

All courses except Motor Mechanics are housed at the Nungua site, about 20 miles from Accra on the Accra-Sema road.

Maximum trainee capacity at this site has been determined to be 45 in the Feeder and 105 in Vocationsl Skills. Most of the Skill Training Courses are housed on the first floor.

The building trades represents the major vocational area. At the time of our study there were 49 trainees enrolled in building and construction trades. As a core course, all trainees are provided instruction in blueprint reading and preparing diagrams of projects on which they work. In addition to this, all trainees are provided orientation to the world of work.

The following is a description of facilities and equipment in the Construction Modea Area.

1) Building Trade

Electricity - This course is taught in a small room (14' x 28') The capacity is about 15. At the time of our study there were 9 trainees enrolled. There were a variety of electrical circuits, live motors and other electrical equipment displayed for instructional purposes. Trainees practice their

skills in a frame of a house built on the training site by caprentry trainees.

There is yet certain training equipment including motors and tools which was ordered several months ago which have not arrived. There appears to be an adequate supply of instructional materials; however we feel that the instructor should have available to him visual aids.

The texts used in the course are American oriented. There needs to be more texts on the British electrical system since much of the circuitry in Ghana follows the British model. The evaluator was informed that British texts had been ordered but had not arrived.

a) Plumbing

There were 22 students enrolled in this program. The instructional space is inadequate for the size of the class (21'x 30'). Often the instructor has to split the class and have some trainees do seat work in a different room while others do practice work. He then has to split his time. Also practical work such as installing drains are done of the grounds outside the classroom.

There are adequate instructional materials. The instructor and the class were preparing their own visual aids during the time of our visit. The classroom appeared to have been poorly lighted. There was some concern expressed by a local plumbing contractor and an OIC/G graduate that the curriculum does not reflect current improved practices and materials, such as working with plastic pipes and fittings.

b) Masonry

There were 9 trainees enrolled in this program at the time of our visit. There are adequate instructional materials for this course. Practice work is conducted outside the building on the site. Trainees get the opportunity to learn a variety of masonry skills in both brick and block. Instruction activities are conducted in 2 rooms 14' x 14' in dimensions.

c) Carpentry

There were 9 trainees enrolled in this program. In terms of adequate supplies and equipment, this course seemed to have been the most deficient. The following is a list of equipment needed to bring this course to minimun standard: 1) Portable power tool; 2) Portable Electric Planer; 3) Portable Electric Router; 4) Portable Electric Drill; 5) Portable Electric Orbital Sander; 6) Portable Electric Belt Sander; 7) Portable Electric Dis Sander; 8) Portable Electric Sabre Sabre Saw; 9) The Radial Arm Saw; 10) The Thickness Planer; 11) The Jointer; 12) Table Saw; 13) Mortising Machine; 14) The Woodworking Lathe. The size of the carpentry classroom is 15' x 28'. In spite

Presumes electricity universally available throughout Ghana — what about rural areas?

of the limited equipment available to the class, this course is achieving satisfactory results among the trainees. At the time of our study four trainees had completed the program and had been placed on jobs. Another trainee is self-employed.

Office Skills - This course is taught in two phases in three rooms: 14' x 28', 10' x 10' and 14' x 14'. There were 22 trainees enrolled in the program. Each of the two rooms suffer from poor lighting. One room has poor ventilation as well. In addition to these deficiencies, there are inqdequate visual and instructional aids. There are only 12 typewriters, this requires that the class be split into 2 groups. There is also an inadequate supply of calculators and duplicating equipment for instructional purposes.

In spite of the observed deficiencies the quality of instruction among the three courses that make up the Office Skills Curriculum was judged to be of high quality. While fewer trainees had completed the program at the time of our study , of these two who had completed the training, one was self-employed and the other was placed in their skill area.

Motor Mechanics - There were 14 trainees enrolled in this course. This program was housed in "donated" facilities at the Ocean Fisheries at Accra. According to the Program Advisor, the space was renovated by OIC/G in order to make it suitable for the Auto Mechanics course. Shortly after the auto shop was completed and attractively renovated, the owner of the building decided that he needed the space for his own operations. Since the agreement to provide the facility to the local OIC by the owner had neither a binding or legal status, the Auto Mechanics class had to be vacated. At the time of our study, trainees were being provided classroom instructions at Mechanical Floyd, an auto distributing firm, on Mondays and Tuesdays from 8:30 to 4 p.m. Wednesdays and Fridays are set aside for On-the-job training. Four trainees received OJT at Mechanical Floyd's and the remaining 10 are assigned to Modern Motors, a local auto sales firm.

Feeder - This program is housed on the third floor. At the time of our study there were 53 trainees enrolled. The Feeder Program consists of six courses. Following are OIC Ghana's description of the courses and their objectives.

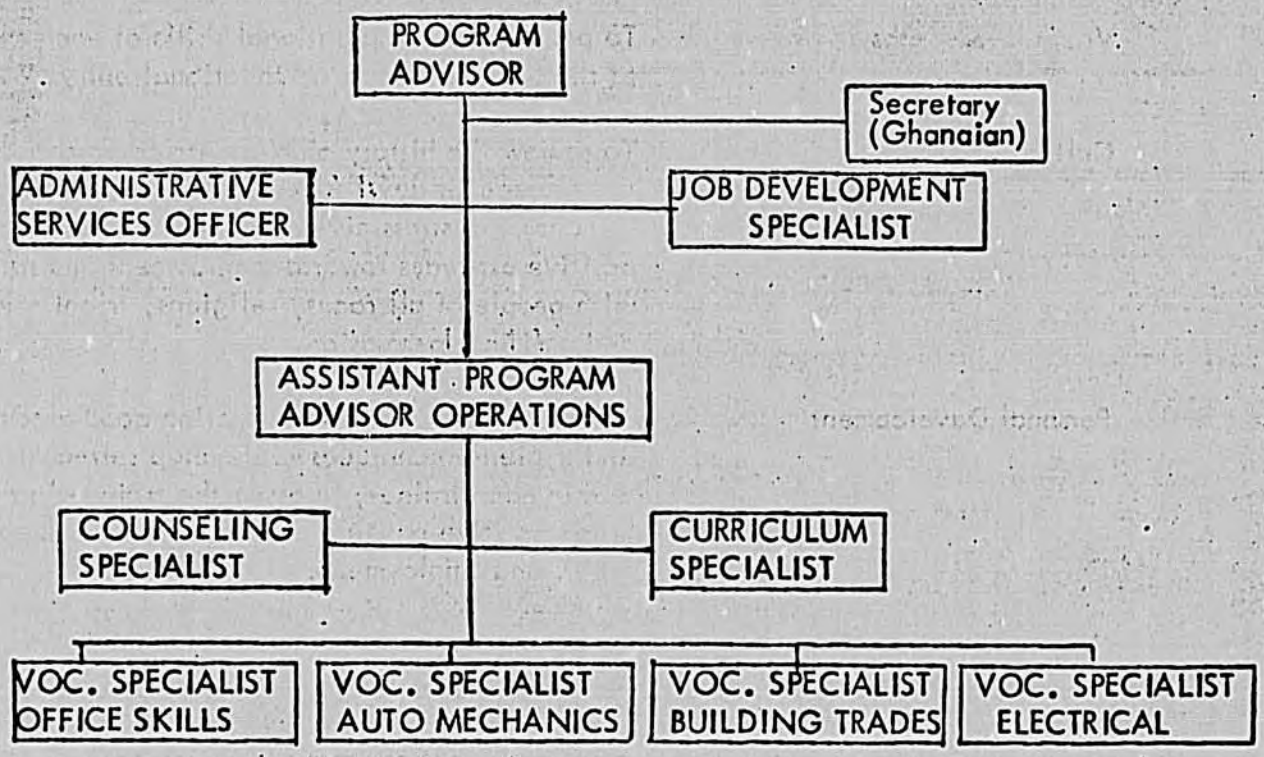
SUBJECT	OBJECTIVES
Vocational English	To perfect communication skills of each trainee to the level required for vocational entry.
Vocational Maths	To perfect the computational skills of each trainee to the level required for vocational entry.
Cultural Heritage	To review the history of West Africa emphasizing the subsequent development of the Gold Coast (Ghana); to stress civic education; to promote positive attitudes towards employment and relating with people of all races, religions, tribal origin and political persuasion.
Personal Development	To provide practice for perfecting good grooming and hygiene techniques to develop self-awareness within each trainee; to assist the trainee in developing positive ~~positive~~ attitudes toward himself, others and employment.
Consumer Education	To learn how to manage one's financial resources; to make wise purchases; to avoid fraudulent housing, purchasing and employment traps; to complete necessary forms (banking, postal, applications, etc.).
Job Finding Techniques	To practice the art of employment interviewing; to learn how to look for a job, secure a job and retain a job, to develop positive attitudes toward the world of working.

Most of the classrooms are adequate in size. There is an ample number of text books. However, the math instructor needs aid for teaching measurements. None of the classrooms have adequate black-board space or audio-visual aids. These aids, in our judgement are essential for maximum teaching effectiveness. The lighting in the rooms should be improved as wellas the need for better ventilation during the hot months.

Our overall assessment of the facility is that it is adequate. However, there is need for improvements, i.e. lighting, ventialation, etc. The interior of the plant should be painted to brighten up its dull atmosphere. There is sufficient empirical evidence that a bright attractive learning environment facilitates learning among trainees. Much of the work that needs to be done could be work experience for the construction trade enrollees.

C. Technical Assistance Team

There are 10 American counterparts assigned to the OIC Ghana project. The following is an organizational chart of this group.



The following is a general description of their activities.

1) Program Advisor - The present Advisor was assigned to the program May 15, 1972. The original Program Advisor was recalled to the U.S. in March. During the interim the total program appeared to have suffered from immobility and lack of direction. Much of the efforts of the P.A. has been devoted to picking up program momentum and mobilizing the Board of Directors. Our overall assessment of his performance is that the P.A. has been very successful in improving the unity of the TAT.

The secretarial and clerical duties of the Program Advisor are performed by a Ghanian who is not production oriented, limited in her ability to get work done on schedule, and ill-equipped to handle such routine matters which reflect on the image of the program. These deficiencies hamper the efficiency of the P.A. To assume that the Secretarial Science Specialist can provide day-to-day supervision and assistance to this person is unrealistic. We strongly recommend that serious consideration be given to providing the P.A. with an American oriented secretary who would strengthen the total administrative organization.

2) Assistant Program Advisor - Operations (APAO) - The APAO has been with the program since its inception. He was hired as a vocational specialist and promoted to his present position in January, 1972.

