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A.I.D. CONTROLLER

DATE SENT Feb. 16, 1972.

FROM - LAGOS

SUBJECT - U-307 - Evaluation of Contractor Performance Report - Project No. 620-11-802

REFERENCE -

I. Administrative Data

A. Name of Contractor : Opportunities Industrialization Center, Inc.

B. Contract Number : AID/afr-653, Task Order #3

C. Project Title and Number : Opportunities Industrialization Center, Inc., Project No. 620-11-610-802

D. Cooperating Country : Nigeria

E. Cooperating Country Institution : Opportunities Industrialization Center, Inc., Nigeria

F. Contract Period : July 1, 1969 - June 30, 1972

G. Reporting Period : July 1, 1971 through Dec. 31, 1971

H. Name and Title of Contract Representative : Richard H. Norton, Technical & Vocational Education Advisor

I. Name and Title of Person Preparing Report : Richard H. Norton, Tech. & Vocational Education Advisor

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DRAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY:
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XI. Evaluation

A. Technical Performance

1. Understanding Objectives and Goals

The contractor, who had a large part initially in helping to define the objectives and establishing the goals, certainly cannot be faulted in any way in the understanding of them. The contractor has a thorough understanding of project goals and objectives.

2. Establishment of Intermediate Goals

Prior to the beginning of this report period and during it, it had become obvious to all concerned that, because of unforeseen developments completely beyond the control of either the contractor or this Mission, certain pre-established intermediate goals were not going to be met in the time estimated in the original proposal by OICI and the original PROP (TOAID A-202, 3/22/70). Those developments included:

(a) Difficulty in obtaining a site of sufficient size to permit both the feeder program and the various technical vocational programs to be conducted at the same time. The first site was perfectly adequate to contain the feeder program, but the landlord refused to allow OIC to construct temporary buildings in which to house its vocational technical skills programs. During the spring and summer of 1971 negotiations were entered into for the acquisition of several sites. One exceptionally fine location was identified containing large warehouse space eminently suitable for conversion to vocational shop space, and several smaller attached facilities which would have been more than adequate to house offices and feeder program staff. This site was not available when OIC received funds from AID to support rental. In the summer of 1971 another site was located which, it was felt, could serve the purpose with certain modifications and additions. This site was leased and OIC moved its operation to the new location in September, 1971. Approval has been received from AID/W to use the remaining rental money ($30,000) to expand the new facilities by constructing pre-fabricated classrooms to provide space for all of the proposed technical skills programs.

(b) Difficulty in getting residence visas for American technicians. Several technicians scheduled to arrive during the early part of this reporting period were unable to obtain Nigerian visas; as a result, some of the technicians went to the Ghana O.I.C. program, two others resigned.

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(c) [illegible]ty in getting ordered commodities.

[illegible] United States dock strike delayed the delivery of commodities [illegible] the vocational skills programs by as much as eight [illegible] In spite of these problems which made it virtually impossible to [illegible] the vocational programs as planned, the OIC/I field staff [illegible] nature of the feeder program to fit the situation by [illegible] to familiarize trainees with the terminology of [illegible] vocations. As a result a high level of interest was [illegible] the feeder and prevocational program. The attrition rate [illegible] than 10% - a remarkable figure when it is realized [illegible] the trainees were purely voluntary in what was, for them, [illegible] experimental program. Many of them surmounted incredible [illegible] (Lagos traffic and public transport) to come from con- [illegible] in order to attend classes regularly. This [illegible] speaks well for the OIC/I field staff and their Nigerian [illegible] and the high motivation of people in Lagos for [illegible] training.

[illegible] Toward Attaining Intermediate Goals

[illegible] listed above, the contractor was not able to attain [illegible] intermediate goal of bringing the first feeder program [illegible] in the spring of 1970 or of turning out 305 [illegible] the end of the first year. In fact, the first feeder [illegible] started in March, 1970 (three months after OIC/I staff [illegible] trainees were held in feeder for additional months [illegible] development of skills programs.

