

PROJECT EVALUATION SUMMARY (PES) - PART I

1. PROJECT TITLE Small Business Development and Employment Generation <b>PD-AAJ - 233</b>	2. PROJECT NUMBER <b>518-0001</b>	3. MISSION/AID/W OFFICE USAID/Ecuador
	4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <b>518-81-02</b> (Final) <input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING		7. PERIOD COVERED BY EVALUATION	
A. First PRO-AG or Equivalent FY <u>79</u>	B. Final Obligation Expected FY <u>82</u>	C. Final Input Delivery FY <u>82</u>	A. Total	\$ <u>716,920</u>	From (month/yr.)	<u>August 1978</u>
			B. U.S.	\$ <u>256,520</u>	To (month/yr.)	<u>July 1981</u>
					Date of Evaluation Review	<u>October 1981</u>

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
<p>Any new grants to the Working Boys' Center should consider the following:</p> <ol style="list-style-type: none"> <li>1. Improve and expand the women's development program at both sites.</li> <li>2. Establish effective trade and industry advisory councils.</li> <li>3. Consider staff development needs.</li> <li>4. Develop competency-based, individualized and mediated curriculum programs.</li> <li>5. Enrich selected aspects of the student personnel programs, especially job placement and career guidance and follow-up.</li> <li>6. Investigate the possibility of U.S. participant training for the administrative staff.</li> <li>7. Study the feasibility of developing a series of decentralized, field-based programs for mothers, fathers and student members.</li> <li>8. The bulk of new OPG grant monies and resources should go for technical assistance, training and curriculum development, including the purchasing of adequate instructional materials.</li> </ol>	Not Applicable	Not Applicable

<p>9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS</p> <table> <tr> <td><input type="checkbox"/> Project Paper</td> <td><input type="checkbox"/> Implementation Plan e.g., CP, Network</td> <td><input checked="" type="checkbox"/> Other (Specify)</td> </tr> <tr> <td><input type="checkbox"/> Financial Plan</td> <td><input type="checkbox"/> PIO/T</td> <td><u>This is a final evaluation, no</u></td> </tr> <tr> <td><input type="checkbox"/> Logical Framework</td> <td><input type="checkbox"/> PIO/C</td> <td><input type="checkbox"/> Other (Specify)</td> </tr> <tr> <td><input type="checkbox"/> Project Agreement</td> <td><input type="checkbox"/> PIO/P</td> <td><u>documents to be revised</u></td> </tr> </table>	<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CP, Network	<input checked="" type="checkbox"/> Other (Specify)	<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	<u>This is a final evaluation, no</u>	<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify)	<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	<u>documents to be revised</u>	<p>10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT</p> <p>A. <input type="checkbox"/> Continue Project Without Change</p> <p>B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan</p> <p>C. <input type="checkbox"/> Discontinue Project</p> <p>D. <input checked="" type="checkbox"/> Project completed successfully</p>
<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CP, Network	<input checked="" type="checkbox"/> Other (Specify)											
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	<u>This is a final evaluation, no</u>											
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify)											
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	<u>documents to be revised</u>											
<p>11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)</p> <p>Gene Lamb Orville Buesing John Shea</p> <p style="text-align: right;"><i>[Signature]</i></p>	<p>12. Mission/AID/W Office Director Approval</p> <p>Signature: <i>[Signature]</i></p> <p>Typed Name: <u>Angel Diaz, Acting Mission Director</u></p> <p>Date: _____</p>												

# FAMILIES IN DEVELOPMENT

ISN-186

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*An integrated approach to  
education, skills training, and employment*

~~DD AAF 234~~

XD AAF-233-A



In-depth Evaluation and End-of-Project Status  
Report on the Quito Working Boys' Center, OPG  
No. 518-00016, USAID/Ecuador, October, 1981.

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## ACKNOWLEDGEMENTS

As the members of the Project Evaluation Team look back on the various activities that led to the successful completion of this report, they recognize that it would not have been possible without the persons who assisted them in gathering data, participating in interviews, demonstrating program activities and sharing crucial information. Of particular importance at the Quito Working Boys' Center were Father John Halligan, S.J., Sister Mary Miguel, B.V.M. and Frank Zinsler.

The Project Team also needed full backing and support from USAID/Ecuador in order to fulfill its obligations. Invaluable were the periodic review strategy sessions headed by John Sanbrailo, Mission Director, and attended by Angel M. Diaz, Assistant Mission Director, and Pat Maldonado, Program Officer.

The Team would like to give special thanks to Mr. Leopoldo Garza, General Development Officer, who gave full attention to our concerns when needed, carried through on all administrative matters crucial to the evaluation activities, and maintained an open and searching attitude toward our ideas, methods and discussions.

Finally, two very lovely and competent young ladies deserve special notation. Mrs. Carmen Carrillo, secretary in the General Development Office, was invaluable in her assistance and help along the way. The quality of the report as represented by the typing is due to the excellent work of Ms. Alma Rodriguez. Editing was done by Mr. Charles Mohler.

# Reconocen labor de Centro del Muchacho Trabajador

La Cámara Nacional de Representantes aprobó en su última sesión una resolución mediante la cual se tributa un público reconocimiento a la positiva labor que cumple el Centro del Muchacho Trabajador.

El texto de esta resolución —que fuera presentada por el legislador de la ID, Alejandro Carrión, es el siguiente:

La Cámara Nacional de Representantes,

Considerando:

Que, el Centro del Muchacho Trabajador está prestando un servicio invaluable en favor de la formación integral de la niñez que se ve obligada a trabajar para auto-subsistir y aun para ayudar a sus respectivas familias:

Que, por más de diez años el Centro del Muchacho Trabajador viene funcionando con equipos que representan una implementación in-

dustrial y artesanal con fines educativos adquiridos sin apoyo estatal de ninguna naturaleza;

Que, la acción del Centro del Muchacho Trabajador está orientada a las familias más pobres, a las que presta asistencia totalmente gratuita, tanto para los niños cuanto para los padres, en los campos de educación, pre-primaria, primaria, educación para adultos, educación pre-vocacional, vocacional, atención médico-dental y legal, asistencia alimenticia, programa de vivienda, servicio de colocaciones en condiciones estables y dignas, etc.;

Que, el Centro del Muchacho Trabajador es una institución que se autofinancia, sin apoyo del Estado y que por lo mismo debe ser estimulada en tan patriótica acción:

Resuelve:

Art. 1°.— Tributar un público reconocimiento a la positiva labor



que viene realizando el Centro del Muchacho Trabajador en beneficio de las familias más pobres de la capital y en especial de la niñez que no cuenta con los medios económicos para su subsistencia y formación integral.

Art. 2°.— Entregar copia del presente acuerdo al padre Juan J. Halligan S.J., en su calidad de director del Centro del Muchacho Trabajador y un incansable servidor de la niñez.

*On October 4, 1981, while this report was being written in its final form, the Quito Working Boys' School received formal public recognition from the government of Ecuador for its program and the job it is trying to accomplish with poor families.*

*This recognition was manifest in a unanimous resolution passed by the National Congress of Representatives in tribute to Father Halligan and his staff.*

*The text of the resolution exemplifies the importance and inherent potential of QWBC to continue its unique effort to reach the poor urban child and his family, and to continue to strive to improve the quality of life of these children, their sisters, and their parents. In essence, it expresses the nation's sentiment for this School's small but important effort to assist families in development.*

Nothing is impossible, nothing unthinkable  
to the balanced person, provided it arises out  
of the needs of life and is dedicated to life's  
further developments.

*Lewis Mumford, 1951  
The Human Ground*

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## PART I. PROJECT OVERVIEW



### Introduction

All nations striving toward economic stability and social development realize that, in the end, the quality of their social and economic programs and the development standards against which they are measured are never better than the quality of human resources (citizens) designated to carry them out. Either by the fate of history or the consequence of nature's unique system of human selection and regeneration, mankind marches on, always in its own shadow. In essence, the quality of development, as measured for all nations, far exceeds perceived notions of levels of economic growth, personal income, gross national product, etc. The essence of development is best measured by the quality of life of those who participate in it. Quality of life, in turn, is best measured by the degree a nation offers equality of opportunity to all citizens--women, men, children--to reach their maximum human, spiritual and intellectual potential. The fruit from which a nation's human resources develop are nurtured from the seeds of its youth, who through maturation and over periods of time become the eventual architects and builders of social, economic and cultural development.

Were all men created equal among all citizens and among all nations, the problem of equal justice and equality of opportunity would not be so grave. It is to the contrary, instead, that levels of income, education and lineal parentage are the more common determinants of quality of life, opportunity, and social and economic justice. These determinants often are referred to as "levels of social or economic class", and all nations struggle endlessly with the problem of eliminating barriers to class structure.

The Project from which this evaluation report was developed is an example of one nation's and one individual's efforts to address this problem in a particular way, in a particular period of history, and with a particular group of children and youth.

The setting is the Quito Working Boys' Center; the time, late 1970's and early '80's; the actors are the director, the administration, the educational and vocational teachers, and the boys, mothers, and sisters (of the boys) of the Center's programs. The goal was to evaluate the degree to which a special program grant assisted the QWBC to reach more effectively the human resource development needs of young boys, and their mothers and sisters, children and adults who are poverty-stricken and fraught with the common socio-cultural pains of the inner-city urban barrio.

The study was authorized and financed by USAID/Ecuador under Project No. 518-00016, July 1981. It has four principal parts: a) Part 1, Orientation and Background to the Project; b) evaluation of the QWBC Project and its program results as related to original Project goals established in 1978; c) financial analysis of the QWBC as viewed from an educational-economic viewpoint; and d) a general discussion of issues and concerns related to the general institutional capacity of the QWBC to expand and extend its program to other parts of the city and/or to be replicated in other Latin American urban sites.

### Background to the Project

In the mid-1970's, the Quito Working Boys' Center received a series of construction and equipment purchase grants from the American Schools and Hospitals Abroad program. In all, some two to three million dollars has been granted for construction purposes to the QWBC to buy equipment and build classrooms and workshops for two sites. (The greater show of this money was designated for constructing and equipping a new site scheduled to begin operation in late 1981 or early 1982.)

More specifically, it was to provide program operational funds to: 1) design and implement a pre-vocational program; 2) convert carpentry and automobile repair services into self-financing operations; and 3) develop a program in small business organization and management.

In January, 1978, the director of QWBC, Father John J. Halligan, S.J., requested from USAID/Ecuador an educational program support grant of \$186,200 under the auspices of the Small Business Development and Employment Generation Project 518-0001 to "improve the economic and social well-being of low-income youth and their families by providing expanded vocational training through a program that was to become (over the 3-year period) self-sufficient."

This proposal was approved and a Grant Agreement signed

in March, 1978. It was later augmented by an Amendment in August, 1979, for \$70,000, increasing the total amount of the project to \$256,000 for a three-year period, and the completion date was established as July 31, 1981.

The overriding purpose of the grant was to improve the economic and social well-being of mothers, sisters and boy members of QWBC by providing them with expanded vocational education training geared towards making QWBC's learning program a productive, money-earning activity.

Its goals were built around the following Project Objectives:

1. To have at least ninety young men placed in career jobs in welding, carpentry, automechanics, industrial mechanics, and plumbing, outside of QWBC's production force.
2. To have at least thirty young men finish training and be employed full-time in QWBC's own production ventures as described in the Project's Implementation Plan.
3. To have at least one hundred mothers of the working boys employed and earning more than a minimum wage income in the small business productions and sales of merchandise.
4. To have at least one hundred and fifty sisters of the working boys fully employed according to the training and employment options stated in the Implementation Plan.
5. To achieve estimated volumes of merchandise sales, wages generated in merchandise production, and wages generated in jobs not connected with the QWBC as follows: a) \$25,000 per month off-property wages; b) \$10,000 per month on-property wages; and c) \$30,000 per month sales of on-property production.
6. To carry out a usable compendium of market studies for program operations.
7. To establish a job counseling and placement service fully staffed and in operation by the end of the third year.
8. To implement a sales department fully staffed and in operation.

The implementation plan of the Project was scheduled around the following three phases.

First year: Contract a Program Coordinator and other personnel; prepare market studies; prepare technical training curricula; study student admission; initiate training programs; complete first annual evaluation.

Second year: Continue technical training programs; revise curricula, as needed; finish study of admission of new students; place first groups of students in jobs and QWBC business activities started; complete second annual evaluation.

Third Year: 120 boys, 100 mothers and 150 sisters fully employed in outside jobs and in the QWBC's own production ventures; sales of QWBC production underway; project institutionalized and self-supporting; complete final evaluation.

### Purpose of the In-Depth Evaluation

The purpose of this in-depth evaluation of the Quito Working Boys' Center #1 was to review the following:

1. The total Center operation as it presently exists with regard to administration and instruction, utilizing the goals and objectives of the three-year USAID project that concluded July 31, 1981.
2. The ability to expand the QWBC #1 concept for development of another Center and be able to continue to manage and offer high-quality vocational offerings to the target family groups. Determine whether conditions in the school, along with the target student/family groups as well as the local business/industrial community, were conducive to an expanded operation.
3. The ability of the QWBC to be a self-financing operation in the future by utilizing the business entrepreneurship courses as described in the goals and objectives of the project.

The evaluation team reviewed the QWBC #1 and its total operation, which included administration, management of instruction, instructional methods, courses offered, student services and recruitment, guidance and job placement, as well as ancillary services being offered to the students and their family units. A special effort was made to study selected financial and economic components of the project, particularly as they might relate to the quality of programs and services offered and to the goals and purpose of the Center. QWBC's viability and current level of institutionalization were reviewed. Also considered was whether this model should be replicated in other urban poverty areas of Latin America.

4. As the evaluation developed, it became clear that it was necessary for the analysis and conclusions to deal with the proposed expansion of the program to QWBC #2.

## Definition of Terms

Any evaluation requires consistency to be valid. Consistency is improved by insuring that definitions of terms remain the same throughout the evaluation study.