Much of the effort of the APAO has been devoted to the completion of course curricula and lesson plans. This has involved a great deal of day-to-day advise and guidance to the local counterpart. Three products of this effort are: A Curriculum Guide for Developing Courses of Study, a monograph, Programme Information and an O.J.T. Handbook.

It is our assessment that the Curriculum Guide is of exceptional quality and lesson plans are systematic in their instructional approach. This represents major improvement when compared with findings of the baseline study.

3) Counseling Specialist - The Counseling Specialist arrived in Ghana in May, 1971.

The impact of a strong, reliable counseling program can be seen in every aspect of the OIC operation in Ghana. It stands out as one of the outstanding features among TAT contributions to the local program. Counseling is a new concept in education and training in Ghana. However, it has been integrated into the total educational structure of the program.

The introduction of orientation tests and trainee assessment, the maintenance of counseling files and on-going, scheduled counseling sessions with trainees has provided excellent support to the educational program.

The introduction of a Central Records Unit (CRU) system by the Counseling Specialist and the Curriculum Specialist, once implemented, have provided information and feedback which should prove very useful in program development. The CRU system could be a model for the other OIC/African programs.

4) Curriculum Specialist - The Curriculum Specialist also arrived in May, 1971. Her first task was to develop curriculum guides and course syllabi for the Feeder Program. The high quality of instruction in the program attests to her competent performance.

Because of the absence of a local Feeder Supervisor, the TAT Curriculum Specialist was also performing the duties of the Feeder Supervisor. This means that she was responsible for the day-to-day supervision of the Feeder Program in addition to her other duties.

The close working relationship between counseling and curriculum development is evident in day-to-day operations. The student-centered focus of instruction in the Feeder Program demonstrates the integration of counseling concepts in educational practice. The on-going assistance to Feeder Instructors by the curriculum Specialist is evident in the improved teaching practices of the three instructors.

Our overall assessment of the Curriculum Specialist is that she is a highly competent person.

5) Secretarial Sciences Specialist - This Specialist arrived in Ghana in September, 1971. From the very outset, a major portion of her time has been spent as a classroom instructor rather than providing technical assistance. One of the local office skills instructors resigned without giving proper notice. This created a manpower shortage, and the position was not filled until September, 1972.

To have a TAT member carrying such a heavy instructional load was an unusual waste of expertise. While it may have served as a stop-gap measure it lent nothing in terms of local capacity building and program development.

There appears to exist a great deal of friction between the Secretarial Science Specialist and one of the office skills instructors. The TAT has documented his poor attitude toward advice, supervision, proper decorum as an instructor. A conference was held with the Training Supervisor, his African counterpart, the Secretarial Science Specialist and the instructor present, in an effort to resolve the matter. While the situation seems to have improved the evaluator observed evidence of poor cooperation from the instructor during our site visit. Some of this evidence seems to point to a larger problem - insubordination. It is our judgement that this is an illustration of the kind of situation which needs to be dealt with more firmly by the Executive Director.

6) Building Trades Specialist - This person was assigned to the program in September, 1971. Much of his initial efforts were devoted to organizing the vocational program. This involved setting up class schedules, refining the courses of study to conform to the indigenous nature of the country. This was achieved by visiting local firms and establishments to insure that elements of instruction related to labor market needs.

The Building Trades Specialist has also spent some of his time exploring the need for developing a vocational outreach program to complement the Government's Rural Development Program. Other activities have involved exploration of entrepreneural enterprises as well as studying the feasibility of developing an outreach vocational training program in one of the local prisons.

Our overall assessment of his performance is that his technical assistance strength lies in his administrative skills rather than his specific knowledge of the Building and Construction Trades. This does not effect the program adversely because the building and construction trades are well qualified.

7) Auto Mechanics Specialist - The first Auto Mechanics Specialist was assigned to the program September, 1971. However, he resigned May, 1972. He was replaced the following month.

Because of the state of the auto mechanics program there was no way to appropriately assess the performance of this person.

8) Electricity Specialist - The Electricity Specialist was assigned to the program June 1972. There is evidence that in a short time he has strengthened this course. However, it is too soon to assess the competence of his efforts. His potential seems excellent.

9) Job Development Specialist - There have been three different Job Development Specialists since the inception of the program. The most recent arrived in late June, 1972. There is evidence that he has been active in job development, public relations and trainee follow-up. We observed him and found him to have excellent relationships with employers. It is our judgement that this person is performing his tasks adequately.

D. Demographic Characteristics of Trainees

The records of the current enrollees were examined in order to ascertain a demographic profile of persons seeking training. When compared with those examined during the previous evaluation there were no significant changes.

E. Administrative Services

The TAT Administrative Officer (AO) and the OIC/G Finance Officer (FO) share the administrative services responsibility. The AO is responsible for all fiscal, procurement, personnel management and TAT staff logistics matters. The FO has full knowledge of these activities and is responsible for maintaining records of all fiscal and procurement matters.

1) OICI Reimbursement

OICI/ASM has provided sufficient advances for local salaries and staff housing to permit the program to continue to operate if there were a reimbursement delay of approximately two months. The current practice is to: a) close books on the 25th of the month, b) Cost Reimbursement requests are received in Central Office on the 12th of the following month, and c) a cable advice of funds is received by the 1st of the following month.

2) OICI Fiscal Relationship to OIC/G

A.O. only transmits local salaries to OIC/G. This usually takes place about five (5) days before the end of each month. All other program operation costs are paid by OICI (checks signed by the program advisor). As a result of this procedure the OIC/G-BOD has no real knowledge of decisions about program expenditures other than salaries. (OIC/G has only very limited funds and since it is not involved in payments to vendors has a limited credit rating). Because of these procedures the Program Advisor becomes the person who really determines program priorities based on control of the funds and is the person sought out by those seeking to do business with the local program.

In November, 1972 the BOD in reviewing the PROP requested that a more detailed budget be presented so that they might begin to understand costs by line item (they wanted to determine what expenditures went into each line item), whether they were high or low, and that good procurement practices were being carried out, etc.). This was the first opportunity for OIC/G - BOD to be involved in decisions relating to budgeting and operations. Also as a result of not having been involved in this process the BOD had not had to come to grips with those obligations for which they were responsible (facilities, etc).

At the time of this evaluation talks with the OIC/G Finance Committee and the Program Advisor were underway and directed toward turning over all operating funds to OIC/G with monitoring by the TAT/AO. The OIC/G-BOD view the changeover as mandatory if they are to function as Directors. The Contractor supports this change as being necessary if the BOD is accountable for the direction of the program.

Central Office does not routinely send the AO a copy of their billing to USAID. Such a copy would enable the local program to have a more accurate record of expenses (including those made by Central Office, even though details may not be available).

The OIC/G has instituted a system whereby each course area knows the exact amount of their budget allocation and are provided account balances based on encumberances each month. In addition, since most expendables and supplies are purchased locally (requiring USAID approval) the AO seeks to submit items 2 to 3 months before they are required in order to assure availability when needed and submission to OICI Central for reimbursement and also to provide OICI central with supporting documents for reimbursement for USAID/W.

Items of major equipment are still needed in building trades, Secretarial Sciences (typewriters not available from local source due to lack of import licenses from GOG. The Administrative Officer seems well qualified and appears to have an excellent grasp of the local customs and operations. The operations and staffing of OIC/G administrative services should serve as a model for other programs.

F. Assessment of Overall Program Performance

Our general assessment of the OIC Ghana program is that it is a smoothly run program with an adequate local training staff. The overall competence of the TAT is high. Their dedication is also high. However, we believe that the TAT must begin to encourage the local staff to assume more responsibility for the day-to-day decision making and classroom instruction. Both the Feeder and the Counseling components are highly organized and form the nucleus of a well coordinated individualized instructional approach.

We make one recommendation: That the Counseling Department conduct the first follow-up on trainees completing programs who are placed on jobs. Such a follow-up shoudl occur 2 weeks after job placement.

Underlying this recommendation is the rationale that such follow-up should be used for providing feedback to the instructional staff for program planning and curriculum development. Data collected would also provide feedback information to courses whose emphasis is upon the improvement of motivation and attitudes toward the dignity of work, and the development of self-confidence and self-worth.

Such an activity would also provide extended counseling services to trainees during their most critical period of adjustment to the world of work. Manpower programs for the disadvantaged in the U.S. has shown that trainees need

counseling support during this critical period. Our interviews with trainees placed on jobs in Ghana also pointed up this need. Three of the trainees we interviewed left their jobs less than two weeks after placed. One was dissatisfied with his rate of pay. The other two were having difficulties with fellow workers. It would appear that extended counseling may have remediated these situations. Although the Job Development Staff attempted to deal with these matters, we believe the counseling department is more equipped.