[illegible] Performance

[illegible] to evaluate the quality of performance of the field [illegible] consider the extremely difficult situation under [illegible] to work, namely, lack of space, lack of personnel, [illegible] commodities. They did respond in a most adequate [illegible] fluid situation and changed, in mid-stream, the [illegible] program while beset by tenuous promises and definite [illegible]. In spite of those difficulties, they did maintain a [illegible] motivation among their participants, something that [illegible] accomplished by presenting them with a meaningful and [illegible]. The level of performance in the field has been [illegible].

[illegible] Remarks

[illegible] some difficulty in the establishment of coordination [illegible] Headquarters in Philadelphia and OIC/I field staff [illegible]. This difficulty has been caused, in part, by

lack of experience in handling such overseas projects on the part of the contractor. This situation seems almost endemic to organizations which attempt, for the first time, to expand to administer overseas units. This is especially true when communications are slow and somewhat difficult as they are between Philadelphia and Lagos. The Mission urges AID/W to continue to give OIC/I assistance in carrying out its responsibilities as a supplier of technical assistance. A great deal of planning has gone into the Nigerian program. Labor surveys have been made and a realistic idea of certain vocational needs is now available. The Community Services Incorporated Report has been helpful in pointing out to OIC/I these flaws existing in backstopping the field staff. These problems have been addressed and are being resolved.

E. Personnel

1. Technical Competence of Contractor's Personnel

From all indications the field personnel supplied by OIC/I now at post are technically competent and experienced in the design and implementation of OIC projects. In addition, they have demonstrated an admirable ability to be flexible in the face of changing conditions and have been most resistant to those frustrations caused by circumstances as outlined above which were beyond their control. Their affability and negotiating abilities have undergone strenuous testing but they have maintained very good working relationships with the Nigerian board of directors of OIC, and the Nigerian staff.

2. Reliability and Effectiveness of Leadership

Shortly after the beginning of the report period the American Program Advisor, Mr. Arthur Lewis, resigned. At this time, Mrs. Sylvia Lewis, the Training Supervisor, was appointed Program Advisor on a temporary basis. She brought maturity and considerable experience to the position. She managed to initiate an effective program during a rather difficult period. Mr. Wesley Kirk, the new Program Advisor who arrived in Nigeria near the end of this reporting period, possesses the sort of dynamic quality and maturity necessary to gain the confidence of responsible Nigerian businessmen, the men who will, in the long run, contribute to the success of the program.

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3. Size of Staff

During the report period the staff has not been large enough to carry on all aspects of the program as originally envisioned. Four of the proposed ten Americans have been on the staff for the entire report period. As mentioned above, the program advisor resigned in August. He was replaced for three weeks in August and September by Mr. John Carstarphen who came on TDY from O[illegible], Mr. Wesley Kirk, the new Program Advisor, arrived in early December. This is not the fault of the contractor. There has been great difficulty in obtaining Nigerian visas. The Mission has been assured that this particular problem has now been [illegible]. The OTC/I American staff on the job at the end of this report period was:

1. Mr. Wesley Kirk, Program Advisor
2. Mrs. Sylvia L. Lewis, Training Supervisor
3. Mr. David Lewis, Vocational Specialist in Electrical Air Conditioning/Refrigeration and Industrial Arts
4. Miss Stacia Murphy, Counseling Specialist
5. Mr. Kerry Scott, Administrative Assistant

Three others are expected by the end of January.* They are:

6. Secretarial Science Specialist
7. Instructor, Automotive Mechanics
8. Electronics Specialist

Two other Americans are being recruited to fill the following positions:

9. Feeder Curriculum Specialist
10. Job Development Specialist

In addition to the American technicians five Nigerian instructors are [illegible] with the feeder programs. They are being paid by OTC/I and have been on the job since the beginning of the feeder programs. They are:

1. Program Coordinator
2. Communications Instructor
3. Computations Instructor
4. Arts/Nigerian Heritage and Personal Hygiene Instructor
5. Job Finding Techniques and Consumer Economics Instructor

* These persons have arrived as of the date of this report.

Mrs. Sylvia L. Lewis, the American Training Supervisor, considers all of these people to be above average, some exceptional. Now that the program is moving ahead so that the feeder classes can proceed normally into the skills programs, these people will be able to define their curricula somewhat more precisely and their contribution, already effective, will become more effective. There has been some delay in getting a good Nigerian Training Supervisor. One has been hired now, however, and he is considered to be outstanding by both his Nigerian colleagues and his American counterparts. In addition to the Nigerian supervisor, five Nigerian Technical Instructors, paid by OTC/I, have been hired recently, all of whom are considered to be outstanding.