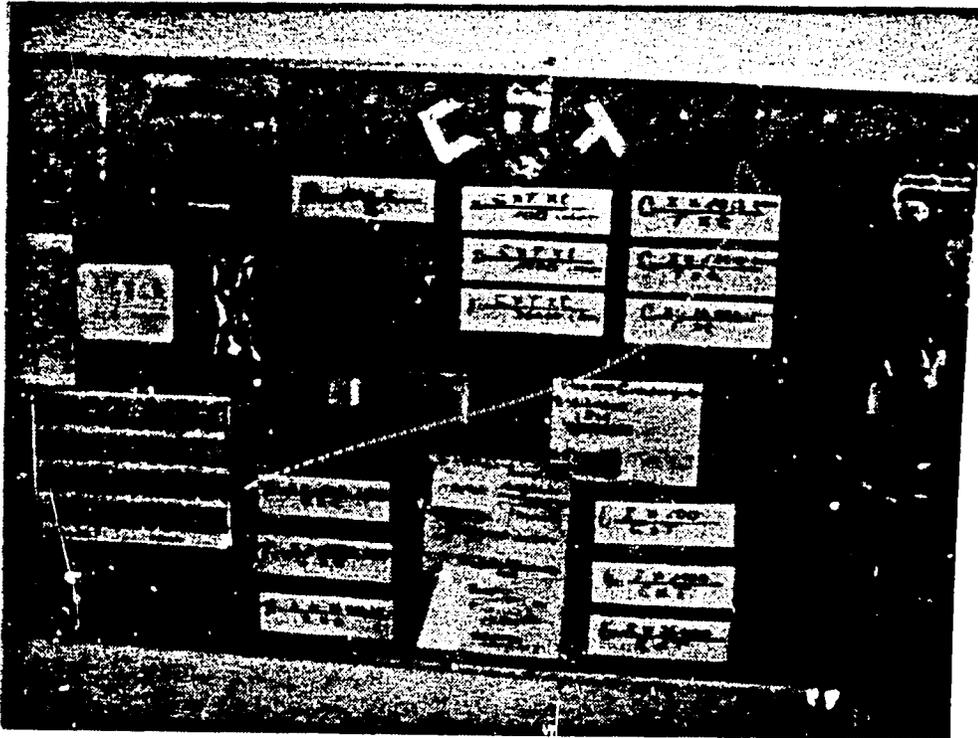
For purposes of this evaluation, the following definitions have been used.

Vocational Education That part of total education which deals specifically and in an organized manner with the acquisition of skills, understanding, attitudes, and abilities necessary for entry into post-secondary occupational education and training programs and/or entry and successful progress in an occupation or occupational cluster. This includes useful and gainful employment in agriculture, business and distribution, homemaking, health, trade and industrial occupations which do not require a baccalaureate education.



Vocational Program Area A generic term used to identify an area of occupational instruction including agriculture, business, health, trade and industrial, and home economics education programs.

Vocational Curriculum Pattern A structured arrangement of interrelated courses or subjects, activities, or experiences designed to advance the student toward a pre-determined occupational goal. Examples of curriculum patterns would be book-keeping and accounting systems, electricity-electronics, agriculture production, building construction, stenography, or food service.



Vocational Education Course A unit of instruction consisting of the activities and experiences specifically oriented towards a given occupational goal. Examples include agriculture science, farm management, mechanical drawing, blueprint reading, typing II or bookkeeping II.

Vocational Instruction Personnel Those persons teaching vocational education courses or that part of instructional personnel time devoted to vocational educational instruction.



Vocational Administrative Personnel Those persons who perform the executive duties of conducting the vocational education program or that part or personnel time devoted to administration.

Occupational Advisory Committee A committee made up of persons representing the occupations for which the curriculum pattern is designed. Usually consists of employers and employees knowledgeable of the requirements of the occupations who offer advice on the curriculum development and operation.

District Curriculum Committee A committee made up of school personnel who investigate needs, recommend changes and plan programs, curriculum, and budgets for the programs offered. Usually composed of school administrators, vocational directors and key instructional staff members.

Institution Building As the phrase suggests, is building an institution where none existed before for carrying out particular specialized functions and established practices and procedures whereby certain tasks have been initiated and fulfilled extending in continuity. Essentially, it means the invention and adaptation of new roles and relating them into appropriate organizational relationships for long-term effect. Externally, it means the new institution is put into functional relationships with other institutions in the same field.



PART II.  
A HISTORICAL PERSPECTIVE ON  
THE QUITO WORKING BOYS' CENTER



Introduction

Following two years of planning and study, the Quito Working Boys' Center began operating in 1964 in an old attic in the building next to the Church of La Compania in downtown Quito. In December, 1973, QWBC moved to a four-story building in the downtown area. A second Center, located in North Quito, has been built and is being equipped to open in October of this year.

The QWBC Philosophy

Judging from reports on the Working Boys' Center by its directors, the QWBC takes as its mission, the total development of families of working boys in Quito, using the Christian method of corporal and spiritual works of mercy. It is a human development program aimed at changing the ways of thinking and acting of such boys and their families. It is expected that the boys and their future families will extricate themselves from an inter-generational cycle of poverty.

The QWBC program is predicated on certain observations and basic assumptions, among the most important of which are the following.

1. Large-scale human physical and spiritual misery exists in modern cities like Quito.
2. This misery is rooted in a sub-culture of poverty and is self-perpetuating from one generation to the next.
3. Among Quito's urban poor mired in this sub-culture are 10,000 shoeshine boys who have a style of life which is a "self-perpetuating cycle of human degeneration".

4. This human degeneration is "rooted in the absence of the values that were created only by means of a decent family life style".

5. This situation implies the need for a comprehensive, formative program to improve the style of life and to engender Christian, human values in each family.

To this end, QWBC seeks to offer a comprehensive and flexible program of basic and vocational education, nutrition and medical service, consumer education, housing, work, and the like. Consistent with the Center's basic philosophy, not only are the working boys served, but mothers, fathers, sisters, and brothers are included in the program.



### Goals

Implied in the preceding discussion is the goal to transform the attitudes and behavior of working boys and their families. By doing so, it is expected that such boys will break out of the self-perpetuating, inter-generational cycle of misery and poverty.

The immediate goal is to transform the miserable life style of the families served by the QWBC.

The longer-term goal is to transform all of the family groups in the 'sub-culture' within the city of Quito.

A more remote goal, articulated by the Centers' directors, is to serve as a possible model program, with particular attention to cost accounting and personnel requirements, for possible expansion of QWBC's methods to other cities of Latin American needing a similar human development campaign.



### The QWBC Program

The program (i.e., services, activities, requirements) of QWBC is guided by an internal "rule book", which identifies: 1) ten attitudes to be changed; 2) ten behavior patterns to be reformed; and 3) ten areas of obligatory participation of all members (See Appendix A).

Change is sought in the ten program areas shown in Table 1. Alongside each program are activities or services that appear, at least to the outside observer, to relate to each program. Some activities, such as a requirement of each family member to provide some voluntary service to QWBC, appear more than once. In this instance, the activity appears related to loyalty (Program area No. 3) and to work (Program area No. 6).

Not all activities and services are obligatory. Some are optional. Those obligatory for working boys are not always required of other family members.

TABLE 1  
 Programs, activities and services of  
 the Quito Working Boys' Center

PROGRAMS	ACTIVITIES OR SERVICES
1. Personal formation	a. grammar schooling b. pre-vocational education c. vocational training d. library e. group counseling
2. Family	a. grammar schooling b. pre-vocational education c. vocational training d. group counseling e. child minding and baby care to make possible compliance with rules of family involvement f. psychiatric and legal attention
3. Loyalty	a. voluntary service to QWBC b. social events and an atmosphere conducive to mutual help and confidence c. group counseling
4. Instruction	a. grammar schooling b. pre-vocational education c. vocational training
5. Religion	a. Catholic liturgy
6. Work	a. voluntary service to QWBC b. work c. commercialization of QWBC's shops d. job placement
7. Money	a. mandatory savings in bank account for future use in financing housing and perhaps for travel
8. Health	a. three meals a day b. regular medical and dental attention c. psychiatric and legal attention d. personal hygienic including a shower every day
9. Housing	a. involvement in low-cost housing plan b. becoming a part of housing construction crew, and building house on QWBC housing project land
10. Recreation	a. social events and an atmosphere conducive to mutual help and confidence b. use of game library c. library d. use of art department and facilities

Basically, the following activities are obligatory for all (or most) family members:

1. primary schooling
2. compulsory savings by quota (required of all who work)
3. low-cost housing plan of some kind
4. shower every day
5. socio-cultural formation through group counseling
6. work (required of all family males age six or over)

The following activities are obligatory for boys and girls in QWBC, but are optional for parents.

a. pre-vocational education (required of boys and girls who have completed primary education).

b. vocational training (required of boys and girls who have completed pre-vocational education).

Aside from screening at time of admission to QWBC, the following activities and services are essentially for boys, girls, and their families.

1. Catholic liturgy
2. job placement
3. social events and participation in an atmosphere conducive to mutual help and confidence
4. three meals a day at QWBC
5. regular medical and dental attention
6. psychiatric and legal attention
7. recreation: use of game library
8. library
9. art department
10. participation in house construction on QWBC project land

(A more personal orientation is afforded in the following descriptive statement of QWBC, prepared by Father Halligan at the request of the Evaluation Team and USAID. The statement, as originally written by Father Halligan, is given in total because we believe it readily portrays the prevailing philosophy of QWBC; certainly the overriding personality influence that Father Halligan has had on it over these past 16 years.)

See Special Commentary at the end of this section.

## Organization

Tables I-2 and I-3 show the organizational scheme of the member/student flow and programs respectively. In Table I-2, Member/Student Flow Chart, we can see that family members can enter the program at any of the three levels. Children under age 16 who do not have a primary education enter the primary school; adults in the same situation attend an accelerated evening grammar school which has 3 cycles and is equivalent to a primary education. Each level above, therefore, has its own organizational system.

Table I-3 outlines schematically the courses and programs, as well as the proposed administrative organizational structure for CMT Nos. 1 and 2. To the right of the chart are two joint support programs, warehousing and sales/display, that serve both Centers.

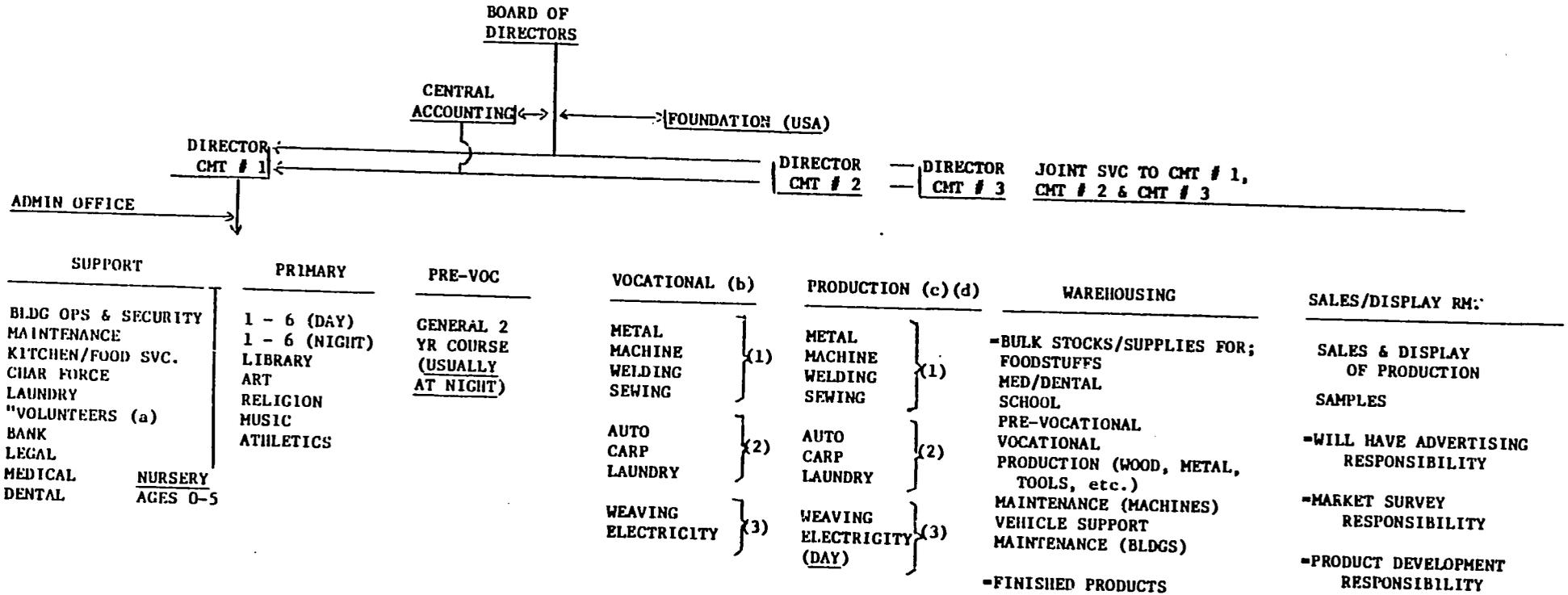
In summary, QWBC is, indeed a unique family development enterprise. It is more than a vocational school and it is more than a working boys' school. It is a total family education and skills training system, tied into a full fledged commercialization/production program. Furthermore, to get a better feel for the Center as a whole, it is important to understand its philosophy and rules.





TABLE III

PROGRAM ORGANIZATION CHART OF THE  
QUITO WORKING BOYS CENTER



- (a) "VOLUNTEER" - VOLUNTEERED HOURS BY MBRs.
- (b) -(1) CURRENT & SCH. YR. 81-82 ((1) - CMT # 1 (2) - CMT # 2)  
-(3) ESTIMATE SCH. YR. 82-83
- (c) -(1) CURRENT & FUTURE CMT # 1.  
-(2) CURRENT; W/LAUNDRY ADDED 81-82 CMT # 2  
-(3) ESTIMATE SCHOOL YR '82-'83. WEAVING & ELEC @ CMT # 2
- (d) -EACH CMT HAS A SHOP'S COORDINATOR; EACH SHOP A FOREMAN/LEADING MAN-WOMAN.  
-MEN's and women's Production Programs each have Production/Marketing Coordinators who will liaison w/Sales/Display Rm.

## BRIEF HISTORY OF THE WORKING BOYS' CENTER

Prepared by Invitation by  
John J. Halligan, S.J.

In 1963, Father John Halligan, a Jesuit missionary from New York assigned to work with the Indians in Ecuador, began to visit the city of Quito with some frequency to negotiate with various Ecuadorian federal government ministries in connection with his work in the province of Chimborazo. An unexpected consequence of this activity in Quito was a change of Halligan's work.

It was decided that Halligan should investigate the lives of the "street kids" with a view toward structuring a Christian apostolate among them. In about March of 1964, Halligan had come to some conclusions -

- 1) The material and spiritual deprivation characteristic of the family groups of the street kids are extreme.
- 2) Such a situation is alarming, given the existence already of the "gamines" who historically were simply "street kids" who have become a criminal element in the city of Bogota.
- 3) To deal with the situation, a total program of creating moral values is needed.
- 4) It has for generations been clear that the Ecuadorian public and private agencies are not dealing with the problem.
- 5) A good percentage of the street kids in Quito are workers who from a very early age (five or six) earn money by shining shoes, washing cars and similar unskilled labors.
- 6) This element of "working boys" is open to a program of self-help.