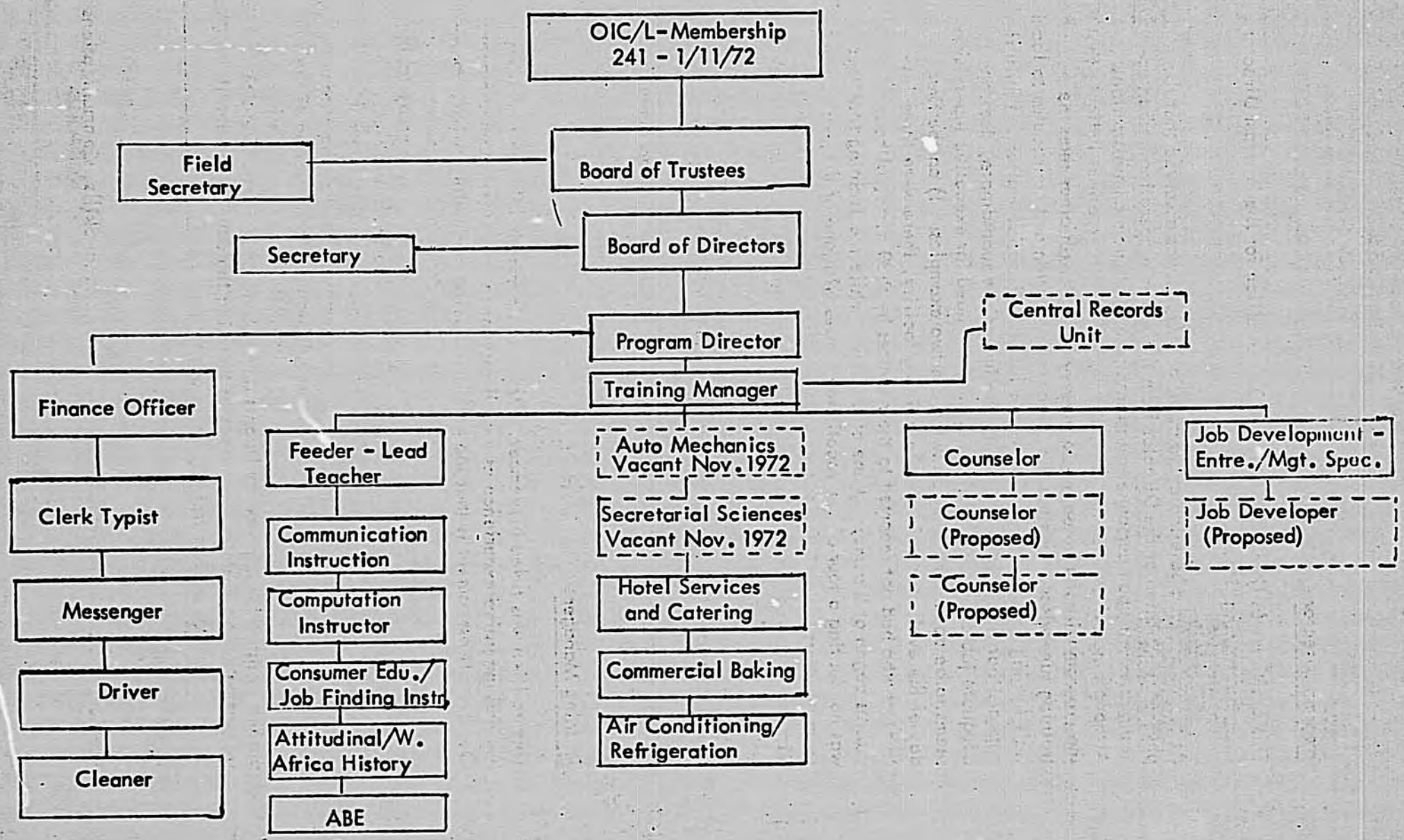
2. OIC Lagos

A. Organization and Administration

The Feeder Program in OIC Lagos opened March 1, 1971 with 54 students enrolled. The Vocational Skills program began January 1972. At the time of our second year site visit, there were 155 trainees enrolled with 94 trainees participating in vocational training.

The OIC Lagos training facility is located at 5 Ikordu Road, Maryland, Ikeja about 10 miles away from the center of Lagos. Chart III displays the organizational structure of the local staff.

CHART III - ORGANIZATION AND STAFF STRUCTURE OF OIC LAGOS



Program Director

This position was filled October, 1970. An office for the Program Director is in the training site.

At the time of the baseline evaluation in 1971, it was observed that the physical separation of the Director from the program operation had an estranged effect upon personnel relationships and program administration. Although the office is at the site, the study team observations indicate that the Program Director chose not to involve himself with other than the training supervisor. This has the effect of separation and contributes to local staff turning to the Training Supervisor for administrative matters. While it appears that the Training Manager, the immediate subordinate, does an adequate job of supervision the program, the need for executive supervision seems to be apparent. The following are two examples: 1) on the first day of the evaluator's visit to the training facility, there were three instructors who had not reported to their classes by 9:30 a.m., although classes began at 8 a.m.; 2) one of the days, while the Training Manager was conducting a tour of the vocational classes with one of the evaluation team members, one of the students became ill. Although the Program Director observed the condition of the trainee, he made no effort to seek medical attention for him. The trainee was allowed to sit in the Training Manager's Office until he returned. It just seems inconceivable that, under any circumstance, the Program Director would watch and do nothing.

OICI is aware of the Program Director's deficiencies and is working with the OIC/L-BOD to resolve the situation.

Training Manager

This position was filled November, 1971. The person holding this position has had extensive experience as a civil servant in the Nigerian government. Our overall assessment is that the position is being adequately filled. However, it is clear that the problems related to the Program Director results in the Training Manager having to assume many responsibilities, thereby taking away from his training duties. The OIC/L-BOD also tends to by-pass the Program Director in favor of the Training Manager regarding internal activities and major external matters. For example, the Training Mananger handled all matters related to the site acquisition and construction of the prefab building. In addition, because of local staff shortage he is involved in interviewing new applicants and trainee counseling. Despite this situation the Training Manager was handling the day-to-day detail of operations as well as training in an acceptable manner.

Feeder Staff

The Feeder Staff includes instructors in Computational Skills, Communications

Skills, Consumer Education and Job Finding, Attitudinal Training and Personal Hygiene. Our overall assessment of staff competency and the quality of instruction is that both are rated satisfactory.

Vocational Skills Staff

The Vocational Skills Staff consists of instructors in: 1) Commercial Baking, 2) Secretarial Science, 3) Electronics, 4) Air Conditioning and Refrigeration, 5) Hotel Catering.

A review of their training and work experiences indicates that the Vocational Training staff has necessary qualifications.

Counseling

There is one counselor who has been with the program since the Spring of 1971. However, at the time of our visit, the Counselor was on Maternity leave.

A review of counseling records shows that many students are being referred to outside clinics for medical, family and emotional problems. The counselor has developed linkages with these resources. Because there has been only one counselor who is responsible for intake, discipline, attendance problems, individual counseling, trips, movement reviews, and student government guidance, little time has been available for which there is a need indicated. In addition, the counselor has had to deal with job placement problems because the Job Developer position is vacant and there are students who have been determined job ready who are awaiting placement.

A review of trainee files and intake records indicate that although there is a provision for systematic recording of pertinent trainee data, these were not complete or up to date. The file provides for a Trainee Application Form, Information Sheet, Counselor's Contact and Comment Reports, Profile Sheet, Job Development Form and Trainee Disposition Conference Form. If adequately maintained all program management information required about individual trainees except attendance woule be centrally available. However, there is no system for assembling these data refularly for management purposes.

A 20% sample of Counseling records were examined in order to determine the extent to which Counseling Services are provided. A review of 38 cases showed that ongoing counseling is sporadic. Most counseling seems to be provided on a crisis basis.

Although the counseling process requires that all trainees in the Feeder Program have a "disposition conference" with the Counselor prior to being assigned to the Vocational Skills area, this is not always done. As a matter

of fact, 1/3 of the cases examined indicated that the only time the trainee had seen a counselor was during the time of enrollment. Some trainees had even been assigned to skill training without formal counseling.

The Counsiling "office" is a space on the first floor, set off by portable partitions. Such an arrangement offers no privacy, an essential attribute of a wholesome counseling environment. With its current enrollment it is urgent that the OIC/L-BOD provide three (3) counselors as soon as OICI can provide counseling supervision.

Job Developer

This position was filled during the period including January 15 through December 31, 1971. At the time of this study, the BOD had been conducting a search for a replacement. They are aware that there are 94 trainees near completion of skill training who need urgently to be placed.

Support Staff

The support staff includes a finance officer, clerk/typist, messenger, 3 drivers, 1 maintenance worker and a field secretary.

B. Program Operations and Facilities

The training facility consists of a two story house on Ikorodu Road, one to two hours drive from downtown Lagos. This building houses the Feeder Program, Counseling and the office of the Training Manager, Classes began in this building August, 1971. A second prefabricated frame building in the rear houses the vocational training and was opened in October 1972. Following is a brief description of instructional facilities and activities. The courses offered are the same as provided at the program's inception.

1) Feeder Training

a) Communications Skills

This course is divided into five units devoted to 1) speaking and writing; 2) applying English to the job; 3) condicting business by correspondence; 4) using English in advertising and selling; and 5) report writing.

The classroom is very small. While the average class size is about 18 this room has an optimum capacity of 10. The room was attractively painted and provided adequate sun light and good ventilation. However there was inadequate black-board space.

b) Computational Skills

This course is divided into ten units; the number system, addition, subtraction, multiplication, division, money and financing, weights and measures, fractions, decimals, and percentages.

This room was also too small for the 14 trainees present at the time of the visit. The class had adequate texts and instructional materials; however, there was insufficient black-board space. Lighting and ventilation was adequate.

c) Personal Development, Grooming and African-Nigerian History

One of the limitations of this Personal Development course at the time of the baseline study was the difficulty in funding suitable instructional materials. This problem has now been solved. Texts used for this course include: Your Attitude in Showing - SRA, Health Education - Collins, and Success Insurance - Grooming, Charm and Poise, Call Me Mister, Milady, White Plains, New York. The purpose of the African-Nigerian Heritage course is to provide the trainees with better understanding and appreciation of historical information and background in African and Nigerian history. Physical features of the classroom were adequate.

d) Consumer Education and Job Finding

Consumer Education focuses upon providing the trainees with information that will hslp them to become better consumers, sound invesotrs, and able to cope with problems of family spending. Topics discussed in the course include: Consumer - (meaning); Money - Forms and Contracts, Credit Buying, Banking, Fraud, Budgets, Taxation, Industry and Consumer Relations, Agencies that assist consumers, and Location of Industries in Fed. of Nigeria.

Instruction in Job Finding is designed to provide the trainee with positive attitudes, skills and knowledge for job seeking, retention and advancement; to develop the desire of the trainee to become an above average employee by developing a sense of competitiveness and self-improvement through continued training and skill development. Topics discussed in class include: Job Finding Techniques, completing the application form, Interviewing, Performance of duty, Promotion and Productivity.

This room was too small for the 14 trainees present on the day of our visit. It is on the east side of the building. There was a heavy cloth draped over the windows to prevent entering sunlight. This created poor ventilation. Therefore the room was extremely hot and there was inadequate lighting. The room had a portable black-board.

2) Vocational Training

a) Commercial Baking

This class is conducted in the converted servants' quarters. This facility has many limitations as a classroom and is generally inadequate for this course. It is a long narrow building about 8 feet wide and 20 feet long with two adjacent rooms housing baking ovens and other cooking equipment.

The arrangement of the facility allows for poor supervision. For example: if the instructor is providing didactic instruction, she is completely cut off from the cooking area. The present enrollment includes six trainees. The present arrangement would make it dysfunctional to have more than 8 enrollees at one time. Other limitations include poor lighting, unsuitable instructional space and inadequate black-boards.

b) Auto Mechanics

This shop takes up close to 50% of the front space of the framed, pre-fab building. Twenty eight trainees are enrolled in the program which is taught by the TAT Auto Specialist. The local instructor resigned in October, 1972.

The shop has excellent ventilation and lighting as well, adequate tools and instructional equipment. One of it's serious limitations is that it is not sufficiently separated from other classrooms in the building. When auto trainees are conducting motor tune-ups and engine repairs, the noise and fumds from running engines is disruptive to these classes. One solution would be to seal off the open area which leads from the Auto Shop to the Secretarial Science Room.

c) Secretarial Science

This course emphasizes typing, shorthand and transcription. There are 13 enrolled in the program. There are 13 electric typewriters in the class. There are no manual typewriters. This poses a training problem for two reasons: 1) because when trainees take typing exams they are likely to use manual typewriters and 2) most trainees are likely to get jobs in offices using manual typewriters. The typing classroom is on the sun side of the building. At the time of our visit there were three electric fans operating in the classroom, yet the heat was almost unbearable. It should be noted that during this study thirteen trainees took the City and Guild examinations. However, the results were not yet available.