They are:

1. Instructor in Electronics
2. Instructor in Auto Mechanics
3. Instructor in Secretarial Science trained in Pittman shorthand
4. Instructor in Service Industries (This person had been a supervisor for many years with the Cadbury Candy Company and is considered to be one of the top Nigerian in catering.
5. Instructor in Commercial Baking

Only one more Nigerian Vocational Instructor remains to be hired, the instructor in air conditioning and refrigeration. This person has already been identified and will be on the job as soon as the instructional equipment arrives.

An air of optimism and determination has been noticeable in the OTC/I field staff during the past several months. The excellent Nigerians now on the staff are, in large part, responsible. Two Nigerian secretaries and two Nigerian drivers, in addition to the above listed instructors and technicians, are paid by OTC/I. Seven additional Nigerians have been hired and are paid by OTC/Nigeria.

They are:

1. Administrative Assistant
2. Clerk Typist
3. Messenger and Building Custodian
4. Training Custodian
5. Night Watchman
6. Day Watchman
7. Bus Driver

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D[illegible] Sullivan has donated a bus which is invaluable f[illegible] the participants from remote areas of Lagos to [illegible] at Ikeja approximately twelve miles from the city.

Two [illegible] Americans and Nigerians are now on the staff. Three [illegible] Americans and one Nigerian will soon join the staff making a total of thirty-one members by February 15. Two other Am[illegible] to be recruited and when this is done the total staff [illegible] ten Americans and twenty-three Nigerians--the [illegible] approved by AID in T.O. #3. This is considered to be [illegible] operate the program at its proposed level.

4. Relationships with Mission, Cooperating Government, [illegible] Agriculture

The [illegible] relationships between the OIC/I field staff and the U[illegible] have been good. The OIC/I field staff have close [illegible]ons with many people in the Mission. Official co[illegible] t[illegible]quent and on a frank, informal basis. Three major c[illegible] have been granted OIC/I by the Nigerian Government [illegible] initiative of the local O.I.C. One is duty-free p[illegible] the importation of those commodities essential to [illegible]ion of the program, and the granting of first a[illegible]leges to American staff. The second is the granting [illegible]visas for American staff members. The third is the [illegible]mitting OIC to raise funds locally and receive [illegible] abroad. These concessions would not have happened i[illegible] Government had not been convinced that OIC is an i[illegible] reasonably viable program. The relationships b[illegible] OIC, OIC/I and the Nigerian Government are good. [illegible]ept that has been warmly accepted by the local p[illegible] indication of this is the enthusiastic support g[illegible] by local businessmen, clergymen, industrialists, [illegible], educators, financiers and market women. A [illegible]ing agency holds a fund raising banquet each month f[illegible] charities. The banquet held for OIC in the summer of [illegible] the greatest response they had had to that time and r[illegible] largest amount of money. This is a reflection of the [illegible]ance of OIC. The great majority of people at the banquet [illegible]. This is an example of the enthusiasm and support g[illegible] whenever their story is told.

C. [illegible]

1. Training of Local Personnel

Four local staff members have been sent to the United States for training periods of up to three months. Those four have since

returned. Two have subsequently resigned, one after approximately nine months. The new policy which requires all local staff members to be on the job at least two months before training in the states is designed to help eliminate this high attrition rate. Presumably the two who resigned after their return were not familiar with the demands of the job and when they returned realized they were simply not as attuned to it as they had thought they would be.

Some criticism of the training received in the States had been expressed from various quarters. The relevancy and effectiveness had been criticized. This criticism was also noted in the Community Services Incorporated Report of July, 1971.

According to Director Vulfmalage Diallo's Report dated November, 1971, OIC has made a concerted effort to respond to this criticism. They have revised the job description of all field staff members, have rewritten the training manual, rewritten the field staff training manual, including in it data received from the field, and they have developed a complete slide presentation covering all aspects of OIC. They have seriously attempted to improve both the training of intended American technicians and those local technicians who are sent to the States.