Halligan had no funds and no co-workers. But a beginning had to be made in order to attract the funds and the co-workers.

The Jesuits granted space in the attic of a high school. Junk wood, discarded utensils and anything at all usable were accumulated for setting up a dining area, and a free-lunch program was initiated. There were two rules in the organization. One was that hands had to be washed before eating; but most often, there was no water available. The other rule was that each boy had to deposit fifty centavos of a Sucre before each lunch as a savings system by which each boy had a fund at Christmas time.

From a small group of eleven diners on the first free-lunch day, within six months, there was a daily minimum of two hundred and fifty diners.

Energetic begging made it possible to purchase tables and benches, purchase a stove and cooking and eating utensils during 1965. In 1966, a doctor's office and a dentist's office were included and also some work benches were set up for teaching leatherwork and carpentry. Grammar school classes were held in different sections of the big dining area. The program had grown in variety of services but declined in membership to about one hundred boys. The boys did not like the medical and dental check-ups nor the idea of attending school. Visits to their homes to discuss things with their family groups usually accomplished nothing. This was going to be a hard battle with no back-up from any public authority. It was 1966; we were a staff of seven; the cost of the program was about two thousand dollars per month.

It seemed important to become a legally established Ecuadorian institution. A name had to be decided on. We had always called ourselves unofficially "The Working Boys' Center Movement". We decided to drop the word "movement" which in the minds of many of our benefactors might have overtones of political, specifically Communist inspiration; and we were legally incorporated as "The Working Boys' Center".

In 1967, Sister Mary Miguel Conway, B.V.M., arrived from the United States to be Co-Director. A lot more organization, attention to detail, motivational follow-up and family-style education were immediate consequences. Breakfast and supper were added to the nutrition program. A water storage tank and a battery of hot water showers and toilets were installed. A new tiled kitchen was constructed and equipped. More professors were hired and three classrooms and an office were constructed. A small laundry room was equipped and, for the homeless children who had taken to sleeping at the Center overnight, we built a dormitory and equipped it with twelve three-tiered beds.

It probably should be pointed out that the attic which housed the Center was a big space, over one thousand square meters.

In that same year, 1967, a huge donation of fifteen thousand dollars was received; and, with a "now or never" spirit, a downpayment was made on the only available suitable piece of property in the downtown area. This is the site of Working Boys' Center Number One on Plaza San Martin. At that time, the area was known as "the thieves' market" for the obvious reason. It has since become a quite respectable neighborhood.

By the end of 1967, our membership was a very unsteady eighty to one hundred and twenty boys. Time would show that except for a hard core of about sixty kids who would persevere on into technical training, the vast majority of thousands who came and went would not accept the discipline of attending school regularly.

Halligan, Sister Miguel and Doctor Herman Prado, the Center's dentist and earliest Ecuadorian friend, wrote the first simple "reglamento" or "rule book" in 1967. It has since been revised many times, but basically, it is the same old plan and method to achieve our objective. Much later on, in 1979, we would get official Ecuadorian Government approval of that "reglamento", a little fact that backs up the general consensus that Ecuador is a country of "contrasts". (I'm stretching "contrasts" into meaning "contradictions".)

In 1968, our staff had increased by two more Americans. We established a library in the front end of our warehouse which was a room between two of the classrooms. That year we also completed payment on our land purchase (total U.S. \$17,500.00). Another fifteen thousand dollar donation came and a trusting contractor, Mr. Galo Pazmino agreed to start construction of our new Center.

The years 1969 to 1973 were, as always, heavy work years with much heartbreak with membership numbers going down to sixty or less and coming back up again. Love and mutual affection were never out of evidence but always there was in evidence too that battle of "them and us" each side trying to win. On one side was the administration with no back-up from society trying to educate the kids and on the other side were the kids pressuring for freedom from school, from bathing, from saving. It was very obvious that by quitting they were testing the administration's resolve to change a life style. It was obvious because they did not quit individually. A gang of six to ten would carry out the decision much as any group of bad companions.

The only innovation during this period was the creation at the Center of what we call "the art room". The Jesuit let us break through a wall into another wing, thus giving us more space in which to set up an arts and crafts activity room in 1971.

During these same years, 1969 to 1973, a few blocks away at the construction site, labor strikers, cement shortages, money shortages and other things were delaying the time when we could have our own independent facilities with more freedom of action.

1974 came and with it an almost completed new building into which we moved the Center without waiting for total completion. The building was a marvel and our primitive belongings from the old place looked like refuse in their new surroundings. Halligan went to Washington and requested help from Mr. Arturo Costantino at the office of American Schools and Hospitals Abroad. Mr. Costantino made a visit of evaluation of the program and an immediate grant of U.S. \$250,000.00 was made and soon followed by subsequent grants of another quarter of a million and another eighty thousand dollars for equipment.

At this point of narration of the history of the Working Boys' Center, we can switch our attention from the events to a consideration of numbers of people whose lives were affected up to 1974.

Over the years, the grammar school desertion had minimized our graduation classes to six, ten or fourteen graduates. Our leatherwork classes produced shoemakers by the dozens--probably about sixty shoemakers who are today looking for work or working happily at something else. In carpentry we did better and did a good thing placing at least fifty young fellows into that field with a slight but at least basic notion of shaping and assembling. In metal mechanics we hit a poor man's jackpot; and this began only in 1972. The reasons for this were that we had space to work in at our half-built new Center, we had some dedicated Peace Corps metal mechanic instructors and we had bought and borrowed machinery for that trade. About a hundred kids were placed in industry by that department. All of this educational accomplishment is something to be proud of only in the sense that we did the best we could. It wasn't very good though. What was going on was that the kids would assist at enough learner-centered classes to get just enough know-how to get a job with any tradesman who would hire them. It's a safe bet that those kids will stay at the bottom of their professions.

However, the number of kids who were saved from starvation or its consequent brain and body damage is in the thousands. That's an accomplishment that is measured and judged as you will.

Mention has been made of the hard core of about sixty kids who persevered with the program all the way into maturity as men. These became and are a movement of human development which is now a reality. Only time will reveal if this movement fulfills the dreams of its pioneers. Numbers always begin small. Sixty isn't a number too small with which to start something.

Back to 1974 when we moved into our new building with a big sign across its front reading, "Centro Del Muchacho Trabajador Número Uno". The monthly budget hovered between twelve and thirteen thousand dollars. It was a time of getting our own new independence under control and into its best operational capacity. Now we could do it right. No more did we have to turn away the girls and mothers. We no longer had to deal with the inconveniences of being so much a part of "cloistered" property. We began by telling the kids to invite their sisters and mothers and everybody; and we very soon ended by saying that, "If the whole family group doesn't come, then nobody comes to the Center." For most of the kids, it was the end of the "double life" of keeping the rules of the Center at the Center but not practicing them with their own family groups. For the girls and women and a few fathers, it was the beginning of opportunities for a changed and better life style.

The years 1974 to 1981 at Working Boys' Center Number One were a period of new experimentation, clarification and organization. Since this is a history and not a description, it is enough to mention the main evolutionary events of the six years -

- 1) It wasn't easy, but the Center's doctrine of total family group participation achieved acceptance and compliance which became each day less and less begrudging.
- 2) In 1977, with the enthusiastic support of USAID/Ecuador Director, Mr. Harry Ackerman, the Center received from the Office of American Schools and Hospitals Abroad a grant to construct Working Boys' Center Number Two on a site donated by the Jesuits to Working Boys' Center Corporation. That second Center is scheduled for operation in October, 1981. The total amount of that grant, including some additions for equipment and expenses has reached U.S. \$1,945,000.00.

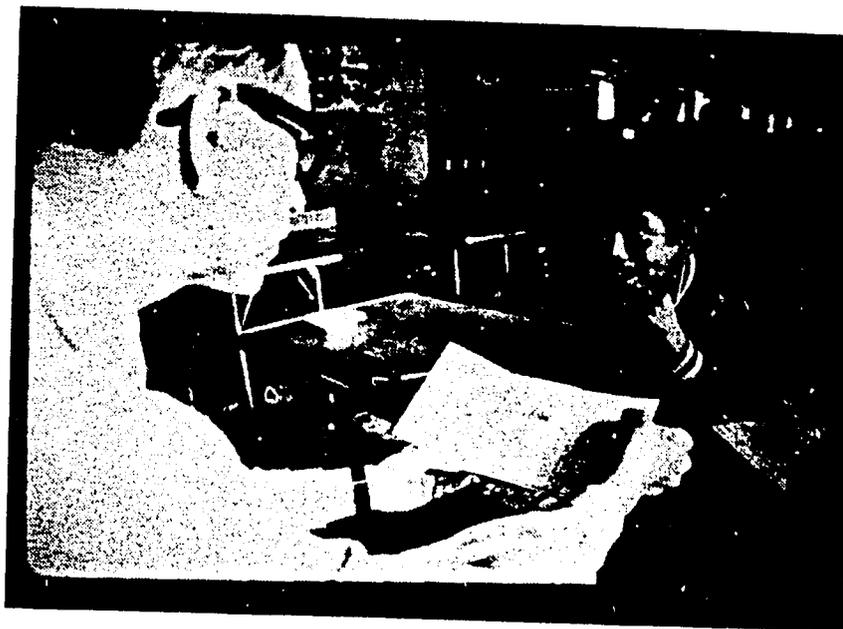
- 3) In 1973, USAID/Ecuador Director, Mr. Joseph Sconce, approved an Operational Program Grant for the Center's innovative commercialization of its technical education program. This grant was continued into its third year by USAID/Ecuador Director, Mr. John Sanbrailo. This grant achieved objectives that could only have been dreamed about or attempted with little hope of success. The total amount of that grant was U.S. \$256,200.00.
- 4) The local Ecuadorian society began to respond more generously to the Center's pleas for financial help. This response also included some indications of support to achieve some Ecuadorian government financial support.
- 5) Three young men who had been shoeshine boy members of the Center as kids and who had participated in the Center's leadership program and become assistant administrators were trained to take over Working Boys' Center Number One as top administrators in October 1981. The Center uses a team-type of administration; but, of course, it has to have a named director who is Mr. Carlow Gomez, former member and former shoeshine boy.
- 6) Through a "summer service" program instituted and financed by the Sisters of Charity B.V.M. of Dubuque, Iowa, a number of American Sisters have done service at the Working Boys' Center during months when their U.S.A.-located schools were closed. As a result, the Center now has six permanent, full-time, well-trained American educators (six B.V.M. Sisters) on its administrative staff of over eighty persons. In the Center, all persons who work at the place are considered to be "administrators" from the doorman on in.
- 7) During this period, 1974 to 1981, for reasons all the educated world can and should admit to, the Working Boys' Center's budget of expenses zoomed to fifty thousand dollars per month. This economic fact made life itself as well as positive effort at human development more difficult.
- 8) Long before September, 1981, it appeared quite obvious that the old battle between "them and us" was turning into a victory for the administration with more and more families seeking membership in Center Number Two.

*A gradual switch from dealing only with the street kids to dealing only with their total family groups had our Center's population going up and down at a great rate. We leveled off to a rather steady sixty-five families persevering in 1980. This means a population of 345 persons. Families with teenage girls were not attracted to us. We had the problem of how to start (and justify) specific programs without having many teenage girls among the membership. However, the teenage girls who finished prevocational education in August 1981 provided a basic group to begin with. But the point here is that up to October 1981, the teenage girls received less than the Center has planned for them.*

*All the babies, children, teenage boys and mothers and fathers participated more fruitfully in the Center's rather thorough formational programs.*

*Once again, in the summer of 1981 and before the school year commences, a quantity of new families is seeking membership and the Center is very heavily into motivational orientation toward perseverance.*

*John J. Halligan, S.J.  
Quito  
September 30, 1981*



## PART III. ECONOMIC AND FINANCIAL ANALYSIS

### Introduction

The financial/economic structure of QWBC has been analyzed in this section. The Center's cash flow (income and expenses) are discussed using statistics from 1974 to the present time.

A detailed table of expenditures by purpose follows the processes to generate revenue and the listed sources of such revenues.

Owned space description and its approximate values are treated in conjunction with the Center's other assets and liabilities in order to prepare grounds for a benefits unit-cost comparison and for the economics of the "commercialization program".

Later in this section, the financial outlook over the next three years is discussed. Projections are made of the number of families/individuals expected to be served for the period January 1, 1982 to December 31, 1983.

A short analysis of the QWBC's accounting system also is made, taking in consideration a prior assessment conducted by the U.S. Government auditors in June, 1981.

### Space, Equipment, Other Assets and Liabilities

QWBC holds clear title to (1) the land, building and equipment at Center No. 1 in downtown Quito; (2) the land and partially-constructed buildings at Center No. 2 in North Quito; and (3) housing project land located in Conocoto. Current market values, provided by Father Halligan, are shown in Table IV.

Center No. 1 contains approximately 3,600 square meters of space. (One square meter equals 10.763 square feet.) Approximately one-third of the total, or 1,200 square meters, is space used for vocational training and shop production. This figure, provided by Father Halligan, includes carpentry, automobile mechanics, welding, machine shop and space for sewing. A short distance from the building is additional rented space for production of dolls and other handicraft items. At any one time, space and equipment is available for production or training of perhaps 70 to 75 individuals.

TABLE IV

## Fixed Assets of the Quito Working Boys' Center, 1981

Assets	Approx. Market Value	Square meters of floor space		Number who could be ac- comodated in Shops
		Total	Shops Only	
<u>Center No. 1</u>				
Land, building, and equipment	\$ 4,000,000	3,600	1,200	70 - 75 <sup>a</sup>
<u>Center No. 2</u>				
Land	100,000	—	—	—
Buildings	1,100,000	10,004	2,018	115 - 125
Equipment	800,000	—	—	—
<u>Other Fixed Assets</u>				
Land for housing project	700,000	—	—	—
Hardware Store (majority interest)	80,000	—	—	—
Other property	<u>310,000</u>	<u>—</u>	<u>—</u>	<u>—</u>
<b>TOTAL, ALL FIXED ASSETS</b>	<b>\$10,700,000</b>	<b>\$13,604</b>	<b>\$3,218</b>	<b>185 - 200</b>

<sup>a</sup>Includes space at rented handicraft shop.

Center No. 2, presently under construction, is nearly three times as large as Center No. 1. The new buildings contain 10,004 square meters of floor space. Of this total, 2,018 has been allocated for vocational and pre-vocational purposes. It would appear that this space, adequately equipped, would be able to accommodate comfortably some 115 to 125 persons spending their time on production or vocational training.