There was a limited amount of visual aid equipment in the classroom nor was there ample black-board space. The room was too small for the 13 trainees

enrolled in the class. A second room assigned to Secretarial Science is not used. Although the training could and should be organized using this room to achieve better instruction and student comfort.

d) Electronics

Thirty trainees are enrolled in this program. While the room is large enough for the class size, there is an inadequate number of TV's and Radios to work on for instructionsl purposes. However, there are adequate tools and other instructional equipment.

e) Air Conditioning and Refrigeration

There are 14 trainees enrolled in this course. The room is adequate in size. Instructional Aids include the following: Brodhead - Garnett #9110, Refrigeration Training Kit; #9102 Refrigeration Training Kit, and #9103 Auto Air Conditioning Training Kit. This program suffers from an inadequate number of textbooks, no visual aids, no welding equipment and inadequate black-boards.

f) Hotel Catering

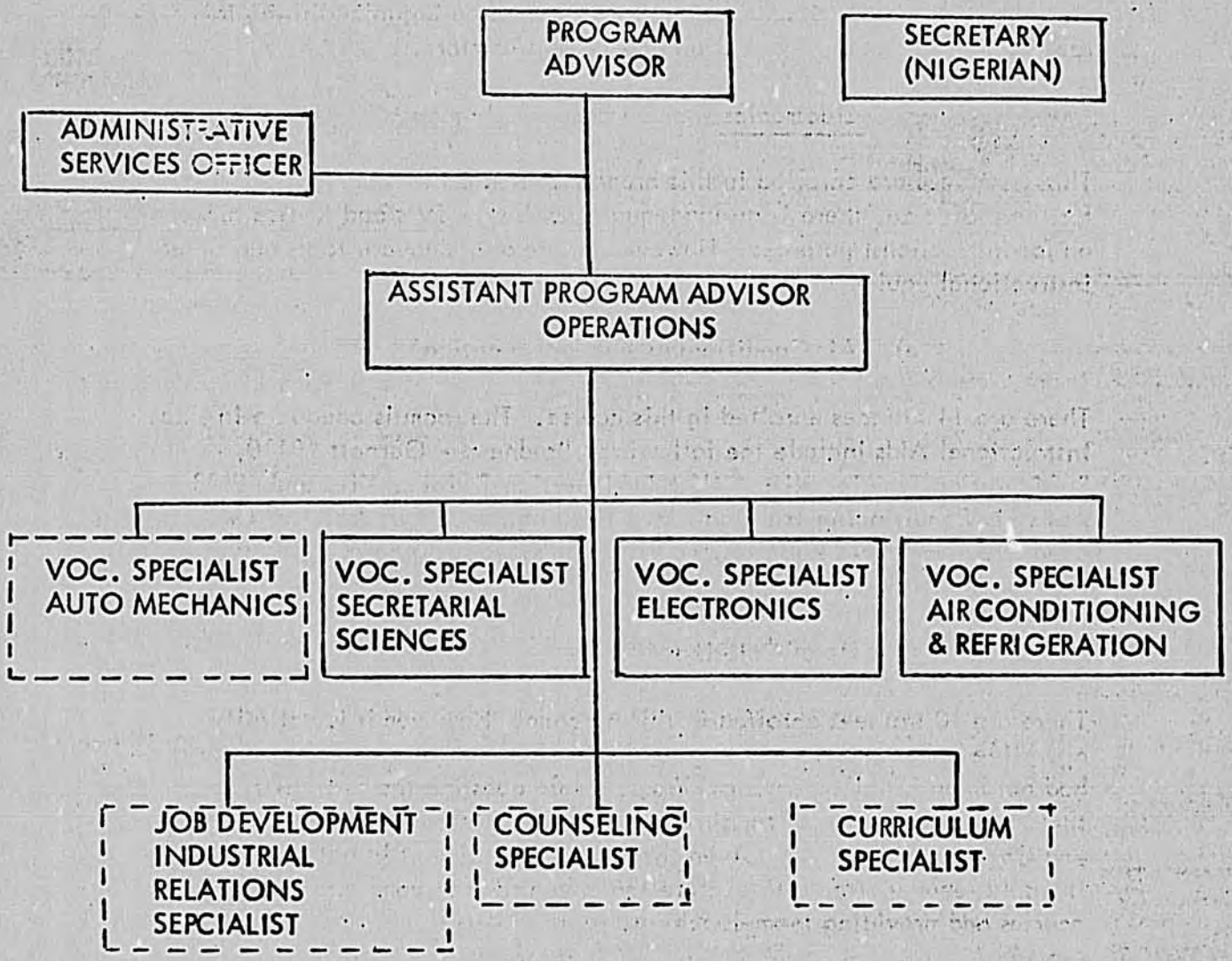
There are 10 trainees enrolled in this program. However it is not fully operative. Some of the training equipment had not yet arrived and others had not been installed for use. We seriously question the feasibility and the cost-effectiveness of running two separate programs in Hotel Catering and Commercial Baking. Given the present enrollment in both courses it would seem advisable to explore the advantages of combining both courses and providing team-teaching.

Overall the two buildings provide adequate space for administration and instruction for 200 trainees. However, space should be reallocated to reflect the above deficiencies and needed instructional materials and equipment obtained.

C. Technical Assistance Team

At no time since the inception of the OIC program in Nigeria has there been a full complement of the TAT staff. While without question the inability to maintain a full TAT staff in Nigeria has been beyond the control of OICI, this factor, nonetheless, had played a significant role in the growth of the programs. The following in an organizational chart of the TAT. (Broken lines indicate vacant positions at the time of this study.)

NIGERIA TECHNICAL ASSISTANCE TEAM a/



a/ Broken lines indicate vacant position at the end of November, 1972.

1) Program Advisor

The person presently filling this position was assigned in November, 1971. The original Program Advisor terminated shortly before.

Most of the efforts of the Program Advisor have been devoted to mobilizing local support and developing a smooth running local training staff. The program at the local and TAT level has been hampered by high turnover and delay in replacements due to visa difficulty. Because of the handicaps related to turnover which it has it can only be noted that the growth in the program that have taken place attest to the skill and dedication of the Program Advisor. At such time as a full TAT is assembled he will undoubtedly be able to make further improvements and more swiftly.

2) Assistant Program Advisor - Operations

This position was filled in September, 1972. When the Assistand Advisor arrived in Lagos several weeks later, most of his time was devoted to finalizing the plans for the First OIC International Conference, scheduled during the period of October 25-28.

Since that time, the Assistant Advisor has spent most of his time strengthening and re-organizing the counseling program including records management and planning with the Training Manager the reallocation of space for training and administration.

3) Administrative Officer

The ancillary staff consists only of an Administrative Officer. This person has been in this position for two years. At the time of the previous evaluation it was determined that he is well qualified for this position. Because this staff person was on home leave he could not be interviewed and neither were his records made available to the study team.

4) Job Development Specialist and Curriculum Specialist

The JD/IR Specialist position was filled about mid 1972. However he and his wife, who was assigned to the program as Curriculum Specialist, resigned shortly thereafter because of the family's inability to adjust to the new culture. Both positions were vacant when this study was carried out. However, replacements had been identified.

5) Counseling Specialist

The original Counseling Specialist resigned during the early part of 1972. This position had not been filled at the time of this study. However, a replacement had identified but obtaining a visa continues to be a problem.

6) Vocational Specialists

Task Order No.3 and it's amendments provide for four Vocational Specialists. All positions except that of the Air Conditioning/Refrigeration Specialist are filled.

7) Secretarial Science Specialist

This Specialist initiated the S.S. course. From the beginning she has functioned as a classroom instructor because a suitable Nigerian instructor has not been hired. Although she is married to a Nigerian she is an American and two Nigerians should be hired to learn OIC methods and to enable better instruction. As in Ghana to have a specialist only teaching is a waste of expertise. Although the hiring of local staff is the responsibility of the BOD the Program Advisor with the support of the Central Office should move swiftly yo eliminate this situation. This is a highly skilled specialist.

8) Automobile Mechanic Specialist

This Specialist had been on site about one year at the time of this study. Because his Nigerian counterpart terminated immediately prior to the study team arriving it was not possible to assess the impact of the TAT specialist in terms of technical assistance. However, because of the large number of trainees enrolled this Specialist has been able to successfully use job ready trainees to assist beginning trainees in bench work and practicum. This attests to the skills of this Specialist.

9) Electronics Specialist

This Specialist also operates without a Nigerian counterpart and thus functions as a classroom teacher. In addition the course lacks instructional materials which have been ordered. The organization of the classroom and curriculum attests to his level of competence. As with Secretarial Science we urge the hiring of a Nigerian counterpart not just to ease the work load for this Specialist but to use this Specialist's skills to train a local person to demonstrate the OIC job ready concept in the Electonics field.

D. Demographic Characteristics of Trainees

The Records of the current enrollees were examined in order to ascertain a demographic profile of persons seeking training. Of 159 records examined, the median age of present enrollees is 20 years old. Less than 4% of the current enrollment has less than level VI grade school education.

Forty-five percent are grade VI school leavers. The remaining 51% have educational training above the grade VI level. Seventy-six percent of the current enrollment has never held a job.

The records of a 10% sample of pending applicants were examined. The median age of applicants among 94 records examined was 18.6. Less than 3% of the applicants had less than grade VI school education. Forty-one percent of the applicants had attained grade VI education. The remaining 56% had formal education above the grade VI school level. Seventy percent of the applicants had never held a job.

E. Assessment of Overall Program Performance

There are several elements of the OIC program in Nigeria which require immediate attention if it is to achieve its overall objectives. They are discussed below:

a) Adequacy of Facility - There are several inadequacies of the present training facility. The basic problem is poor allocation of space for training, counseling and administration. Other problems include inadequate black-board space in almost every classroom. Others include poor lighting and poor ventilation.

The servants quarters are unsuitable for the Commercial Baking Class. We suggest that serious consideration be given to combining Hotel Catering and Commercial Baking. The ground floor of the main building should be given over to these courses. Administration and counseling should be moved to the servants quarters building.

The Auto Shop needs to be sealed off from the Secretarial Science Classroom to reduce the likely disruption resulting from engine noise and fumes, once trainees begin to work on live motors.

Efforts should be made to provide private facilities for counseling. Also, more precaution should be taken in the Baking, Electronics and Air Conditioning?Refrigeration Classes to avoid possible fire hazards.

b) Quality of Instruction and Morale - It is very obvious that the local staff is experiencing morale problems. Excessive lateness of staff, concerns about the future of the programs, discontent among staff about the absence of pay raises, cirticisms about Board Members interfering with the day-to-day operations of the center, all contribute to low morale and therefore affect the quality of instruction.