B. Procurement and Support

1. Timely Arrival of Commodities

Procurement of commodities has been seriously hampered by the dock strike in the United States which occurred during the report period. All commodities have now either been received or are in the pipe line. The field staff no longer considers this to be a problem, although it has contributed to the difficulty in getting the skills programs started on time.

2. Status of Backstopping from Home Office, Mission, Cooperating Country

In the past there has been some confusion as to who had sanctions concerning the procurement of commodities. As a result commodities have been ordered without Mission approval. This problem has been discussed and Mission approval will be sought for all commodities to be ordered in the future. Some commodities were received without the proper AID markings. This has been pointed out to the local staff and they have been supplied with the proper marking devices which will be applied where appropriate.

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There has been, from time to time, a breakdown in communications between the OIC/I field staff and the headquarters office, resulting in some confusion and possible misunderstanding. This sort of difficulty seems normal to any organization attempting to open overseas units for the first time. The time lag and communications difficulties do require some practice and experience. This problem is obvious to the OIC/I field staff and the home office and the situation seems to be improving. The Mission, when apprised of any procurement problem either off-shore or local, has done all possible to expedite the procurement.

The Government of Nigeria has granted duty-free privileges for all commodities related to the program.

E. Contract Terms

The contractor, insofar as has been possible with the above mentioned difficulties, has complied with all terms of the contract. An audit report was submitted December, 1971 which supports this contention.

F. Reports

1. Timeliness of Required Reports

All required reports have been submitted on time.

2. Adequacy of Reports

The first semi-annual report was submitted by the central staff and was not as complete as the OIC/I field staff would have wanted it to be according to comments received by Mission personnel. In the future, reports will be done by the OIC/I field staff and will go directly to USAID/Lagos. With certain minor qualifications the reports can be said to be complete, accurate and realistic. There does, however, on the [illegible] occasion, creep into some of the reports a slight tendency [illegible] enthusiasm reflecting a very positive attitude on the part of the field staff. This reflects a degree of optimism and high morale which is, in itself, a very positive factor. This positive attitude has enabled the OIC/I field staff to be effective to a degree and in a manner far beyond that which would be the maximum necessary if the situation had not been [illegible] the major problems as outlined above. The fact that interest in the first feeder program was maintained at a high level for beyond what should have been its normal termination date,

and the fact that it was done with an overall attrition rate of less than ten percent is an accomplishment to be noted. In light of this, what may seem to be a slight note of excessive enthusiasm, noted in some of the reports, is wholly understandable.

G. Source of Information

This report is based on many discussions with the field staff and visits to the facilities. Information has also been secured from the Community Services Incorporated Report submitted in July, 1971, Director Valfoulaye Diallo's Report of December, 1971, the initial audit report Number [illegible] from the Acting Auditor General, Tangier, Morocco, dated December [illegible], 1971, and the semi-annual report for the period July, 1971 to December, 1971 prepared by Program Advisor, Mr. [illegible].

Meetings between members of the OIC field staff and the Project Manager have been regular, at least weekly on an informal basis, and will continue to be so.

H. Additional Comments

Local Nigerian businessmen are continuing to show considerable interest in OIC and are becoming more confident of the success. This confidence and interest is, of course, essential to the long range success of the program. This confidence is reflected in a growing commitment on the part of local businessmen and financiers. The local OIC staff indicates that if the interest continues they will have no difficulty in getting local funds sufficient to operate the program by the end of USAID involvement. OIC/Nigeria sees itself, apparently, as providing the example of what OIC can accomplish outside of the United States. With the excellent people now on the staff, both Americans and Nigerians, the feeling is that they will succeed. This air of optimism is something that has become most noticeable over the past few months. The excellent Nigerians now on the job are greatly responsible for it.

The very nature of OIC creates some difficulties that were not wholly anticipated in the original concept. The coordination necessary between so many independent factions requires a great deal of effort and tact, more, perhaps, than was originally realized. The fact that this project is not a simple government to government operation and yet involves two governments

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as well as many private groups of individuals has exacerbated an already difficult situation insofar as communications and understandings are concerned. And yet, if OIC is to retain its private nature and still work as a U.S. Government contractor in a host country it must operate as it has, solving the myriad difficulties, many of which are unpredictable, as they arise and learning, as it has, from each experience.

REINHARDT

By