In the evaluation team's judgment, the shops at Center No. 1 are adequately equipped in comparison with typical secondary-level vocational training facilities in the United States. Most of the equipment is useable. Much of it exceeds in sophistication and recent vintage that which the typical Ecuadorian worker would encounter in entry-level jobs. Since most fixtures and equipment for Center No. 2 have not yet arrived in Ecuador to be installed, no attempt was made to judge the adequacy of the machinery and equipment scheduled to be used there. Members of the team were impressed, however, by the products (mostly wood) produced for use at the new center by Center No. 1.



Liquid assets of QWBC are essentially nonexistent. Cash is expended as it is received. Occasional deficits are handled by borrowing. As of June 30, 1981, liabilities of the QWBC totalled \$89,758, mostly in the form of bank loans. Operating expenditures over the past 36 months have been roughly equal to operating revenues, resulting in only a slight increase in indebtedness.

### Revenues by source

In 1974, the first year of QWBC's own site operations in downtown Quito, they reported operating funds of \$5,000 to \$7,000 per month. These were related from benefactors in Ecuador and abroad. Since 1974, however, the operating expenditures have risen seven-fold and are approximately \$42,000 per month. To weigh the index of growth in real terms, we utilized an inflation rate equal to 18% per year. As such, it can be determined that growth has been substantial, more than double over the seven-year period (1974-1981) or a compounded growth in expenditures of 12% per year.

Significant changes in the fiscal operation of QWBC began in August of 1978 under the impact of the OPG project, which lasted for 3 years. (See Table III.2). Since August of 1978, the beginning of the OPG project, shop sales (gross not net) have risen 35 percent per year (from \$1,883 to \$5,083 per month) and have become a major contribution of the OPG grant. Donations from abroad failed to increase from 1979 to 1980, but they have risen recently to about \$28,000 per month. Donations from local sources fluctuate over the past three years with no discernible tendency to either increase or decrease.

Also in Table V, notice that the amount contributed by non-Ecuadorians has risen somewhat since late 1978 (average: \$16,449 per month) to early 1981 (average: \$27,882 per month). Contributions from persons in Ecuador rose over the same time from \$4,310 to \$4,863 per month, an increase which failed to offset inflation.

### Processes to Generate Revenues

The Quito Working Boys' Center has been quite successful in raising funds to expand its physical base of operations. At the same time, finding funds to finance those program operations with little or no chance of becoming self-supporting has been difficult. In a recent "Report on the Working Boys' Center..." included with Father Halligan's letter to Leopoldo Garza of April 24, 1981, it is observed that:

"Very possibly other human development projects are forced to sustain in the progress of their operations a similar economic imbalance; that of being able to obtain funds to establish a physical base of operations with relative facility while at the same time being terribly weakened by the difficulties of obtaining funds to run the operations."

By and large, few grants are available for operating expenditures. Moreover, QWBC has not reached the point where

TABLE V  
 Revenues, Excluding OPG and ASHA Funds, by Source,  
 August 1, 1978 to June 30, 1981  
 (Current U.S. Dollars)<sup>a</sup>

	Aug-Dec 1978	1979	1980	Jan-June 1981
	<u>TOTAL AMOUNT</u>			
Shops	\$ 9,413.	\$35,738.	\$45,959.	\$30,500.
Donations: abroad	65,797.	264,853 <sup>b</sup>	273,995.	167,292.
Donations: local	17,240.	85,309.	65,546.	29,177.
Guangopolo	201.	168.	313.	476.
<b>TOTAL</b>	<b>\$92,651.</b>	<b>\$386,068.</b>	<b>\$385,813.</b>	<b>\$227,445.</b>
	<u>AMOUNT PER MONTH</u>			
Shops	\$ 1,883.	\$ 2,978.	\$ 3,830.	\$ 5,083.
Donations: abroad	16,449.	22,071.	22,833.	27,882.
Donations: local	4,310.	7,109.	5,462.	4,863.
Guangopolo	50.	14.	26.	79.
<b>TOTAL</b>	<b>\$23,163.</b>	<b>\$32,172.</b>	<b>\$32,151.</b>	<b>\$37,908.</b>
	<u>PERCENTAGE</u>			
Shops	,8.1	9.3	11.9	13.4
Donations: abroad	71.0	68.6	71.0	73.6
Donations: local	18.6	22.1	17.0	12.8
Guangopolo	0.2	0.0	0.1	0.2
<b>TOTAL</b>	<b>100.0</b>	<b>100.0</b>	<b>100.</b>	<b>100.0</b>

<sup>a</sup> All Sucres, regardless of year, have been converted to U.S. Dollars on basis of S/ .28.00 = U.S. \$1.00.

<sup>b</sup> Includes donations of \$48,238. shown in the books under "other".

sales of its goods and services yield much (or anything) over direct and indirect costs of production. The bulk of the Center's operating funds are derived from mail, personal, and telephone contacts. Four times a year, The Shoeshine Special, a fund-raising newsletter is sent to 9000 addressees, most of whom live in the United States. A similar newsletter in Spanish goes periodically to Ecuadorian households and organizations.

Beyond the newsletters, each year Father Halligan spends some time in the United States searching for funds and uses long distance telephone calls for the same purpose.

Aside from \$2,000 per year that the QWBC receives through an Association of Catholic Schools from the Ministry of Education, the Center receives no financial support from any Ecuadorian government agency.

Father Halligan has built up a limited endowment for the Center. He has not, however, been fortunate enough to find major benefactors who will provide the QWBC with a sizeable endowment. A lady in California has agreed to leave a property valued at \$250,000 to the Center when she dies. We were unable to assess the likelihood that Father Halligan will find additional endowment funds.

An additional source of revenue is a share of the ownership in a hardware store which has taken over unused space on the ground floor at Center No. 1. It is reported that small businesses generally require three years to get into the "black". Two years from now, it is conceivable that the hardware store will yield revenues to the Center of \$2,000 to \$3,000 per month.

The direct mail campaign abroad is underwritten by the family of Sister Mary Miguel Conway. Recently, Father Halligan located a foundation in the United States to underwrite the cost of an expanded campaign. The plan is to continue with a "pious priest" approach and to avoid splashy publicity in the major publications and other media.

As indicated in Table VI, the OPG grant and Peace Corps involvement in QWBC's current operations are substantial, representing some 18.2 percent of total operating funds. No AID/ASHA funds are included, since none of the \$315,000 for operating purposes has been spent. These funds will be used when Center No. 2 becomes operational.

Beyond the \$241,052 in OPG funds shown in Table III.3, USAID/Ecuador and USAID/ASHA supported QWBC to the tune of some \$2,827,000.

TABLE VI  
 Current Operating Income, by Source,  
 Including the OPG Grant,  
 August 1, 1978 to June 30, 1981  
 (Current U.S. Dollars)<sup>a</sup>

Source	Aug-Dec 1978	1979	1980	Jan-Jun 1981
<u>TOTAL AMOUNT</u>				
WBC Sources	\$ 92,651.	\$386,068.	\$385,813.	\$227,445.
Peace Corps	INA	INA	INA	4,821. <sup>b</sup>
OPG <sup>c</sup>	26,256.	65,344.	105,404.	44,048.
<b>TOTAL</b>	<b>\$118,907.</b>	<b>\$451,412.</b>	<b>\$491,217.</b>	<b>\$276,314.</b>
<u>AMOUNT PER MONTH</u>				
WBC Sources	\$ 23,163.	\$ 32,172.	\$ 32,151.	\$ 37,908.
Peace Corps	INA	INA	INA	804.
OPG <sup>c</sup>	6,564.	5,445.	8,784.	7,341.
<b>TOTAL</b>	<b>\$ 29,727.</b>	<b>\$ 37,617.</b>	<b>\$ 40,935.</b>	<b>\$ 46,053.</b>
<u>PERCENTAGE</u>				
WBC Sources	77.9	85.5	78.5	82.3
Peace Corps	INA	INA	INA	1.7
OPG <sup>c</sup>	22.1	14.5	21.5	15.9
<b>TOTAL</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

<sup>a</sup> All Sucres, regardless of year, converted to U.S. Dollars on basis of S/ .28.00 = U.S. \$1.00.

<sup>b</sup> Estimate: S/ .7,500 per month x 3 persons per month.

<sup>c</sup> OPG revenues are assumed to be equal to OPG expenditures.

INA = Information not available

THE AMERICAN SCHOOLS AND HOSPITALS BROAD (ASHA). GRANT  
SUPPORT TO WORKING BOYS' CENTERS: 1974 - 1981

Working Boys' Center No. 1

FY 1973: ASHA Grant No. 171: After completing construction of the Working Boys' Center No. 1, Father Halligan requested assistance from ASHA to equip that Center, and also asked some funding for initial operating expenses. In response to that initial request, ASHA provided a grant for \$250,000. Of this \$250,000 grant, \$220,000 was for the purchase of equipment for the newly completed building which contained a wood shop, electric shop, metal fabrication shop, machine shop and a kitchen and dining room area. For initial operating expenses, the grant provided for \$30,000. Essentially then, the Grant was for equipment procurement.

FY 1975: ASHA Grant Add On: To fully equip the first Center, an additional \$250,000 was requested from ASHA in FY 1975. ASHA provided this funding by amending the FY 1974 grant--increasing it by \$250,000 for the purpose of equipment procurement for the first Center.

FY 1976: ASHA Grant No. 109: Additional equipment was requested from ASHA for the first Center as well as some funds for training. ASHA responded by providing a grant of \$80,000. Of this \$80,000, \$60,000 was for the purchase of equipment and \$20,000 was to provide for training.

In summary, for the first Working Boys' Center, ASHA provided a total of \$580,000 in grants. Of this \$580,000, \$530,000 (91%) was for the purchase of equipment for the first Center. This equipment was for the wood shop, electric shop, arts and crafts shop, metal fabrication shop, automotriz shop, kitchen and dining area, and classrooms. As noted above, in addition, ASHA provided \$30,000 for operational support, and \$20,000 for training.

Working Boys' Center No. 2

FY 1977: ASHA Grant #144: With the success of the first Working Boys' Center behind, the Working Boys' Center requested ASHA funding to construct a second Center. In response, ASHA provided a \$530,000 grant to fund construction costs (and related commodities) to build workshops, classrooms, and related areas.

Working Boys' Center No. 2 (continued)

FY 1978: ASHA Grant #160: The Working Boys' Center requested additional funding from ASHA to continue construction of the second CENTER. ASHA provided a grant of \$590,000 to cover construction costs (and related commodities) to build kitchen and dining facilities, administrative offices, and special purpose rooms.

FY 1980: ASHA Grant #230: No FY 1979 grant was forthcoming from ASHA. However, in FY 1980, ASHA provided an equipment/operational expense grant for \$825,000 to allow the Center to become fully operational. Of the \$825,000 provided, \$510,000 was for the procurement and furnishings of equipment and the remaining \$315,000 was for initial operational expenses, to include funding staff salaries and benefits, teaching materials, utility expenses and consumable supplies.

Because additional funding was required to complete construction of the second Center, the FY 1980 grant was modified to allow the \$825,000 to be allocated as follows: (1) \$380,000 was to complete construction of the Center (this included construction services and commodities); (2) \$310,000 to procure and install equipment and furnishings; and (3) \$315,000 for initial operational costs, to include staff salaries and benefits, teaching materials, utility expenses, and consumable supplies.

FY 1981: ASHA Grant Add On: For FY 1981, an additional \$300,000 was added on to the FY 1980 grant primarily for vocational training equipment and furnishings. Another reallocation of grant funds was requested and allowed by ASHA. The FY 80 Grant of \$825,000 with the \$300,000 add on, now totalled \$1,125,000. That \$1,125,000 is now to be allocated as follows: (1) \$430,000 for the procurement and installation of equipment and furnishings; (2) \$380,000 for construction and related commodities; and (3) \$315,000 for initial operating expenses.

The construction funding authorized under the FY 1980 grant as amended (\$380,000) has been fully expended to build the second Working Boys' Center. Of the funds authorized for equipment (\$430,000), approximately 60% has been expended. The authorized operational funds (\$315,000) cannot be utilized until such time as the Working Boys' Center No. 2 begins operations, which is expected to occur sometime during the latter part of this year, or early next year.

In summary, since 1974, ASHA has provided the Working Boys' Centers (the two) with \$2,815,000. The first Working Boys' Center received \$580,000 or approximately 20 percent.

*This \$580,000 was essentially for equipment procurement.*

*The second Working Boys' Center received a total of ASHA Grant funding of \$2,245,000 or approximately 80% of the total of ASHA funding granted to the two Centers. Two-thirds of this funding (\$1,500,000) was to construct this second Working Boys' Center.*

ASHA GRANT FUNDING - TO WORKING BOYS' CENTERS

<u>WORKING BOYS' CENTER NO. 1</u>	<u>WORKING BOYS' CENTER NO. 2</u>
FY 1974 Oper. Exp. \$ 30,000 Equipment 220,000	FY 1977 Construction \$530,000
FY 1975 Equipment 250,000	FY 1978 Construction 590,000
FY 1976 Equipment 60,000 Training 20,000	FY 1980 Construction 380,000 Equipment 430,000 Oper. Exp. 315,000
FY 1974-1976 Total Funding <u>\$580,000</u>	FY 1977-1980 Total Funding <u>\$2,245,000</u>

An ASHA grant of \$580,000 prior to August, 1978 helped equip Center No. 1. Another ASHA grant in 1976-1977 of \$532,000 was used to construct the first phase of Center No. 2. At about the same time as the USAID/Ecuador OPG Grant, USAID/ASHA gave QWBC another \$590,000 for the second phase of Center No. 2. The, in August, 1980, USAID/ASHA Grant 230, subsequently amended, provided QWBC with an additional \$1,125,000: (1) \$810,000 for construction, equipment, and installation of material at Center No. 2, and (2) \$315,000 for initial operating costs of Center No. 2.

Current operating expenditures, for all purposes, averaged \$42,000 per month over the first half of this calendar year. Operating expenditures over the past 36 months have been roughly equal to operating revenues, resulting in little or no increase in indebtedness. Liquid assets of the Center are nonexistent, meaning that cash is expended as quickly as it is reviewed. Temporary cash flow problems are handled by borrowing when necessary.

Since QWBC currently serves 50 to 60 families with an average family size of 5, there are some 250 to 300 individuals in the QWBC program at any one time. This means that the total cost of all services is currently between \$1,636 and \$1,965 per individual per year.

The services of QWBC are quite comprehensive, including schooling, employment for some, training for others, recreation for children, child care, meals, baths, medical and dental attention, family aid and activities, counseling, and a credit-union-type program of compulsory savings.

#### Expenditures by Purpose

In 1974, the first year that the Quito Working Boys' Center operated from its own building in downtown Quito, average monthly operating expenditures ranged from \$5,000 and \$7,000 per month. Since 1974, operating expenditures have risen sevenfold to \$42,000 per month. Assuming an inflation rate of 18 percent per year, growth in real terms has been substantial: more than a doubling of expenditures over a seven-year period, or compound growth of just under 12 percent per year.