We believe that the current practice of the Board having sole authority over changes in course syllabi, and taking the position that the Board rather than staff should determine when trainees are job-ready is not only disruptive but also dysfunctional. If Board Members are more qualified to make these judgements, then they should be the instructors. The proper role of the Board members is to make policy not to administer the program. On the other hand, if the Board lacks the confidence in it's staff to administer the program, then it ought to be forthright about it and replace the staff.

c) Effectiveness of TAT - There was no feasible means by which to judge the overall effectiveness of the TAT. At no time has there been a full complement of TAT members in Nigeria since the inception of the program. This undoubtedly has affedted technical assistance performance. They have done well given continuous understaffing. It was obvious, however, that benign tension exists between certain TAT members and local staff; and the Board. There was no evidence that such tension was detrimental to the program. However, it goes without saying that such tension ought to be resolved.

The Central Office must make a bolder effort to provide the kind of realistic pre-service orientation on the one hand, and suitable living accommodations on the other, to reduce the culture shock experienced by the TAT staff. It is obvious that the lack of preparation of some TAT members to adapt to the cultural difference between Nigeria and America has affected their performance.

The absence of a highly competent Counseling Specialist throughout the life of the program has been the most serious limitation. A central component of the OIC concept is effective, on-going counseling. The individualized instructional approach requires a strong persuasive counseling program. It is imperative that this situation be corrected soon. Perhaps consideration should be given to drawing upon the expertise of the Counseling Specialist in the Ghana Program.

d) Absence of Job Development - Job Development is the single most crucial function of OIC as a manpower training program. This compenent performs the functions of locating and developing appropriate job slots, working with private business to create job opportunities that did not previously exist, expanding present job opportunities to open new entry-level positions, and attempting to involve the provate sector in different phases of the program. This component can make or break the image of OIC.

We consider it a serious program deficiency that this position has so long been unfilled. As a matter of fact, an efficient Job Development program requires that a job slot in the labor market be identified for the trainee as he goes into skill training. The underlying premise of OIC job-readiness is to identify

he job slot in advance so that the training can be tailor-made to the specific demands of the job tasks. The whole notion of the job ready concept is to train only for what the job demands. This of necessity means that the job ought to be identified prior to the completion of skill training.

Given the fact that 94 trainees are more than 50% through their training program we urge that his position be filled immediately. Because of staff shortages, both local and TAT, the temporary redeployment of staff would be counter-productiove.

An efficient job development program should be fully operational at least one month prior to initial intake. Experience in other places has shown that failure to implement job development activities prior to the trainees enrollment has created considerable disillusionment among trainees and is also likely to threaten the credibility of the program.

CHAPTER V - FACILITIES, PROGRAM SIZE AND FISCAL PLANNING

A. General

In the evaluation report of July, 1971 we made specific recommendations related to the urgent need of OIC/L for an adequate training facility. We related these recommendations to program size and fiscal planning. For a number of reasons the site recommended could not be obtained and the OIC/L Board and OICI obtained an alternate site. The present site consists of a large two story house, a building for household help and a large vacant area on which OIC/L built a pre-fabricated building to house most of the vocational training classrooms. This property is rented. The lease expires in August, 1973. Although a final report was not available the prefabricated building is reported to cost $30,000; the remainder of special facilities fund authorized based on the previous evaluation is being used to pay the rent for the permanent buildings and the land. We were unable to determine if a specific written agreement was entered into with the landlord prior to constructing the pre-fab on this property.

The OIC/G facility at Nungua was donated rent free for the first year with the promise that it would be available beyond the first year for a "very nominal fee". Although our prior assessment was that the location (20 miles from Accra) had limitations, the cost factors, the size of the building, the grounds and the financial condition of OIC/G indicated that this was the most feasible facility. In late 1971 OIC/G was donated the use of part of a small building and a large garage area at the Ocean Fisheries in Accra. The program offices were moved in to the small building and the OIC trainees rehabilitated the garage for auto mechanics classroom, storage and practice area. Shortly after the garage renovations were complete the owner repossessed it. There being no written agreements OIC/G had to vacate. Similarly, when negotiations began for a lease for the Nungua site the rent asked was exorbitant and the Board was continuing negotiations while looking for alternate locations in Accra.

Both Boards face the problem of settling on a facility which will meet the needs of their program goals and is within their financial capability to acquire and maintain. To a degree both Boards seem to be approaching this problem more from the basis of what is desired than from an honest appraisal of projected financial capability program achievements and potential related to its present size, alternate ways of servicing more trainees and the employee needs of employment in both the private and public sectors. As reported in Chapter VIII local support, OIC/L continues to pursue a five (5) acre site and OIC/G is looking at properties costing $100,000 to $500,000. The study team found no evidenct that either Board has had the kind of staff services supported by written factual data with analysis, recommendations and alternatives

which would guide the Board toward realistic short and long run decisions. Both Boards clearly understand that they are responsible for facilities. But it is apparent that they have not been provided with sufficient program planning and performance data and information to resolve this problem realistically. Also, OIC/G has the additional pressure of negotiating a lease without a real alternative location.

B. Ghana

In terms of the OIC/G experience (albeit its potential is at its highest point) the BOD address the following issues:

1.) Should the Board attempt to acquire a long term lease on the present site, operate a program with a capacity of 150 with a budget of $100,000? This would mean assessing the impact of graduating fewer trainees than are set forth in the present goals.

2.) Assuming the government of Ghana (GOG) can provide a larger facility free or at a reasonable fee should it be accepted if the expectation is to increase the trainee capacity and operating costs.

3.) Assuming remaining at the present site, are there realistic alternatives to serve more trainees through a combination of OIC Feeder Outreach and O-J-T in various companies and in the public and private sector.

4.) Should the program remain at its present level while OIC/G develops fund raising experience on which projections for future income can be made.

The above are certainly not complete but are set forth to suggest the kind of assessment which should be undertaken before decisions are reached.

C. Nigeria

There is demonstrated fund raising capability although not yet sufficient to support a $100,000 operating cost. The present facility can accommodate 200 trainees if skill training areas and offices are relocated to achieve proper allocation of space. There appears to be a realistic possibility for extending the lease at the current site. Thus the problem in Nigeria is more acutely related to improving program performance. This problem should be resolved before considering any expansion of programs.

At the time of the on-site visits OIC/L has not placed a completer in a job. The present physical facility is not organized to achieve effective training. Never has the TAT or the local staff been at full authorized complement. OICI has been able on two occasions to identify and/or hire persons to fully staff the TAT. However, there has been great difficulty in getting the support of the FMG to grant their visas (the FMG inspection team visited the program about one year ago and indicated approval and support of the programs). In addition the OIC/L Board does not want to hire local staff with TAT specialist being available. It is recommended that any plans to expand be set aside until the present program has demonstrated capability to meet present goals. Consideration should also be given to extending the operating day to accommodate more trainees from the waiting list of over six hundred.

CHAPTER VI - INVOLVEMENT OF BUSINESS, INDUSTRY AND GOVERNMENT

A. Involvement of Business and Industry

1. General

The Industrial Advisory Council was conceived to be a supportive arm of the Board of Directors. Its purpose was to provide the Board with a direct link into the employer community in order to obtain a variety of kinds of information, data and support to improve the training and job placement effort of the OIC. The IAC would provide or cause to be provided technical advice, jobs, temporary skilled manpower, contribute services and other direct support.

At the time of the previous evaluation both OIC/G and OIC/L had taken the initial steps to involve industry and business in their programs. In Nigeria this effort consisted of cash contributions, assistance with curriculum and syllabi review by their Technical Advisory Committees (TAC) to assure the appropriateness and relevance of the instructional package. In OIC/G one Technical Advisory Committee was established. In both places overtures were being made to key business leaders to form an Industrial Advisory Council.

2. OIC Ghana

The problem of the absence of strong Board leadership and conflicts regarding the Program Advisor continued to delay the formation of an IAC until October 1972. During the period from July 1971 to October 1972 the current Board Chairman who is General Administration Manager, Lever Brothers Ltd., was involved in a successful effort to strengthen and reorganize the Board of Directors and the program operations.

The current IAC has twenty-four members (included are six members who are also officers or directors of the Board. These persons should not serve on both groups to eliminate the conflict between the policy-administrative responsibilities of the Board and the advisory roles of the Council). Without the six Board members the IAC would remain a strong group representing the most influential segments of the private and quasi-public business sector. During their initial meeting (November 1972) following their inauguration these members exhibited an interest and enthusiasm which, with good staff support should result in accomplishing the goals of the Council.

Some of the current members are hiring OIC/G graduates and find them satisfactory. The BOD and Council members are now regularly receiving lists of trainees showing when each trainee is expected to be job-ready. Wider distribution of this information was suggested by the Council.

It should be pointed out that based upon the direct observation of the Program Advisor and the Executive Director both appear unclear regarding their role and responsibility in providing staff-support and staff leadership to the BOD and the council. This was evident in the content of and presentation of materials and data prepared for the initial Council meeting. Part of the solution of this problem involves clarification of the roles of these two staffs. Resolution is imperative if this Council is to function to its potential.

The OIC/G program has two Technical Advisory Committees — Office Skills and Building Trade. These committees have had little involvement as Committees but individual members have visited the training center to observe the training and have made recommendations for improvement.

3. OIC Lagos

The OIC/L National Advisory Council was formally organized in January 1972. It has fourteen members representing a good cross-section of the business and industry in the Lagos area. This Council is headed by the Chairman of the Standard Bank (NIG.) Ltd. This Council has met three times prior to November 1972. One meeting included a visit to the training site.

It should be noted that this Council is designated as a National Advisory Council and as such is concerning itself with the development of OIC s in communities of Nigeria outside of Lagos. This activity is primarily carried by the Council Chairman, the Chairman of the OIC/L Board and the Program Advisor.

Although this Council has been in operation eleven months the Chairman related that the Council members felt that they still lacked sufficient factual information about the program operations and goals. For example, OIC/L targets are not specific. Basic facts about program size, costs, staffing in relation to goals, operation costs and budget have not been presented in an organized manner to permit meaningful Council analysis. Back-up data and information related to future plans for the organization lacks specificity. As a result, the current membership of the NIAC are reluctant to bring other interested business and industry representatives on the Council. In fact the current membership is also reluctant to extend itself until it has an accurate, detailed understanding of the management and managerial capacity of OIC to operate an education program.