The accounting system at QWBC is organized by item (e.g., salaries, food, maintenance expenses), not by program or service. To show how much is spent to increase the social and economic well-being of members, data provided by QWBC's accountant have been rearranged as follows. First, salaries have been categorized by area of direct or indirect service. For example, the salaries of teachers in the primary school have been listed under primary education, a program which directly benefits members of the QWBC. Salaries

of maintenance and cleaning personnel have been categorized under maintenance, an indirect or overhead expense.

Programs which directly benefit members of the Center are listed in Table VII. Other direct-service activities exist, but it was not possible to identify expenditures for them. These include individual and group counseling generally provided by administrative personnel, sessions held Saturday mornings, a maintenance of discipline, and banking. Thus, some direct services remain subsumed in one or more of the following categories of general, indirect, or overhead costs: administration, maintenance, utilities, social security, taxes, insurance, public relations, office supplies, miscellaneous, transportation, interest, and bad debts. Such indirect costs amount to 55 to 60 percent of direct-service program expenditures, and have been distributed in proportion to direct-service costs. Thus, each program of direct services in Table VII carries something approximating its share of general, administrative, and other indirect costs.

Meals account for 20 - 25 percent of total program operating costs. Another 15 - 20 percent is used for primary schooling, including adult basic education. It is difficult to disentangle financial data for shop production and vocational-pre-vocational training. All told, in the first half of 1981, 41.6 percent of QWBC expenditures cover these areas, an increase in relative terms from 34.3 percent in the last five months of 1978. (The data in Table VII exclude Peace Corps inputs, which are heavily concentrated in the area of vocational training.) Thus, there is little doubt that the OPG grant has been an important contributor to expanded shop production and employment, and secondarily to training which takes place in and around the shops.

### Beneficiaries and Unit Costs

All Services: Since QWBC currently serves 50 to 60 families with an average family size of 5, there are some 250 to 300 individuals in the program at any one time. This means that the total cost of all services is currently:

- \$1,680 - \$2,016 per individual per year; or
- \$8,400 - \$10,080 per typical family per year.  
(Based on current operating expenditures of \$42,000 per month. For example,  $\$42,000 \times 12 = \$504,000 \div 250 = \$2,016.$ )

Some of these expenditures, which serve to improve the social and economic well-being of members while in the program, do not represent an addition to total societal costs.

TABLE VII  
 Operating Expenditures, by Program of Direct Service  
 August 1, 1978 to June 30, 1981  
 (Current U.S. Dollars)

PROGRAM	Aug-Dec	1979	1980	Jan-June
	1978			1981
	AMOUNT			
Primary	\$ 24,268	\$ 55,836	\$ 73,374	\$ 42,452
Voc. and pre-voc (x sewing)	13,051	37,676	41,747	28,878
Prod and empl. (x sewing)	17,060	35,694	54,113	38,280
Women: train. & empl.	8,751	26,106	73,403	37,919
Program for infants, children and girls	—	4,089	7,603	4,462
Food	27,057	73,258	110,637	56,114
Med., dent., legal, family aid & activities	19,132	49,476	61,232	32,593
Guangopolo	4,021	19,894	35,796	12,777
<b>TOTAL</b>	<b>\$113,340</b>	<b>\$302,028</b>	<b>\$457,905</b>	<b>\$253,476</b>
	PERCENTAGE			
Primary	21.4	18.5	16.0	16.7
Voc. and pre-voc (x sewing)	11.5	12.5	9.1	11.4
Prod and empl. (x sewing)	15.1	11.8	11.8	15.1
Women: train. & empl.	7.7	8.6	16.0	15.1
Program for infants, children and girls	—	1.4	1.7	1.8
Food	23.9	24.3	24.2	22.1
Med., dent., legal, family aid & activities	16.9	16.4	13.4	12.9
Guangopolo	3.5	6.6	7.8	5.0
<b>TOTAL</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

- a. All Ecuadorian sucres, regardless of year, have been converted to U.S. dollars on basis of S/.28.00 = \$1.00.  
 b. Detail may not add to total because of rounding.

For example, some fraction of food expenses offset what families would spend on food if they were not in the program.

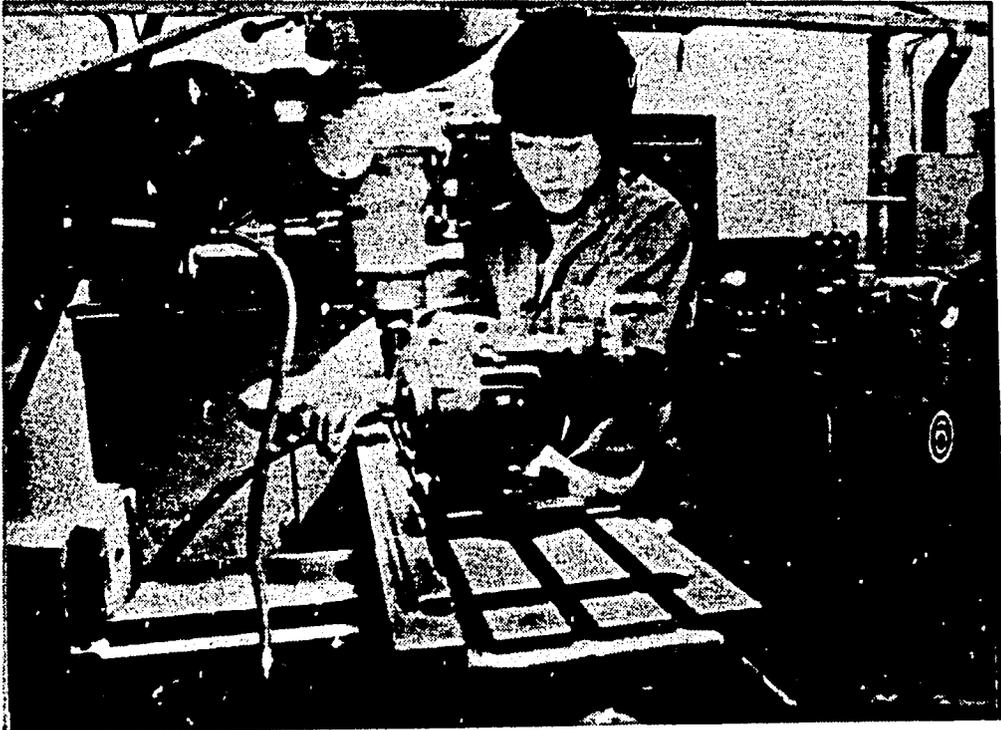
Pre-vocational and Vocational Education: It proved challenging to calculate a unit cost of vocational and pre-vocational training. The approach taken was to subtract shop sales revenues from total operating expenditures (including allocated general and administrative costs) for the three employment and training programs shown in Table VII. Between August 1, 1978 and June 30, 1981, expenditures on the three programs totalled \$412,678. Shop sales revenues amounted to \$121,610. Thus, the net cost of pre-vocational and vocational training was an estimated \$291,068.

The logic of this approach is that the sales receipts offset, more or less, the cost of materials and direct labor used in production. To what extent sales revenues offset the employment program's share of general and administrative expenses is difficult to examine. (See discussion of commercialization in the next section of Part III.

In October 1980, 124 students started pre-vocational, vocational, or the apprentice-worker program. By March 31, 1981, only four had left.<sup>1</sup> Taking a weighted average cost per month from data for 1980 and 1981, it is possible to estimate the cost of having served an average of 120 pre-vocational and vocational students during the school year 1980-1981. Ignoring Peace Corps resources, the estimated cost per student per year was \$1,171. Including Peace Corps salaries, the unit cost was \$1,250.2

Some dropping out occurs among pre-vocational students, but within the last year or so, the rate appears to be low. For a student who completes a three-year program of pre-vocational and vocational training, the cumulative cost would be about \$3,750 (or, \$1,250 x 3). Of course, if four enrollees were required to produce three graduates, the cost per graduate would be approximately \$4,375.

For individuals of different ages, and for students in various parts of the pre-vocational and vocational training program, unit costs vary. For instance, QWBC is instituting a new policy whereby a person at least 16 years of age can "test out" of one year of the two-year pre-vocational sequence. The cumulative cost of a two-year program is only about two-thirds of a three-year program. The cost for a year of training depends considerably on number of hours spent and average class size. The sewing course serves an average of 32 to 45 students, with one instructor and one supervisor. The pre-vocational program has 40 to 45 students, organized in three, approximately equal-size groups. Instruction in carpentry, automobile mechanics, welding, and metal work is more costly than average, not only because of high equipment costs, but



also because instructors are working with only 4 to 8 students at a time. In well-designed programs in the United States, instructors typically work with 15 to 25 students.

#### Economics of the Commercialization Program

Prior to the OPG grant, total receipts from shop sales of goods and services reached a peak of \$1,192 per month. Over the past six months, sales receipts have averaged just over \$5,000 per month. Such revenues offset direct costs of production. However, indirect costs of maintaining a program of employment, production, and sales have probably absorbed any margin over direct costs. A possible exception is the automobile shop, where the calculated margin over direct cost is highest.

The carpentry and metal shops bid on contract work as follows: First, material costs are estimated, allowing for some spoilage and waste. Secondly, direct labor costs per hour are added. Then five percent is added for machine use-age and five percent for utilities. Finally, to this direct cost estimate is added a 30 percent margin, which shortly will be increased to 40 percent.

The automobile shop prices its services on the basis of competitive prices charged in the industry. Frank Zinsler estimates that the mark-up over direct costs in the automobile shop is approximately 60 percent. The high mark-up reflects, in part, the fact that no rent is paid for shop space.

The factory which produces dolls and related craft items calculates material, direct labor, supervisory labor, and rent to arrive at a shop price (or value). To arrive at a wholesale price, the marketing group adds the cost of marketing the product. Included in wholesale prices are mark-ups averaging 10 percent. One reason the mark-up on direct costs is so low is that prices of handicraft items are very competitive. This industry involves piece work in homes, and most employers do not pay a minimum wage.

The production and sale of products generates considerable employment. Beyond this objective, it is by no means clear whether the commercialization effort is worthwhile. Several factors underly this statement. First, general and administrative costs for QWBC's many programs boost direct service costs by some 55 percent. Second, a cost accounting system is not in place, nor are there apparent incentives for production units to show a "profit", however calculated. Third, the arrangement of shops and work tasks is considerably different for efficiency in production than it is for efficiency in instruction. Finally, the advantages to students of doing "real work" must be counterbalanced by other considerations. Among the latter is that limited machinery and space may be devoted so much to production that few students can be accommodated.

The outlook for commercialization of goods and services appears bright, ignoring the issue of whether a margin over total cost (direct or indirect) should be sought so as to help finance activities which cannot be self-supporting, for example, primary and pre-vocational instruction.

Several changes in program location, plus additional space and equipment, will occur when Center No. 2 is opened. The carpentry and automechanic programs will be moved to Center No. 2, permitting expansion of the welding and metal work programs at Center No. 1. The new automobile repair shop will be able to accommodate six to eight cars rather than the present three or four. Carpentry is expected to experience the largest increase in capacity. The QWBC's most ambitious production plans are in this field. The plan calls for production of standard bedroom and dining room sets, aimed at middle-income customers. A large warehouse at Center No. 2 will permit storage of such products for later sale.

The handicraft factory currently has seven employees, a half-time designer/supervisor, a marketing specialist and his helper. Sales have been rising and production has not been able to keep pace. The present facilities could accommodate 5 or 6 more workers. Beyond that, additional space would be needed. It is not yet clear whether the doll factory will be moved to Center No. 2, inasmuch as the number

of women graduating from the sewing course and interested in employment far exceeds the number of job slots available within the QWBC. For psychological reasons, the management group may decide to keep the doll factory outside the Center's facilities in order to dampen employment expectations.

### QWBC's Accounting System

Between June 1, 1981 and June 12, 1981, U.S. government auditors reviewed progress and assessed the management of the OPG (No. 518-0001) given to the QWBC. In addition to an evaluation of performance in terms of the project's overall goals and objectives, the audit examined property control procedures, AID marking requirements, accounting procedures, monitoring, and several other matters.

In terms of accounting procedures, the auditors saw a need for two major improvements:

- development of consolidated accounting statements, which would include revenues from all sources, including special project funds, and all expenditures; and
- development of a cost accounting system for the Center's production operations, which involve sales to the public as well as production for final use within the QWBC.

The absence of a consolidated accounting system makes it difficult to manage revenues as easily as they might be. The absence of a cost accounting system necessarily leads to uncertainty as to whether sales prices cover major direct costs (e.g., labor, materials), much less some allocated share of indirect expenses. Moreover, progress reports under the OPG grant failed to contain an economic analysis of the commercialization program, making it essentially impossible to evaluate that aspect of the project. Our own evaluation confirms the need for improvements in the accounting system.

It should be noted that the QWBC's bookkeeper is moving ahead to develop a consolidated set of accounting statements, beginning with July, 1981. Furthermore, the OPG project director, Father Halligan, said that he planned to hire three more (office) employees when Center No. 2 is completed. One will be responsible for maintaining a cost accounting system and preparing financial reports.

### Financial Outlook and Financial Plans

In the absence of additional USAID, OPG or WID assistance, the most likely scenario over the next three years

would seem to be:

1. January, 1982 -- Completion of Center No. 2, ready to begin serving students and families on at least a small scale.<sup>4</sup>
2. January, 1, 1982 - December 31, 1982 -- A service load of approximately 40 families (or 200 individuals) may be anticipated at Center No. 1. The reason: some families already commute long distances, and will find it more convenient to attend Center No. 2. Then, too, important employment and training programs will be moved to Center No. 2.

Center No. 2 is likely to begin operations with a sizeable number of families presently associated with the automobile and carpentry shops, which will be relocated. Whether the Women's program moves is still a matter for discussion. An estimated 2,000 poor families live in the area of North of Quito. However, an anti-clerical group called the Comite de Pueblo must be reckoned with.

Assuming the Reglamento is not altered significantly, it is likely that no more than 40 families (or 200 individuals) will be enrolled at Center No. 2 by the end of 1982. The monthly average number of families and individuals may be 30 and 150 respectively. A total of \$315,000 has been obligated under the USAID/ASHA Grant No. 230 for start-up expenditures at Center No. 2. This means that \$26,250 per month will be available in the first year of operation. Even assuming inflation of 18 percent per year, this amount of money would permit Center No. 2 to serve easily a monthly average of 25 to 30 families (or 150 to 180 individuals).<sup>5</sup>



3. January 1, 1983 - December 31, 1983 -- Assuming continued steady growth in shop sales and donations from abroad, but exhaustion of USAID funds for current operations, the outlook for 1983 would appear to be a monthly average service load of 25 families (or 125 individuals) at each Center.

These baseline projections assume (1) continued growth in shop sales of approximately 35 percent per year; (2) growth in donations from abroad of 20 percent per year; (3) little or no change in local donations; (4) continuation of the current level of support from the Peace Corps; and (5) no additional USAID or other support for program operations beyond 1982.

Father Halligan and his management team see the possibility of even greater growth in shop sales, and they may be correct. In the foreseeable future, however, it seems unlikely that shop production will add a margin above its own direct costs plus a fair share of all indirect costs (approximately 55 percent of direct costs). Nevertheless, the total QWBC program could well shift increasingly toward a production and employment program, since it is closer to self-support than other program activities.

### Summary and Conclusions

The revenues by source analysis indicate total contributions of \$92,651 in 1978, \$386,068 in 1979, \$385,813 in 1980, and \$227,445 during the first six months of this year.

The experiences of Father Halligan's fund-raising efforts through both U.S. and Ecuador's private volunteer organizations were reviewed. The difficulty he has in obtaining the operation grants is seen as a "fact of life" to Quito's WBC and similar human development programs; nevertheless, the fund-raising efforts are a major source of revenues.

Revenues and expenditures have been analyzed utilizing an inflation rate of 18% per year in order to qualify the arithmetical computations. The data reflect that donations from local and abroad grossed \$1,091,977 for the period August, 1978 to June, 1981. Real estate as well as other liquid assets represent a financial base of approximately \$10,700,000.

There were 78 graduates over the contract period. This number divided into the total operating expenses of \$291,000 indicates that \$3,700 to \$3,975 is invested to produce a graduate. The indirect costs, such as a share of administrative expenses, were considered in the cost-per-graduate com-

putation. The cost figure needs to be adjusted downward because of the 50 to 60 pre-vocational students presently in the "pipeline" who will be vocational students starting Fall 1981.

The predictions for the commercialization-program are that it will become cost effective very shortly. It is a unique method used to generate operating funds for the Center.

An expected time schedule of activities calls for completion of Center No. 2 in January of 1982. From the time of the completion of Center No. 2 to the end of the year, December 31, 1982, each Center will hold a service load of approximately 40 families (or 200 individuals). The projections for the 1983 fiscal year (January 1st to December 31st) call for service being rendered to approximately 50 to 60 families, which means 250 to 300 individuals at each Center. Other financial projections include a promissory verbal commitment of a lady in California who will leave \$250,000 to the Center when she dies. This is, in fact, a piece of property valued at the above-stated amount. Also, it is expected that both the hardware store and the mail campaign will render some dividends to increase the Center's funds.

The auditing conducted by the U.S. Government in June, 1981, serves as a guide to further inquiry in the areas of property control procedures, AID marking requirements, accounting procedures, monitoring, etc. Specific areas of concern (recommendations) are: a) the development of consolidated accounting statements, and b) the development of a cost accounting system. It has been pointed out that the lack of economic analysis on progress reports made it impossible to evaluate that aspect of the project. Father Halligan stated that the lack of qualified personnel impeded the full development of the accounting system. However, to improve the Center's accounting transactional, Father Halligan plans to hire three additional employees when Center No. 2 is completed.

In conclusion, this economic and financial analysis has covered the different aspect of the Center's fiscal structure from August, 1974 to June, 1981. An attempt was made to analyze the situations and operations having to do with property, income, expenses, future income potential, projected increase in liabilities and, in general, the fiscal maintenance of the Center.

The analysis reveals that with the creation of the new Center and the addition of its capital worth, the real estate financial base is even more important than when the

Center was a one-site-only enterprise. To stabilize operations and expand services without lowering the quality standards of QWBC, there is a need for continued increase in income from all sources, local and abroad donations, income-in-kind provided through volunteer services (P.C.) and commercial production in the vocational course area. If the Center moves to larger scale production for profit activities, this might result in a better, financially-self-supporting enterprise. One must take into consideration the impact such a move will have on the training objective of the Center. Although the financial outlook is, to a certain extent, uncertain, the Center's administration, headed by Father Halligan, seems to have the expertise necessary for the procurement of future supporting funds. Finally, inflation as a factor of economical projections must be looked at to anticipate future financial well-being of any institution, including QWBC.

The Evaluation Team investigated the costs per student per year at SECAP and Escuela "Anzoátegui"--two vocational schools in Ecuador. A comparison of these costs between these schools and the QWBC is as follows:

QWBC	\$1,171
SECAP	\$1,600
Escuela "Anzoátegui"	\$ 500

There was no attempt to investigate thoroughly and compare budgets at the two schools, such as was done at QWBC. The cost figures for the two schools were offered to the Team during interviews with the business office staffs of the two schools.



THE PEACE CORPS CONTRIBUTION



There are presently four peace corps volunteers assisting in the QWBC vocational and skills training program: Doug Kick, as teaching assistant in carpentry; David Cyga, an instructor in auto mechanics, Laurie Kick, an instructor in welding and Paula Sorrola, a counselor for vocational guidance.

The Evaluation Team found the peace corps support team to be an important element in the school's effort to offer skills training programs to its students. The volunteers were not only

highly qualified technically, but they added breadth to some of the administrative aspects of the organization by helping out in planning, storing of equipment, field day picnics, etc. From an economic viewpoint, we believe the volunteers represent an excellent institutional building support base. They are inexpensive from a salary stand-



*point compared to comparable teachers that could be hired; they bring to the school a good technical background from which local staff can learn; and they can relate to contemporary state-of-the-art vocational education curricula rather easily and comfortably.*

*Emphasis should be given to expanding the peace corps efforts in the near future to assist in critical institutional development programs such as women's development, field-based training, industry education or trade advisory councils, etc.*

## PART IV. ASSESSMENT OF THE OPERATIONAL PROGRAM GRANT

### Introduction

One of the primary purposes of this evaluation was to assess the success of the QWBC/OPG Project with respect to the original project goals and objectives. This assessment is divided into 4 sections. Section A of the report summarizes the project goals and objectives. Section B deals with the problem of quantifying the completion of objectives rather straightforwardly and presenting its findings and conclusions as a summary analysis of what was achieved during the 3-year period of the grant. This analysis is interwoven with a comprehensive discussion of the form and function of the objectives as they were initially developed. Section C is a summary analysis of the Quarterly Reports as presented by the QWBC staff. Section D looks at the overall dimension of the QWBC program in general and the pre-vocational, vocational, production and women's development programs in particular. The combination of assessments, A, B, C, and D permits us to draw some major conclusions regarding the achievement of the Project's objectives and gives us a clearer understanding of "goods" received for dollars spent, i.e., the achievement of goals and objectives and the quality of program(s) now in place.



More importantly, it provides us with the necessary information to make recommendations regarding future collaborative funding efforts similar to this OPG Project.

It is important to note that the Team had multiple purposes in mind as it carried out this component of the evaluation. First, it believed that "success" should be measured objective-for-objective as originally designed. This is what USAID expected and this is what everyone concerned brought into the project at the onset. Secondly, however, we viewed the process of analysis as a mechanism for not only qualifying project success but also giving an opportunity to present assessments and analyses from which all parties involved could learn. Programs, procedures and results were studied from the criterion of success and whether some aspects of the program could have been more successful if procedures were carried out more efficiently or effectively, and based on high-quality standards of pre-vocational and vocational education.

Our objective, therefore, was for this Part of the report to reach beyond merely qualifying the results of the Project in an ex post facto manner. We hope that both failures and successes can be seen as "lessons learned" and that the material presented in the critical analysis can be studied and eventually used by both QWBC and USAID to guide and improve future collaborative procedures and project agreements.

## Section A

### The Project Goals and Objectives

Table VIII lists the Project's goals and objectives as stated in the original Agreement. Even though an amendment for more dollars was made in 1979, the original project objectives were not changed.

We can see that the overriding goal of the Project was to "improve the economic and social well-being of low-income youth and their families by providing expanded vocational training through a program that was to become self-sufficient".

There were eight objectives to be met. The first four of these dealt quantitatively with numbers of boys and their mothers and sisters to a) gain employment upon graduation or b) to have become enrolled in the pre-vocational or vocational classes and/or production activities. Specifically, 90 men were to be placed in jobs mirroring the newly-developed vocational courses supported by the grant: welding, automechanics, industrial mechanics and plumbing. Thirty

TABLE VIII

Goals/Objectives, as Developed in the Original Project Agreement and Program Implementation Plan

Goals and Objectives*	Source of Initiative for Objectives		
	1st Prop. 1/1/78	2nd Prop. 1/12/78	USAID 5/78
<b>I. Overall Program Goal</b>			
The overriding purpose of the grant was to improve the economic and social well-being of mothers, sisters and boy members of the QWBC by providing them with expanded vocational education training geared towards making the QWBC learning program a productive, money-earning activity.	X		
<b>II. Specific Project Objectives</b>			
1. To have at least 90 young men placed in career jobs in welding, carpentry, auto-mechanics, industrial mechanics, and plumbing outside of the QWBC's production force.		X	X
2. To have at least 30 young men, finish training and employed full-time in the QWBC's own production ventures as described in the Project's Implementation Plan.	X	X	X
3. To have at least 100 mothers of the working boys employed and earning more than a minimum wage income in the small business productions and sales of merchandise.		X	X
4. To have at least 150 sisters of the working boys fully employed according to the training and employment options stated in the Implementation Plan.	X	X	X
5. To achieve estimated volumes of merchandise sales, wages generated in merchandise production, and wages generated in jobs not connected with the QWBC as follows: a) \$24,000 per month off-property wages; b) \$10,000 per month on-property wages; and c) \$30,000 per month sales of on-property production.		X	X
6. To carry out a usable compendium of market studies for program operations.	X	X	X
7. To establish a job counseling and placement service fully staffed and in operation by the end of the third year.			X
8. To implement a sales department fully staffed and in operation.		X	X
<b>III. Implementation Goals and Strategies</b>			
Year 1: Contract of Program Coordinator and other personnel; prepare market studies; prepare technical training curricula; study student admission; initiate training programs; complete first annual evaluation.			X
Year 2: Continue technical training programs; revise curricula, as needed; finish study of admission of new students; first groups of students placed in jobs and QWBC business activities started; complete second annual evaluation.			X
Year 3: 120 boys, 100 mothers and 150 sisters fully employed in outside jobs and in the QWBC's own production ventures; sales of QWBC production underway; project institutionalized and self-supporting; complete final evaluation.			X

graduates (men) were to complete the vocational training program and immediately gain meaningful employment within the QWBC production operation. At least one hundred mothers of working boys were to graduate from a special Women's development Skills Training Program and subsequently gain meaningful employment in the QWBC production operations. Some 150 sisters of the working boys were to complete the special women's development courses and gain meaningful employment, either inside or outside QWBC.

The other four objectives as listed in Table II-1 deal with a variety of project-related activities.

1. To achieve estimated volumes of merchandise sales and/or wages that were to be generated from the QWBC production activities.
2. To carry out a compendium of market studies to facilitate program planning and development.
3. To establish a job counseling and placement service (fully operational) within the Center itself.
4. To implement a sales department for marketing goods of Production services.

Table VIII also shows that these objectives were set up to be implemented over the three-year period with various activities, adjustments and/or projects that would be carried out systematically along the way. Of importance here is the implementation goal stating that these activities (programs and processes) would be institutionalized at the end of three years, and that the activities (programs) which had been paid for and developed by grant monies would be self-supporting.

Finally, Table VIII also notes whether the goals were originally produced from Father Halligan's original project proposal document or developed and put in later by USAID before the Agreement was signed, or both. This has no significance other than to locate the source of "aspiration" and possibly help to guide procedures for arriving at project goals in future project-development endeavors.

## Section B

### OPG Project Evaluation (Quantitative)

Table IX shows graphically, and to some extent narratively, the summary of the quantitative achievement of the specific OPG Project goals and objectives.

TABLE IX

Summary Analysis of Achievement of Project Goals  
and Objectives with Specific Commentaries

Goals/Objectives as developed in the Original Project Agreement and Program Implementation Plan	Level of Achievement as determined by the Project Evaluation Team					Comments, issues or insights into the evaluation of the success of the objectives as determined by the study
	1	2	3	4	5	
<p>I. Overall Program Goal</p> <p>The overriding purpose of the grant was to improve the economic and social well-being of mothers, sisters, and boy members of the QWBC by providing them with expanded vocational education training geared towards making the QWBC learning program a productive, money-earning activity</p>	-----					Existing shops were upgraded with modern equipment; sisters and mothers were given expanded opportunities at the post primary level; prevocational training was introduced; the commercialization program was introduced; a sales and merchandising program was initiated.
<p>II. Specific Project Objectives</p> <p>1. To have at least 90 young men placed in career jobs in welding, carpentry, automechanics, industrial mechanics, and plumbing, outside of the QWBC's production force.</p>	-----					30 boys were graduated from the skills training program and now are employed in related job areas outside QWBC.
<p>2. To have at least 30 young men finish training and be employed full-time in the QWBC's own production ventures as described in the Project's Implementation Plan.</p>	-----					9 graduates of the vocational skills training program are employed in the QWBC production/commercialization programs.

TABLE IX  
Summary Analysis - Page 2 of 3

Goals/Objectives as developed in the Original Project Agreement and Program Implementation Plan	Level of Achievement as determined by the Project Evaluation Team					Comments, issues or insights into the evaluation of the success of the objectives as determined by the study
	1	2	3	4	5	
3. To have at least 100 mothers of the working boys employed and earning more than a minimum wage income in the small business productions and sales of merchandise.						A total of 17 girls (former students) are employed at the Center, seven in the Doll manufacturing program; five in the nursery school; two as office assistants and three as supervisors in the girls' program. (The latter 10 girls cannot be considered graduates of the vocational training program.)
4. To have at least 150 sisters of the working boys fully employed according to the training and employment options stated in the Implementation Plan.						Some 62 girls have completed the <u>Corte y Confección</u> program during the period of the OPG project
5. To achieve estimated volumes of merchandise sales, wages generated in merchandise production, and wages generated in jobs not connected with the QWBC as follows: a) \$25,000 per month off-property wages; b) \$10,000 per month on-property wages; c) \$30,000 per month sales of on-property production						a) function of the loosely-coordinated guidance and job counseling program b) \$7,000 in on-property wages in production shops, and \$3,000 in the women's doll manufacturing program c) the commercialization is averaging \$5,083 per month for first six months of 81. An increase of 75%.
6. To carry out a usable compendium of market studies for program operations.						See Appendix for an example of these studies.
7. To establish a job counseling and placement service fully staffed and in operation by the end of the third year.						No formal job placement and graduate follow-up service exists, however, there is evidence of considerable effort made by various QWBC staff in setting up interviews with area businesses, and in preparing letters of recommendation for graduates.