4. The Future

The membership of both the OIC/G and OIC/L IAC's are most interested in the potential of OIC to effect attitudinal change and improve the motivation to work of it's trainees and persons already employed. This feeder kind of training is reported as a most urgent need and it is felt OICs should be pursued providing this training for individual companies or groups of companies on a contract basis. In November 1972 OIC/G embarked on this kind of training. In conjunction with the Management Development and Productivity Institute (Ghanaian Business Bureau) OIC/G would

provide two weeks of "Feeder Training" to over twenty persons the Institute was training for the Watco restaurant expansion. In the venture, a member of the TAT provided planning, direction and supervision and the Ghanaian staff of OIC/G carried out the registration, training, counseling, etc.

As indicated in the section entitled Local Support the National Industrial Training Fund, Nigeria and the National Trust Fund, Ghana represent key potential sources for funding assistance on a continuous basis. Both agencies are quasi-government, business and industry are required, by government, to contribute to these funds. Both OICs through their IAC membership have potential relationships with these sources which are reported as being pursued.

Finally, in both countries the potential of two very strong Councils will only be realized in terms of jobs for trainees and financial assistance to the extent that both OIC Boards, Program Advisors and Program Executives are able to provide the Council with the required factual data and to demonstrate management capacity to successfully operate the present programs.

B. Involvement of Government

1. Ghana

The OIC/G relationship with the GOG appears to have become more open. Current activities are on two levels. During this evaluation the Chairman of the OIC/G Board met with the Head of State along with Dr. Sullivan. The Head of State now has a direct awareness of OIC/G. At the staff level the primary effort is being directed to the question of certification of OIC/G graduates. (This question is discussed in the section entitled Certification of OIC Graduates). The fact that OIC/G now has graduates employed and accepted in the private sectors will probably aid the approval of an OIC Job Ready Certification as equivalent to the entry level City and Guild and other Labor Test. Representatives of the Ministries of Finance, Economic Planning as well as five quasi-government businesses and organizations are represented on either the Board, the IAC or a TAC.

2. Nigeria

The OIC/L Board continues to have two representatives of the FMG - Ministries of Economic Development and Labor. In addition, the Chairman of the Board has been able to enlist the services of various specialist in the Lagos state division of education and university personnel to review program and specific skill training courses. However, the government has not been willing to issue visas for TAT staff on a timely basis. Thru 1972 FMG inspection team visited the training site and commented favorably that the program was viable. It was hoped that this would result in a more positive response to visa requests. However, the problem still existed at the time of this evaluation.

The OIC/L Board Chairman has been pursuing the development of OIC's in other sections of Nigeria. This has sometimes involved meetings with the heads of other states outside of Lagos State. No assessment can be made of these relationships.

CHAPTER VII - CERTIFICATION OF OIC GRADUATES

For about a year in both OIC/G and OIC/L the trainees have expressed concern that they would not have written certification upon completion of OIC training. Initially the TAT staff held to the OIC American philosophy that job-readiness and performance was the only "ticket" needed to obtain employment. The question has been more academic in Nigeria since no trainees have been placed in jobs. However, both African OIC's are considering training for government approved tests.

In Ghana trainees have been successfully placed in jobs in the private sector. These trainees are also concerned about their status if they attempt to change jobs without OIC intercession. In Ghana, OIC was not able to place graduates in public or quasi-public sector employment because of government insistence that trainees pass the appropriate City and Guild or Labor Test. For example, one agency needed electricians and felt the OIC trainee qualified but could not hire them without certificates. In the process of studying this problem, including a review of government approved tests, the TAT became aware that OIC/G's own test of job-readiness was more comprehensive in terms of practical application of skills than the government tests and covered most of the theoretical content. Thus OIC/G's faced with the delimma of demonstrated capability to train for job-readiness in the private sector and to requirements equal to the government tests but being unable to gain official recognition in terms of government certification. It was clear that to train to the test would require abolishing the job-ready non-formal education concept.

Early negotiations with the government were directed toward permitting OIC/G graduates to "sit for" the government tests. At this point the TAT and the OIC/G staff did not recognize two essential facts: 1) to train to test would require abandonment of the job-ready, non-formal education concept; and 2) whoever determines the test controls the curriculum and to an extent the method.

The study team pointed out that this approach would be the first step in diluting the basic principles and concepts which OIC was bringing to the African continent. Since OIC/G was building up experience with employers who were finding OIC/G graduates equal to or better than those from other education sources, this experience should be used as a lever with the government. It was recommended that OIC/G issue its own certificate and negotiate with the government to have the OIC/G tests validated by the government as equivalent to City and Guild or Labor Test certificates at the appropriate level or grade. In this way not only will the basic thrust of the OIC training be preserved but the impact of the results of this method of manpower training will obtain official recognition.

Similarly OIC/G should issue its certificates to those persons who may complete the special attitudinal-feeder and Managerial Courses it conducts for individual businesses and industry and other groups.

It is our recommendation that OIC/L pursue a similar strategy in resolving this question.

CHAPTER VIII - LOCAL SUPPORT

A. General

One of the basic objectives of this study was to measure and assess the nature and extent of local community support both nonfinancial and financial to local OIC Programs and to make some prognosis for future support. Couched in evaluative terms, this objective can be stated more specifically as follows:

... What has OICI done to secure support from sources other than USAID for its operations?
... Will other support be adequate to carry on when support from current AID projects is phased out?
... What is the effectiveness and extent of participation from the private and industrial sectors, in cash and kind, in support of the Local OIC in regard to AID phase-out and re-current costs?

These questions cannot be answered in any comprehensive sense without due regard for extraneous economic factors which infringe upon the ability of the private and industrial sectors to support local OIC's.

These economic factors are so predominant that their implications need to be highlighted. The following is a brief summary.

B. Ghana

The administration of the Government of Ghana was assumed by the National Redemption Council on January 13, 1972. The expressed motivation for the coup d'etat was "...the genuine desire to see a vigorous transformation of the economy of this country through our own hard work to relieve the broad masses of our people from massive hunger and the anxieties of life."

Ghana's economic performance over the past decade has been said to have been unsatisfactory. Standards of living on the average have not risen. Exports have been at an almost stand still while imports substitution has not developed. adequately enough to ease the foreign exchange constraints. The economy has been characterized by high rates of both public and private consumption, declining rate of growth of production, a deterioration of the terms of trade, and increased dependency on foreign loans to cover the deficiency in domestic resources.

Just before 1966, the country experienced a serious domestic price inflation and equally serious balance of payment crisis. As a remediative measure, a policy of stabilization was pursued in order to hold in check the rise in the domestic price level and to correct the imbalance which had developed in the country's external payments. While this policy made external gains, its internal impact was a sharp increase in the level of unemployment and slow growth of the economy.

In 1971 the internal economy was seriously affected by the decline in the world price of cocoa. This led to a more serious balance of payment crisis and a virtual depletion of Ghana's net foreign assets. A consequence of this crisis was the devaluation of the cedi to ¢ 1.00 = $0.55 in December 1971.

A major corrective action of the National Redemption Council was to revoke all Open General Licenses and re-introduce import licensing and other control. Efforts to promote local products and commodities were instituted. The production of local foodstuff was given top-most priority by the government.

The N.C.R. has embarked upon the Ghanainization of its economy with a commitment to invest in those sectors of the economy which are directly related to the country's priorities. These appear to be agriculture for the rural and uneducated, increased productivity among the educated and accelerated training of middle level laborers as artisans, mechanics, craftsmen, etc.

The earmarks of the N.C.R.'s social and economic policies seem to rest upon the principles of self-help and self-reliance (a repudiation of heavy dependency on the central government). On the surface this would seem to suggest that while the local OIC may anticipate in kind services from the government in the near future, there is little likelihood that cash contributions will be forthcoming. This belief is also supported by the fact that the Ghana Government is already committed to the support of the National Vocational Training Institute. (It should be noted that the previous evaluation recommended that OIC/G pursue a relationship with NVTI.)

Although the OIC program is consistent in goals with the overall goals of the external labor markets, the financial status of Industries as a result of new import restrictions and financial loss incurred or a result of devaluation seems to militate against hope for major financial support from industry in any substantial way within the next two years.

Furthermore, however noble one considers the efforts of the OIC in Ghana, one must reconcile these efforts with the simple fact that with regards to governmental and industry support, OIC inescapably finds itself in competition with an already established and politically entrenched manpower agency i.e., N.V.T.I. OIC's first year training and placement record is very good; but it is still too incomplete for any observer to make any judgement about long term success.

There has nonetheless been some progress toward developing local support. The following is a description of these efforts.

1. Actual local support

As nearly as the study team could determine from available records OIC/G has raised very little - about two hundred dollars - through cash donations between July 1, 1971 and November 22, 1972. Only one of the planned fund-raising programs reported in the contractor's previous report (July, 1971) was followed through even in a limited way. Notwithstanding the political and economic climate little action was taken to raise funds because of problems of Board and administrative leadership. It was not possible to determine the nature or dollar value of in-kind contributions made to the program during this same period because accurate records were not available. However, recollections of various staff indicate there were in-kind contributions during this period

2. Local support - Planned

The local program still plans to use basically the same program as planned for FY 1971-72. Included in this plan were:

1.) Tax receipts from sporting events.
2.) Contributions from American Companies in Ghana.
3.) Contributions from Ghanaian and other foreign companies.
4.) Dances, Banquets, Pass Books, Sales, etc.
5.) Memberships and contributions for individuals.
6.) Training services contracts with private companies and government agencies.
7.) Sales of trainee produced goods and services.
8.) Entrepreneurial ventures.

The Board has taken specific tangible steps in relation to item 8. At the November 17, 1972 meeting the Economic Committee made recommendations and the Board approved the function of a profitmaking corporation (Ghana Self-Reliant Investment Association) for the purpose of carrying out various enterprises. Part of the profits from these enterprises will be used to support the OICG program. In keeping with the requirements of the laws of Ghana the Corporation initially will have 50 shareholders who will invest a total of N¢ 12,000 during the first year for capitalization. There was agreement to set aside certain enterprises that OICG trainees could use to raise funds for the program, e.g. current block making and automtive service station.

In addition to the above mentioned activities the Board and Reverend Sullivan have met with the Head of State to initiate planning for means of government support for the program. Initial assistance is being sought to obtain a more suitable building in Accra to house the training programs.

The second meeting of the newly formed Industrial Advisory Council was held in November 1972 and this group began deliberations how the industrial community can assist in the fund raising effort.

2. Local Support - Assessment of Potential

As indicated in our previous report, because of the high level of support OIC in America has received from business and industry a high premium is placed by both USAID and OICI on the development of this source of local support in Ghana and Nigeria program as indicator of the program's potential visability. There continues to be an inability to comprehend the complex political, economic and cultural problems involved; and the fact that over 75% of the funding for OIC America is from governmental sources. This is in no way intended to lessen the responsibility of the local program in Africa to achieve a maximum degree of self-support. We do intend to emphasize that the process and timing may be very different. One of the primary factors will be educating both the public and private sectors to another way of meeting their responsibility for manpower training and development.

Thus, another assessment of the local support potential of OICG must take into account many variables which have and will impact on any planned fund raising program. Most of the barriers set forth in the previous report still exist. These include the political and economic climate, patterns of corporate giving and patterns of fund raising from individuals. The prospect for substantial financial support from the community in general and business and industry is not bright over the next one to two years.

It is our judgement that a fallacy has been perpetuated in that the question of local support has been received and pursued as a separate program element. The planning of activities, goals and strategies have never been integrated with a realistic assessment of the size of the program that the geographic area (s) which can be organized for fund raising can support. It is to the credit of the present Board and Industrial Advisory Committee that they are attempting to meet the challenge to develop local financial support for the program at its current size and location and the additional challenge of a projected expanded program with its increased budgetary requirements. It would appear however, that both groups have tended to be caught in accepting goals without the aforementioned realisted assessment. Neither has the USAID mission in Ghana realistically faced this issue as evidenced by acceptance of the OICG projections of local support in PROP (as of November 23, 1972).

There are several critical issues which must be addressed. They include:

1.) Should the programs remain at the present site with its capacity of 150 trainees and inadequate location and attempt to reach a goal of approximately N¢ 100,000 over the next four years?
2.) What kind of facility and size of program are envisioned in the projections of N¢ 126,000 operating expenses in 1977?
3.) Because of difficulty in reaching an equitable rent for the present inadequate training site the Board has undertaken looking for other sites in Accra. The potential site identified ranging from N¢ 100,000 to N¢ 500,000 to purchase, what will it cost to occupy and operate these larger facilities whether obtained as a donation, rented or purchased?
4.) Assuming increased training capacity where will the additional completers be employed?
5.) How much time will be required before the entrepreneurial programs provide meaningful sums to help support the program.

The OIC/G currently has a very strong, commited influential Board of Directors and Industrial Advisory Council. Both are relatively new. Neither Board has been presented these and other critical issues is a systematic way which will make use of their combined capabilities. To the extent it is possible to build a financial program to obtain funds for OIC/G the potential is in these groups. In this sense OIC/G has made progress in this area.

C. Nigeria

The Nigerian economy is far more stable and healthier than that of Ghana's. However, this does not mean that the economy, it's government nor its people are any more prepared to provide financial support to Lagos OIC than to Ghana's OIC.

Nigeria's greatest economic problem seems to be related to its inability to absorb a rapidly-growing and mobile labor force into its productive Urban labor markets. The Urban labor force is growing at a rate of 3% annually while productivity and labor market demands are far short of this mark. This problem is complicated by the fact that the bulk of Nigeria's educated manpower is in Southern Nigeria but because of regional and ethnic differences, it cannot be used to fill critical shortages in other parts of the nation. The consequence of this, in Lagos is under-employment among trained workers and an excessively high rate of unemployment among rural youth who have migrated to the city. The problem, in terms of social planning, is that any measure taken by the government to absorb a larger proportion of the available labor force will only encourage more migration from rural to urban areas.

Any realistic manpower strategy, then, seems to be one that attempts to retain youth in the rural areas and at the same time improve rural living conditions through an increase in employment opportunities through increased agricultural and agriculturally related activities.

By implication then, it would seem unlikely that the Lagos OIC could expect any substantial support from the Nigerian government. It's priorities are more likely to rest on measures designed to develop training and employment opportunities in rural areas.

If one can assume that local industrys support to Lagos is likely to be in direct proportion to its needs for qualified manpower, then we can anticipate limited support from this source also. Using data collected from our recent visit, one is lead to the conslusion that given the present levels of production among the economic sectors in the Lagos area, there is a relative oversupply of skilled manpower. Unless there is a massive explosion of productivity capacity in this geographical area or increased labor mobility within the nation, there is no need at present to increase certain categories of trained manpower unless trainees are being trained for self-employment.

As the following will show, efforts of local support have been relatively stable over the past year in relation to present and future program operating costs.

1. Local Support - Actual

The OIC/L continue to show progress in developing local financial support. During FY 1972 they raised $16,824 from churches, mosques, industries, memberships, solicitations and market women. Approximately 90% of this money was contributed by industry. Although accurate figures were not available between July and November, 1972 over $10,000 additional was raised. In addition a bus to transport students was donated through Reverend Sullivan. It is of interest that industry continues its contribution even though no OIC completers have been placed in a job in its two years of operation. In addition, the Industrial training Funds to which every industry must contribute does not leave industries any margin for contribution to a voluntary organization outside the Funds.

2. Local Support - Planned

In March 1972 OIC/L presented a full range program to raise 180,000. This figure was based on student capacity of 400 (two shifts of 200 each and the present facility in operation from 8:30 am to 9pm from Monday thru Friday). This figure did not include the cost of rent for the 5 acre site under negotiation with the Ikeja Area Planning Authority or the cost of constructing buildings.

The components of this $180,000 drive included:

1.) Membership Drive - 6,000 membership forms were printed and are being sold in the offices of a number of companies of the Industrial Adivsory Council, in churches, mosques, through civic groups, N.V.T., Trade Union Offices, present members and the market women.

2.) OIC Annual Dinner-Dance - The initial dinner-dance was held in Late October, 1972. While final tally was not complete over $10,000 dollars was reported from this activity.

3.) Program of lectures and solicitation from Clubs such as Rotary, Lions, Ikayi, Island, etc.

4.) OIC Long Walk was initiated in January 1972.

5.) Industry - increased number of companies are being contracted.

6.) Government Grants - Industrial Training Fund and the Commissioner for Education and Country Development of Lagos State. The latter has inspected the facility as part of the application process.

7.) Nigerian National Youth Trust - funds for permanent buildings at the Ikija site.

8.) Other - banquet, tax facer sporting events and charity performances by singers, musicians and artists.

3. Local Support - Assessment of Potential

The above plan is essentially the same as the previously reported. The Board has determined that greater emphasis should be directed to annual membership ($3.00) through sources described above rather than approaching these sources for organization alone. Experience has shown that many of the smaller fund raising activities required a level of effort not commensurate with the financial or public relations benefits.

These efforts represent the first effort by the Board to relate fund raising to program needs and planning. In our judgement some of the projected program growth is unrealistic and caution should be exercised in projecting to the public expectations of levels of service which represent desire rather than the results of programs experience.

The following table - shows an annual increase in fund raising. In the year ending 6/30/70 $15,000 came from one source (the Flour Mills). Thus the year ending 6/30/71 is the broader and more appropriate base for measuring progress. The year ending 6/30/72 shows a large increase in contributions from industry and is representative of more than fifteen industry contributors. The decline in contributions from individuals reflects a late start in individual solicitation. In November 1972 more than 600 memberships were reported at a minimum of $3.00 per membership. Solicitation showed indication of a continued increase in FY 1973. The decline in contributions from the Market Women was the result of their unhappiness with enrollment practices. The situation appears to be rectified and this support should be resumed.

TABLE 8.1

Source of Contributions	Fiscal Years			TOTALS
	7/1/69 6/30/70	7/1/70 6/30/71	7/1/71 6/30/72	
Churches		150	63	213
Mosques			81	81
Individuals		2,922	3	2,925
Industries	15,600	1,671	15,150	32,421
Trade Unions		150		150
Memberships	82	96	381	559
Special Donations	351	135		486
Solicitations		901	1,122	2,023
Market Women		573	24	597
	16,033	6,598	16,824	39,455

The improvement in fund raising has continued although not at the rate projected in our previous report. This increase has occured although the program has yet to place any job ready trainees. The leaders in the business and industry on the Board and the I.A.C. however are increasingly concerned that the program has not placed any completers in jobs. The Chairman of the Board, The Chairman of IAC and selected Board Members have apparently used personal prestige to maintain this momentum. However, it was still apparent to the study team that the potential for local support depends on the success with which OIC/L develops the graduates and place job-ready trainees.

In our judgement the current program is overly optimistic and distorts the picture in terms of OICI-USAID program goals. The current program with approximately 150 trainees in the present facility costs about $90,000. Additional equipment is required in some skill training areas. It would appear that OIC/L can reach a goal of $90,000 by 1976 if it can produce job-ready graduates and place them

in jobs. It is doubtful that OIC 'L can raise the additional funds required of the move to a new site (requiring construction or buildings) or increase its trainee capacity to 400 (2 shifts) at the present site. As indicated in this report the present program has many weaknesses which must be overcome before it can produce acceptable job-ready completers.

CHAPTER IX - COSTS AND BENEFITS OF OIC PROGRAMS

A. Introduction

We believe that the evaluation of any program must take into account the costs of achieving a set of objectives. This element is not introduced simply to reduce the efforts of USAID and OICI to dollar values. Rather, it is introduced because conceivably any program objective can be attained if unlimited funds are available. But given the fact that OICI and USAID plans to eventually phase out its funding efforts, coupled with the fact that funds are not limited, it is important to determine, if we can, what represents optimum returns on the investments on the one hand, and whether the same objectives might have been achieved through alternative means at lower costs, on the other.

Our basic analytical mode was cost-effectiveness analysis. However, the reader should be admonished that the conclusion drawn here must be weighed against assumptions we were forced to make relative to comparing program outcomes in Africa with outcomes of similar programs here in the United States. Also, the availability of data has tended to establish the character of the overall analysis and to dictate the type and limitations of supportable conclusions.

B. Measures of Effectiveness

To be able to speak of effectiveness in meeting program goals requires that goals and the program designed to meet them be related in some common system of measurement. As pointed out in the section, Method of Analysis, we believe that the appropriate framework for this measurement is the success of the trainee in the labor market.

Following below is a set of measures of effectiveness which we believe are appropriate for measuring the success of OIC program upon trainees. While each of these measures are not applicable to this evaluation study, they are presented now so that the Central Office and the respective local OIC's may develop adequate data files and information systems for collecting such data for subsequent evaluations. The measures are:

... Change in Wage Rate - monthly income at job entry minus last monthly income on a full-time job before enrollment.

... Change in Earned Income - earned income over the 12 month period following job entry minus earned income over the 12 month period preceeding enrollment.

... Job Stability:

1) Number of jobs in 12 month period preceeding training minus number of jobs in 12 month period following entry.
2) Time unemployed (but looking for work) in 12 month period preceeding training minus time unemployed (but looking for work in 12 month period following job entry.)
3) Number of weeks employed full-time in 12 month period preceeding training minus number of weeks employed full-time during 12 month period following job entry.