TABLE IX  
Summary Analysis - Page 3 of 3

Goals/Objectives as developed in the Original Project Agreement and Program Implementation Plan	Level of Achievement as determined by the Project Evaluation Team					Comments, issues or insights into the evaluation of the success of the objectives as determined by the study
	1	2	3	4	5	
8. To implement a sales department fully staffed and in operation.	-----					The sales merchandising department for the Dolls is in full operation; Frank Zinsler is in charge of sales for the other commercialization programs.
III. Implementation Goals and Strategies						
Year 1: Contract Program Coordinator and other personnel; prepare market studies; prepare technical training curricula; study student admission; initiate training programs; complete first annual evaluation.	-----					See Qualitative Analysis in Part III of Report.
Year 2: Continue technical training programs; revise curricula, as needed; finish study of admission of new students; first groups of students placed in jobs and QWBC business activities started; complete second annual evaluation.	-----					See Qualitative Analysis in Part III of Report.
Year 3: 120 boys, 100 mothers and 150 sisters fully employed in outside jobs and in the QWBC's own production ventures; sales of QWBC production underway; project institutionalized and self-supporting; complete final evaluation.	-----					Of critical concern, program is nowhere near self-supporting; see notes on other components above.
a. Criteria Reference Data						
1. did not achieve the objectives at all						4. achieved the objectives at a relatively high degree of success
2. achieved the objectives, but at a very low success rate						5. achieved the objectives at a near-perfect or complete level of success
3. achieved the objectives, but only in nominal fashion						

As shown by the graph of the overall Project goal, it was determined that at the end of the Project, the Center and its staff had achieved its objectives, but not to the degree or level they originally intended. Evidence was found that the qualitative and quantitative aspects of QWBC's economic generating programs, especially the pre-vocational and vocational programs, were upgraded considerably and that for the first time in the history of QWBC, sisters and mothers, albeit on a severely limited basis, were beginning to become a viable and integral part of the pre-vocational and vocational programs. Important here, moreover, were the great strides made in the design, development and implementation of the commercialization/production programs, including the rather good start in setting in place the schools sales/display and marketing programs.

Of the eight specific objectives, we see that two were met (Nos. 8 and 6) and a substantial effort accomplished to achieve estimated in-house wage goals for employees producing merchandise, perhaps a low achievement relative to per-month sales of on-property merchandise, but a substantial increase in gross sales has taken place over the last 6 months. Another objective, No. 7, dealing with the Center's ability to set in place a job counseling and placement program, reached nominal success.

The four objectives which established quantitative student output objectives, Nos. 1, 2, 3, also were the ones where the Project showed the least achievement.

#### General Discussions of the Objectives

Because of the concern among USAID and QWBC personnel relative to the failure of the Project to reach all of its objectives at a superior level, the Evaluation Team felt it necessary to discuss its thoughts and conclusions in this area.

First of all, attention was drawn not only to the specific objectives themselves, but also to the presumed intent and overriding purpose of the Project. It seems fair to say that the grant was awarded to QWBC to help build up its institutional capacity to offer poor urban youth (and adults) an adequate program of pre-vocational and vocational education. Institutional building, therefore, in the opinion of the Team, should have been (and to a degree is suggested in the overriding goal statement) the primary or highest level goal. Significant here was the second level purpose of providing resources to expand and improve QWBC's program offerings, especially at the vocational level, for sisters and mothers of working boys. This

includes the need to develop new curriculum thrusts and purchase new materials specific to women's skills training programs, as well as to recruit more girls and women into the program. Both of these purposes, institution building in the pre-vocational and vocational areas, and the development of the women's program, were significant project activities that took considerable effort. Added to these was the whole goal area of developing and implementing a commercialization and production program, again a significant aspect of institution building.

The fact that the Center could expand the number of students and graduates during this period may well be considered "icing on the cake", rather than something that should take priority. The rationale is not to downplay quantitative goals, but rather to point out that program development of the nature proposed in this Project requires substantial levels of change in the qualitative institutional capacity of a school such as QWBC. To fail to achieve quality at the expense of numbers of students would, in the long run, achieve very little.

Thus, we believe that the wrong objectives were developed at the beginning of the project and, more importantly, we believe that given the nature of the project as stated in its overriding goal, a considerable progress was made toward building a better and more comprehensive QWBC. Significant changes made in its institutional capacity serve better the needs of the boys and their sisters, mothers and fathers, as well as achieving nominal success in setting in place as in-house production/commercialization program. There was no doubt in the minds of the Evaluation Team that QWBC was a substantially improved school, with a bigger and better skills training program than in August, 1978.



This is not to say that everything at QWBC is as good as it should be. To the contrary, we found many things we felt should be improved. These we have dealt with in Part V and to some extent in the qualitative section following.

### Student Enrollment and Graduate Follow-up Data

Project requirements for accurate enrollment and graduate information historically have met with resistance from school administrators. Once an organized system is established to maintain these records, it is evident that the information becomes an invaluable management tool to help analyze and make accurate predictions for future success of an overall program or individual course. Table X on the next page shows each course by enrollment, number of completers or graduates and number of graduates who are employed. Statistics such as these compiled on an annual basis are invaluable when considering expansion or deletion of vocational courses or total programs.

### Section C

#### Analysis of Quarterly Reports and Interim Evaluation Reports

During the three-year period of the OPG Project, all required reports are on file with the exception of the first two quarters of operation. The first report submitted however, presents a summary of the first three-quarters of the Project's operation.

The reports regularly described strengths and weaknesses as perceived by the grantee. The information contained in the reports expanded in detail as the Project progressed over the three-year period. The reports show a few major changes in program operation were made and instructional modifications were implemented periodically during the project. Some were significant changes from the operating procedures and instructional processes outlined in the original project proposal, and to an extent, they had a direct impact on the results of the program.

The following are examples of these changes:

- First year annual report. Statement relating to low enrollment due to major change in enrollment policy.
- Not starting classes that were proposed in the original project.
- 12-31-79 Report initiated a salaried apprentice program for older family participants.

TABLE X  
STUDENT ENROLLMENT AND GRADUATE FOLLOW-UP DATA  
FOR VOCATIONAL COURSES FOR THE PERIOD OF THE QWBC OPG PROJECT 1978-1981

COURSE TITLE	SEX	Total Number Enrolled During Program	Total Number Completing Program	(2) Number in Labor Force			(3) Number Employed by School Full-Time	Number unemployed (Seeking work)
				Employed Full-Time In:				
				Occupation for which trained	Related Occupation	Unrelated Occupation		
		1	2	3	4	5	6	7
AUTO MECHANICS	M	14	10	5	3	2	2	0
	F							
CARPENTRY	M	9	6	2	0	3	3	0
	F							
METALS MECHANICS	M	21	15	8	4	1	4	0
	F							
WELDING	M	11	8	6	2	0	0	0
	F							
1 SEWING	M							
	F	63	39	not available			7	
2 PRE-VOCATIONAL	M	41	33	not applicable				
	F	19	14	not applicable				

- 1) Sewing, Employment data not available at time of study.
- 2) For Pre-vocational complete only columns 1 and 2.
- 3) Column six will be a duplicated count of some students reported in column three.
- 4) Employment data does not include 80-81 graduates since this study was completed two weeks prior to the end of the 80-81 school year.

- Expanding the total course to three years, two years pre-vocational and one year vocational.

Of further importance in this regard is the fact that the project file showed no evidence of consultation with USAID/Ecuador prior to initiating these changes. Sometimes the reports were written with oblique references to the changes and sometimes without sufficient background material or rationale for making the program modification.

During each of the quarterly report periods, the grantee indicated concern with regard to meeting many of the Project's objectives. Particular concern was demonstrated to:

The total number of persons enrolled.

The number of teenage girls and mothers enrolled.

The availability of training programs for teenage girls and mothers.

Reference was made regularly to each of the eight objectives and then qualified as to the potential of the QWBC to meet them. There was no evidence on file that a formal request (and subsequent negotiations therein) for modification, deletion, or addition of objectives or program goals was sent to USAID/Ecuador at any time during the project.

Each report listed projected activities for the following quarter. These appeared to be short-term "implementation" statements relating to continued implementation and progress of the project. There appeared to be no summary or statement of achievement for these projected activities in the following quarterly report, leading one to believe that limited activity had taken place.

### Recommendations

Use a standardized format that will require follow-up statements covering the prior quarter's evaluations and projected activities.

When identifying major shifts or changes in program operation, describe the background and/or rationale for the requested change.

Initiate a category to list total students enrolled by program and course category. This will indicate the quarterly participation.

### MEETING WITH GRADUATES OF QWBC

On Monday afternoon, July 27, I met with six former students of the QWBC who had successfully completed the vocational training program. (See Appendix B for a detailed analysis of the present career patterns of these students.) The purpose of our meeting was to verify some of the notions about the effects of the school we had gathered to that point in the evaluation and to see what graduates had to contribute to this analysis. It was a good and lively meeting, with full participation received from each of the former students.

It was clear that the QWBC had been a crucial, and in some instances, perhaps lifesaving experience in the lives of these young men. One remarked that when he started at around age 12, he really didn't know who his parents were. His home was in the streets of Quito, anywhere he could find a resting place. For him, the Center provided shelter, nutrition and an education. Another mentioned that when he graduated from the Center, he was quickly employed in a machine shop. He felt that the skills and personal discipline he received from the program benefited him greatly because he was better prepared for work than others hired. All of the students seemed to support this notion.

The gentlemen were articulate, proud and seemingly successful, if their lifestyles and income were to be compared to the poor refugees seen regularly on the streets trying to eke out a meager economic existence.

I only wish the evaluation team could have had the opportunity to work with more graduates, more families on a more reliable sampling basis.



## Section D

### A Qualitative Analysis of the QWBC Program as Studied by the Evaluation Team

A study of any instructional setting for vocational education needs a measuring standard for comparative purposes. It is with this in mind that the evaluation team for this project established criteria as the basis to determine effectiveness of the QWBC's vocational offerings. The criteria established are a result of blending those in the "State of the Art", presently in use in the United States for vocational education, and those followed in Ecuador, more specifically those for public and private vocational schools in Quito, as best can be determined.

This assessment will involve four categories that are described in the OPG proposal. A) Administration, including student services, B) Vocational courses, C) Pre-vocational program, and D) Vocational course commercialization project.

The observations for each of the established criterion resulted from personal interviews with the administrative staff, instructors, students (both current and graduates) and family members of students, added to an analysis of facilities, equipment, curriculum, and teaching materials. The project identified several vocational courses to be explored and initiated during the period of this grant. Four of those planned were started, and only those will be examined, plus the pre-vocational classes and commercialization project. Other courses projected but not implemented were: plumbing, crafts, beauty care, bookkeeping, sales, printing, photography, decorating and child care.

A definition of terms used is located in Part I of this report. In the following Table are statements of the philosophy, goals and objectives of the state of the art in vocational education used as the standard for this evaluation.

#### Administration of QWBC

1. Criterion: *The administration plans and develops programs to meet the needs, interests, and abilities of students who want, need and can benefit from occupational education.*

Observation: The QWBC staff, through a variety of methods, identifies potential students for the vocational offerings. There are plans to expand the course offerings beyond those taught presently, which are: pre-vocational, automechanics, carpentry, machining, sewing, and welding. Limited opportunities are available for girls, and this is an area of great concern to the

TABLE XI

Philosophy, Goals and Objectives representing the State of the Art in Vocational Education

PHILOSOPHY OF VOCATIONAL EDUCATION:

Vocational education, as an integral part of a total educational program, derives its strength from a philosophy of need and relevance. There is a continuing quest to discover the vocational needs of youth and adults and provide numerous open doors through which these needs can be met.

Matching individual needs (including desires) with the manpower requirements of the community functions in two ways. First, where jobs within a given occupation, or cluster of occupations, are anticipated and require either preparatory or supplemental vocational education, programs are established with youth and adults invited and/or counseled to enroll. Second, the needs and desires of individuals are assessed, from which vocational education for job advancement and occupational placement is developed.

Within this philosophical framework, vocational education has two broad major responsibilities. The first is to provide leadership and assistance for that "vocational education" which parallels and relates to the academic, thus creating an academic-vocational curriculum, including the guidance and counseling function, and second is the development and administration of skill training as appropriate when persons require specific vocational programs.

GOALS OF VOCATIONAL EDUCATION:

To provide individuals with the opportunity to match their abilities and interests with skills and knowledge reflecting current and potential job opportunities and to enable these individuals and society to maximize the returns on their vocational education investment.

To provide vocational education geared to manpower and population needs based upon present and future labor market trends in order to prepare individuals for successful employment.

GENERAL OBJECTIVES OF VOCATIONAL PROGRAMS:

To identify potential students who want, need or could benefit from vocational education.

To identify vocational education and training needs of these students.

To provide facilities, programs and instructional personnel to meet the needs of the students.

To provide vocational education curricula which reflects the educational and training requirements of existing/potential occupational opportunities in the local and regional labor markets.

To develop and conduct the vocational education program with the advice and assistance of persons possessing current and substantial knowledge of the occupation for which instruction is offered.

To improve the quality of education provided by vocational education.

management of QWBC.

2. Criterion: *The administration cooperates with and encourages the teaching staff to improve instruction.*

Observation: The administration seems very supportive of the teachers with respect to overall improvement of instruction. At this level, there appears to be little expertise able to assist teachers who need and/or want help for curricular or instructional methods. In-service has not been available to improve the teaching competencies of occupational instructors. Apparently, full cooperation and communication exists between the administration and teachers with respect to class scheduling and reviewing the instructional needs of students.

3. Criterion: *The effectiveness of the vocational education program in meeting students' needs is evaluated on a continuing basis.*

Observation: This critical area requires improvement. There is no regular follow-up of all students who have been enrolled in vocational courses, nor are they surveyed to learn their evaluation of the usefulness of their courses in their employment. No surveys are done with former students to identify employment skills not being met by a course. There doesn't appear to be any person on the administrative staff who has the follow-up and placement responsibility on a regularly assigned basis.

4. Criterion: *Students are admitted to the vocational program on the basis of occupational objectives and potential for achieving occupational competency.*

Observation: There is no written selection criteria available for each curriculum pattern to help assess student skills for entry into a course. Because of the limited number and variety of courses offered, many students appear to be enrolled in courses based on availability and not on need. In particular, girls and mothers in the family have little hope to be enrolled in a vocational course related to their needs and skills.

5. Criterion: *Vocational guidance is available to all students who want, need and can benefit from vocational education.*

Observation: Vocational guidance is not available from one or more individuals who have training in this area. Instead, vocational guidance results from the family counselor who is assigned to monitor the needs and requirements of the total family unit. There is evidence that the family counselor holds regular discussions with pre-vocational teachers about their students' progress.