The primary focus of this analysis will be upon changes in monthly wage rates among trainees placed on jobs through exposure ot OIC, and projected differential net earnings over a 12 month period. Job stability should be considered as a variable for 3rd year evaluation.

C. OIC Ghana

1. Benefits

As pointed out earlier, the sole measure of benefits for this study is the improvement in labor market earnings of OIC trainees.

Following is a Table comparing the change in wage rates of 31 trainees on full-time jobs before enrollment in OIC with their wage rates at job entry following completion of training.

An examination of 31 cases show that in all except one, trainees earned a higher monthly rate after training than prior to training. In 23 cases, trainees were unemployed prior to enrollment in OIC. The mean age of the group was 22 yrs. All were actively seeking employment prior to training. Further, since a majority of all the OIC Ghana completers are middle school leavers, had they found employment without some form of training, they in all likelihood would have been hired as laborers, rather than at their current trade level.

The following is a description of the general wage scale and career ladder structure in the Ghananian government offers us some understanding of the impact of training upon the wage scale.

> A Trainee with a Middle School Certificate and five years practical experience in a given trade would be able to enter the labor market as an apprentice with the Ghananian Government at a salary of N¢ 1.00 to N¢ 1.40 per day; 2nd Step Artisan II, salary of N¢1.40 to N¢ 1.60 per day; 3rd Step Artisan I, salary of N¢ 1.80 per day; Steps 4,5, 6 and 7 (Junior Foreman, Foreman/Superintendent, and

Table 9.1 a/

Trainees	Training Completed	Monthly wage rate before training N¢	Rate after Training N¢
1	Plumbing	0	38.83 per/mo.
2	"	0	"
3	"	0	"
4	"	20.80	"
5	"	0	"
6	"	0	"
7	"	26.00	40.50
8	"	0	40.50
9	Carpentry	0	36.30
10	Masonry	0	33.66
11	"	0	36.74
12	"	33.90 ?	30.58
13	"	0	"
14	Masonry	22.50	30.58
15	Carpentry	0	"
16	"	26.50	"
17	"	0	"
18	Masonry	30.00	"
19	"	0	"
20	"	0	"
21	Plumbing	22.00	not given
22	Masonry	0	38.80
23	Office Skills	0	self employed 80.00
24	"	0	not given
25	Carpentry	0	30.80
26	Office Skills	0	50.00
27	Electronics	0	38.00
28	"	0	30.58
29	Plumbing	0	"
30	"	0	"
31	"	0	"

a/ These data obtained from interviews with trainees and employers on the job site. These interviews were carried out by the staff of Community Sciences, Inc.

Senior Superintendent respectively). These salaries are usually negotiated and arrived at depending on the number of years experience and the record of past performance of the individual. The salaries for these positions usually range from N¢60.00 to N¢150.00 per month and up for a Senior Superintendent.

Part of the evaluation involved visits to employers in order to assess the performance of OIC trainees and to compare their performance with other employees trained elsewhere. Among all employers visited, our findings showed that the performance of OIC trainees were rated equal to or better than other employees of equal training. Our findings also confirmed that most middle school leavers employed with the firms visited were hired at laborers earning an average of N¢27.00 per month, slightly above governmental wages.

All of the OIC trainees were hired above the laborers level. According to some of the employers interviewed several of the OIC trainees would be eligible for step 3 at the end of six months employment. This level pays an average of N¢45.00 per month.

One trainee interviewed felt that if he could have received some form of certificate acceptable to City and Guilds examiners, then he could be up-graded to step 4 very soon. The specific matter of certification was not discussed with his foreman, however, the foreman did inform the study team that the trainees job performance was superior to most of his other employees. This trainee was trained in masonry and employed at the rate of N¢ 1.67 per day.

The treatment of non-completers presents a special problem in calculating benefits. There have been 297 trainees who have participated in either the feeder or vocational skills training program since June (its inception month) 1971. At the end of June 1971 there were 96 enrollees. One year later there were 115 trainees enrolled in the program of which 82 were enrolled in skills training. At the time of our investigation, there were 85 trainees enrolled in the skills program and 53 in the Feeder.

While there has been a total of 59 non-completers who have terminated the program, data files are incomplete in terms of providing insights into the comparative performance of completers and non-completers. Since most of the non-completers were trainees who completed the first feeder program and did not return after the summer recess, it is presumed that a substantial number of these trainees found employment. Thus our conclusion, which is supported by similar manpower studies in America is that these non-completers would do as well in economic terms, as completers if the differential net earnings criterion were applied. The operating assumption here is: exposure through training programs to employment information and other labor and manpower related activities is about as effective as completing a particular training course.

This is particularly true in Ghana where training opportunities are extremely limited among members of the labor force.

Table 9.2 shows the projected total dollar direct benefits (i.e. incremental annual earnings) for OIC trainees. On the average, OIC trainees on a per capita basis increas direct benefits by $106.00 per annum.

Table 9.2

ANNUAL DIRECT BENEFITS OF OIC TRAINING*

Gross Benefits	
Annual Precourse Earnings	$ 64,209
Annual Postcourse Earnings	102,859
Annual Incremental Earnings	38,650
Per Trainee (297)	
Annual Precourse Earnings	240
Annual Postcourse Earnings	346
Annual Incremental Earnings	106

* Benefits have been computed on the basis of the U.S. dollar value. At the time of our study the cedi was equal to .74 percent of the U.S. dollar.

2. Gross Costs

In making cost/effectiveness comparisons, it is essential to isolate the total incremental costs incurred in realizing the incremental benefits. Opportunity costs to trainees have not been included in this analysis on the assumption that few if any of the trainees would have foregone earnings while in training.

Since it was assumed that all costs are expected to accrue during the training period, we saw no need to reduce them to present value. The total cost equation may therefore be written as follows:

$$C_t = C_e + C_m + C_k + C_s$$

C_t = Total Costs

C_e = Educational costs

C_m = Subsistence costs

C_k = Capital costs

C_s = Supervision

Table 9.3 shows that the total cost of training for the Ghana program from it's inception June 15, 1970 to June 1972 was computed to be $869,770. This includes $559,700 for capital and supervision costs in Ghana and $310,000 as 1/2 the cost of maintaining OICI Central in Philadelphia.

Table 9.3

TOTAL DIRECT COSTS OF OIC GHANA

Gross Costs (6-70 to 6-72)	
Total USAID Costs	$869,770
Per trainee cost	2,928

It would be pointed out that these costs compare favorably with manpower training costs among the disadvantaged in the United States. For example, the average per trainee cost of a Job Corp Program 3/ among trainees whose average stay is 5 months was $3,300. A study of O.J.T. 4/ in a MDTA program computed a per trainee cost of $2,132.

3/ See G. Cain, "Benefit/Cost Estimates For Job Corps Based on Educational Gain's Data and Wage Data from Harris Surveys", May, 1967.

4/ See, Allan H. Muir, et al, "Cost/Effectiveness Analysis of On-the-Job and Institutional Training Courses" prepared for U.S. Department of Labor, June, 1967.

3. Computation of Net Benefits

Gross benefits to be derived from the program in terms of our efficiency criterion was measured as change in individual income stream. Denoting b_i as the 1th individual, Yl_i as the income of the 1th individual with training and Yo_i as the income of the 1th individual without training, we may write $b_i = Yl_i - Yo_i$, and summing over the group of all trainees, we obtain

$$\sum_{i=L}^{N} B_i = \sum_{i=L}^{N} (YL_i - Yo_i)$$

Since the average group income with or without training was used rather than individual gains (or losses), the benefit equation may be rewritten as:

$$B = N\,(YL - Yo)$$

where B is total benefit for the group, and N is the number of trainees exposed to the program, and where Y's denote total group income with and without training.

Gross benefits to the group were computed to be $38,650. Gross benefits accruing in future time periods were reduced to present value in order to compare them with costs accruing at present. To do this we selected a time period representing the remaining working life of the trainees. The average age of the entire group of trainees was 21 years. It was assumed that the average retirement age in Ghana was 55. Therefore, the average remaining working life would be 34 years.

An interest rate of 10 percent was used in discounting future benefits. Such a high rate was used because we were more interested in measuring immediate pay off rather than long-term benefits. Furthermore, given the present state of the economy, there was no feasible way in which to project long-term impact of economic fluctuation upon labor force participation. The present value factor using the 10 percent discount rate was computed to be 9.64.

Since it was necessary to make allowances for cyclical changes in the economy, a "theoretical control group" was utilized. $\emptyset$ represented the percent of income attributable to training after allowing for changes in the economy. To determine $\emptyset$, the net change in income of the theoretical control group was measured.

The theoretical control group represents a profile based on data about wages and increments of unskilled labors which were collected during the course of our study.

The average income of the theoretical control group with work experience equal to the length of training of OIC completers was $240. Their average income at job entry was $195. The net change in income is $45. The general economy factor expressed as a percent may be written as

$$\emptyset = 100 - 100 \frac{(Ycti - Ycto)}{Ycto}$$

denoting Ycti and Ycto as the change in total income of the control group. Using a theoretical N equal to the number of OIC trainees, $\emptyset$ was computed. Table 9.4 displays them.

Table 9.4

Elements of the Net Benefit Equation

Total Costs (G)	$869,770
Per trainee cost	2,928
Gross Benefits (B)	38,650
Per trainee Benefit	[illegible],106
Benefit Stream	34 years
Discount Rate (r)	10%
Present Value Factor (PV)	9.64
General Economy Factor $\emptyset$	.77
Number of Trainees	297

Net benefits resulting from the training program in Ghana may now be written as: $N = PV(\emptyset B) - C$ and using the gross benefits and total costs from Table 9.4: $N = 26,758,952$.

It is apparent that under the circumstances and assumptions of this assessment, training in the OIC Ghana program is worthwhile. Benefits to the efficiency criterion from training 297 Ghananians amount to approximately $27,000,000 over the cumulative working life of the trainees. The program is judged to be efficient in its present operation. It should be borne in mind, however that these benefits compare favorably with benefits of manpower training programs among the disadvantaged in the United States. The computed present value of the improvement in life time earnings for the average OIC trainee in the Ghana program is $3,474. Estimates of U.S. Programs range from $3,700 to $5,900.

D. OIC Nigeria

Because the Nigerian program has not placed any trainees in the labor market, there was no feasible way in which to measure the efficiency criterion. Any effort to arrive at net benefits would be purely speculative. However, this would suggest that the third year evaluation of this program should include vigorous analysis of costs and benefits.

It is estimated that program costs since the inception of the OIC Nigeria program has amounted to more than $1,000,000 (including 1/2 cost of the operation of OICI central). This would suggest that unless that program can achieve its target enrollment and placement by the end of its current contract, there is serious question about the performance of the program in terms of costs and benefits and the efficiency of continued funding.