An organized system established to monitor current information about employment opportunities in local and regional labor markets is not readily available to students. Identification of tasks or training requirements of the occupations or occupational clusters for which courses are offered at QWBC has not been done on a formal basis with industry.

Students are well aware of courses and their prerequisites on location at QWBC, but they appear to be lacking in knowledge of job requirements and the educational opportunities available outside of the QWBC.

6. Criterion: *Vocational programs are offered to meet the needs of students.*

Observation: Vocational courses are presently offered on what appears to be a schedule that prohibits students entering during the school year. Students are enrolled only in the fall at the start of school. Then the majority of instruction is presented on a group basis, and there is limited opportunity for students of different levels of ability to move at their own pace.

7. Criterion: *Vocational course offerings are evaluated and adapted to meet student needs.*

Observation: Course modification and scheduling occurs regularly and is based primarily on the observations of students and local industry made by administration and teachers. In particular, the pre-vocational course has been modified twice since the start of the project, not necessarily in course content but from a program only a few weeks long to one of two years in length. This appears a result of students being unable to meet pre-requisite standards (primarily math and Spanish), as well as a maturing process prior to entering the vocational courses.

8. Criterion: *The administration insures that the vocational program is responsive to the changing job requirements and labor market needs.*

Observation: There are no occupational advisory committees organized to assist with the continued development of the courses, nor is there a public information program available on a continuing basis to furnish members of the community and local industry with knowledge of the vocational offerings.

There is an informal placement service for students maintained by the administration and currently it is quite

effective. Since there are so few graduates at present, the staff is able to place them through personal contacts in the community.

9. Criterion: *The administration maintains accurate and current information about employment opportunities in regional and local labor markets.*

Observation: No formal labor market data is available in Ecuador on the same level as the United States. As a result, it is difficult to maintain information relating to the number of jobs in a particular occupational area. Employer surveys on a regular basis are the most accurate system. These occur through written questionnaires and also personal visits by the administrative staff to employers but only on an occasional basis. This system is used to inform local employers about the qualifications of students completing courses.

10. Criterion: *Facilities including equipment, instructional aids and supplies enable students to meet the objectives of the program with efficiency.*

Observation: Facilities are adequate for the present number of students in a class (4 to 9) but if the class sizes were to be assessed at 15 each, there would be difficulty with space and equipment. There would be space shortages with 15 students even without the full-time employees assigned to each course for the commercialization project. (The relocation of carpentry and auto-mechanics to QWBC No. 2 should take care of the space problem at QWBC No. 1.)

Equipment in all classes is up to date and generally in good condition. An excellent job has been done in placing carpentry and machining equipment within safe industrial guidelines. Welding and carpentry suffer from space shortages, particularly when manufacturing large items. Auto mechanics, though located in a very small space, maintains a satisfactory training environment but could not do so if more students enrolled.

Supplies are adequate for the number of students, although there appears to be a shortage of teaching aids. More teaching aids may result in fewer supplies being used and a shortening of the present, repetitive teaching style.

There is no maintenance or replacement schedule for tools and equipment. This presents a problem for the future when the equipment shows wear and tear (most equipment is less than 5 years old). A separate budget item for

routine maintenance or replacement of equipment is not available.

Administration:

Conclusions:

The administration of QWBC totally supports the teaching staff and the vocational offerings. There is no question of the sincerity of the staff in wanting to develop and maintain strong vocational offerings.

Suggestions for improvement might include:

- a) Establish an organizational chart that identifies responsibility for management tasks directly to an individual. It is extremely difficult to identify who is responsible for major areas. Interviews with staff members also brought to light a degree of confusion.
- b) A person with a background in vocational education should be appointed to assist teachers with their instructional programs. Frank Zinsler is to be commended for his organization and management talents in developing the shops and the new site. The next step is to improve the instructional system.
- c) Follow-up of graduates, job placement, and vocational counseling should be assigned to one or more persons as a regular part of their assignment so these functions can be maintained effectively.
- d) The administration should work with teachers to develop performance standards for each course by using a task analysis for the job area being trained.
- e) An occupational advisory committee for each course should be organized to give guidance relating to the instructional program.
- f) A formal student recruitment system needs to be developed.
- g) The present enrollment system should be reviewed with relationship to an open entry/open exit policy.
- h) The pre-vocational program is excellent at present. With expansion to two years, there is concern that present courses do not contain enough material for that length. Additional subject areas should be investigated, particularly in the area of Homemaking and Consumer Education.

- i) Current course offerings need assessment with regard to the amount of space and equipment. While it is presently adequate with the low enrollments, there is doubt that more students can be accommodated if the commercialization program with full-time workers is increased.
- j) Additional course offerings must be explored, especially those to attract girls. We recommend coed classes be developed instead of girls only. Courses such as sales, bookkeeping, photography and others lend themselves to a coed nature.

### Instructional Programs at QWBC

1. Criterion: *Courses are designed to enable students to develop competencies necessary for entry employment upon completion.*

Observation: The courses have not been developed with advice of persons from the particular occupation. Generally, a vocational teacher establishes the course objectives based on personal knowledge.

Courses are of sufficient length (1 year) to assure entry-level employment. There is no provision for early completion prior to the end of the school term. Metals Mechanics as a course offering instead of straight Machining may require a longer training period if students are to be skilled in welding and sheetmetal as well as machining. All courses are taught in a manner using current business and industrial practices.

Since there is no regular graduate follow-up or job task analysis done on a regular basis, provisions to modify courses to fit student and business's needs are not done with any degree of reliability.

2. Criterion: *The courses are designed to prepare individuals in an occupation or one of a group of closely-related occupations.*

Observation: The curriculum objectives of all courses appear to be closely related to current tasks employed by entry-level persons. Welding is limited at the present time to two processes (arc and acetylene), but the other classes teach all-around skills. Carpentry as it is known locally is similar to courses called Machine Woodworking or Furniture Manufacturing in the United States. It is a very comprehensive course in this category.

There is a need to develop a task analysis for the Welding and Automotive courses as they relate to local businesses in order to identify curriculum areas that need

expansion or deletion.

3. Criterion: *Instruction is based on skills and knowledge required in the occupation or cluster of closely-related occupations.*

Observation: While there are course outlines listing the major areas to be covered, no general or performance objectives are written for any of the courses. As a student completes a process, there is no pre-established criteria used as a standard for evaluation. Due to the small classes, students receive adequate instructional assistance. Students interviewed did not know what skills they would need to learn to be employed or what they should know upon completion of the course. They only knew the topics that they had been exposed to during the year.

4. Criterion: *The instructor creates learning experiences which meet the educational needs of individual learners.*

Observation: Instruction is adapted to the varying levels of student abilities, although students appear to be at the same level and on identical projects in most classes.

Students have adequate opportunity to participate in all instructional areas. Because of a shortage of physical space and equipment, there would be difficulties if class sizes were increased to 15.

No in-service is available for teachers to keep informed of diagnostic techniques and/or new instructional methods. There appears to be excellent cooperation among the teachers to share skills and offer expanded opportunities for students by sharing their knowledge.

Individualized instruction based on course competencies or tasks in any of the courses is not used as an instructional method. Students progress as a group to complete course requirements, although Automechanics, because of the daily live customer work, offers opportunities for students to learn on a semi-individual basis. Usually they are assigned to a task as a class team.

5. Criterion: *Students are provided with adequate instruction to help them achieve the occupational objectives of the curriculum pattern.*

Observation: None of the students interviewed were aware of the total conditions and activities related to completing the objectives of the course.

Instruction is well-prepared on a group basis and is developed in a sequential pattern. Curriculum objectives are not stated in terms so that student achievement can be measured for any of the classes, nor has the capability been established to measure if the student has achieved course objectives.

6. Criterion: *Students are provided with adequate instruction to encourage sound safety practices and promote healthy work attitudes.*

Observation: Even with the lack of safety regulations in Ecuador, the safety practices in the shops were quite good. Safety rules for each course should be posted, as well as general safety standards established for the total school. There was no evidence of curriculum objectives relating to safety for any of the classes. It appeared that safety was stressed to the degree of the personal view of the instructor. Students were observed to be learning in an atmosphere that contributed to their awareness of personal gain and satisfaction from pursuit of their occupational objective.

7. Criterion: *Facilities and equipment are comparable to conditions and equipment used in actual working situations.*

Observation: The equipment was in good condition and of the number and variety used in local industry. If the class sizes were increased (15 per class), purchases would be needed in all areas, although present space could not accommodate more equipment. There appears to be a concerted effort by the instructors to use work methods and materials comparable to those used in actual local working conditions.

Instruction:

Conclusions:

- a) The vocational instructional program is operating very effectively at the moment with excellent enthusiasm and concern shown by the total staff. It is recommended that course outlines be developed in terms of performance so that the courses can be re-directed to self-paced or to an individualized instructional mode. While this change in teaching methodology will not occur overnight, a thorough in-service program for teachers and the use of professional assistance to help them write

materials is the recommendation of highest priority for instruction. Individualized competency-based instruction allows teachers more opportunity for one-to-one work with students, and students assume greater responsibility with this approach.

- b) This competency-based instruction also lends itself to open-entry/open-exit for students enrollment, year-round education, and an extended school day for more efficient school operation.

### Pre-vocational courses at QWBC

1. Criterion: *Learning experiences are offered as a result of an analysis of basic skill requirements for vocational courses.*

Observation: There are four subject areas taught to all students at QWBC. They are Mathematics, Spanish, Human Relations, and Mechanical Drawing. Both boys and girls, plus a few fathers and mothers, are required to complete the pre-vocational curriculum prior to enrolling in a regular vocational course.

The pre-vocational course area recently has been expanded to two years in length. The course outlines available are designed for only a one-year curriculum. The evaluation team was informed by Marco Polo, Director of Vocational Education, that the outlines would be expanded prior to the start of the Fall 1981 school term. The course outlines for each area adequately cover basic skill requirements that allow a student to enroll in a wide variety of vocational courses.

The Spanish class is taught using world-of-work terminology as the curriculum base, and the Mathematics class covers math concepts and problems of a day-to-day occurrence in the trade and industrial vocations. There was no apparent math instruction relating to consumer problems the worker might face. The human relations class covered day-to-day personal and job-related problems a worker might experience while employed. The Mechanical Drawing curriculum was comprehensive, and even though the local job market was not conducive to employing females in the trade and drafting-related job areas, all females were required to take the class.

The instructional mode for all classes was lecture/demonstration to a total group. There was no provi-

sion for students to move at their own pace. The classes were organized so students entered only once per year. We were told that no provision was made for students to enter late and be able to work on an individualized basis. There was no evidence that curriculum objectives were written in measurable terms for student achievement, and instructional objectives were not shared with the students so they are aware of the proficiency levels required for the total course.

2. Criterion: *Students are assisted in selecting vocational objectives, based on their capacity to succeed in the occupation or occupational cluster.*

Observation: Students who complete the pre-vocational classes are counseled by a member of the administrative staff to enroll in a vocational course at the school. The limited number of courses available requires some students to be placed in classes that may not be related to their personal occupational goal. For girls and mothers, there was only one option available, sewing, and the girls interviewed stated that they did not feel there was any training available at QWBC to meet their needs and desires. They indicated they took classes primarily to maintain the total family concept of QWBC. The evaluation team was told that students (boys and girls) were only counseled into classes held at QWBC and that other alternatives (other private or public schools) were not considered feasible, because this might destroy the family concept considered so important to QWBC's operation. Students with pre-vocational courses appear to learn basic skills allowing them to succeed in vocational classes. The evaluation team was unable to determine if the expanded two-year curriculum was appropriate. This was due to a lack of course outlines and objectives for the second year and the availability of a needs assessment relating to additional basic skill instruction.

Students were not given outside occupational exploration experiences in any of the courses and all information about jobs related to the availability and working conditions in Ecuador was verbal.

Students in pre-vocational are required to take the total package. There are no provisions to establish instructional units based upon a student's individual needs.

AN INTERVIEW WITH THE WOMEN'S SEWING GROUP

On Tuesday afternoon, July 28, I met with nine class members of the 1980-81 sewing class designed primarily for the mothers of the working boys. This particular project or class is a direct result of the OPG monies. It was the special programs for women (sisters and mothers) that was to be a major new thrust for QWBC.



The profile below illustrates the age and marital status of these women. Most were now divorced, the average age between 26-34. It was evident that the QWBC program meant a lot for these ladies as it was their sole source of income. (They were at the vocational level and, at this time, sewing pajamas for the nursery school program soon to be opened at QWBC #2.)

Profile

<u>Name</u>	<u>Age</u>	<u>Marital Status</u>
Gloria Diaz	32	Married
Maria Zuniga	28	Married
Luz Maria Thirmejosa	24	Single
Margarita Calle	35	Single
Piedad Conea	23	Single
Cecilia Ortiz	22	Single
Teresa Vierra	38	Single
Maria Acosta	50	Married
Maria Canar	----	no data ----

The women mentioned that this was their most serious effort at a formal education and that it took severe dedication to attend class regularly, adhere to all the rules, etc. They talked about how so many other women had dropped out because they simply couldn't meet the demands set forth by the reglamento.

For most of them, however, the future was obscure. None knew whether or not she could gain employment, and many were quite anxious of this fact. It was apparent that these women were very poor, extremely ill-educated, in the formal sense, and thankful but not able to place a value on the opportunity afforded by this program. I couldn't help but wonder how much more effective the program could have been had these women been afforded the opportunity to do an apprenticeship or internship in a local sewing factory or industrial establishment. It was evident that their experience was totally QWBC bound and their skills limited to the school's sewing machines and relative narrow sewing program therein. Given the fact that some of the women appeared illiterate, and most very reserved and anxious about their skills, it seemed questionable how successful they could be in seeking work for themselves in the near future.

Pre-vocational Courses:

Conclusions:

- a) These courses are well-organized and are taught very effectively by a dedicated teaching staff. Under the leadership of Marco Polo, there is an obvious effort to make the course materials relevant for learning basic skills that allow students to enter vocational courses with pre-requisite knowledge and skills.
  - b) The current one-year program is being expanded to two years, but course outlines presently are one year in length. It is questionable that some areas required a two-year curriculum. The evaluation team recommends that other instructional subject areas such as Home-making and Consumer Education be reviewed. Additionally, the courses objectives should be written in performance terms to enable easy measurement of student achievement. Present course design is total group instruction. The courses should be developed so students can move at their own pace. Upon achieving all pre-vocational objectives, students may then be able to enroll in vocational courses in less than the two-year pre-vocational program period. It is recognized that a longer pre-vocational schedule for younger students is desirable so that upon entering and completing vocational courses they are at the age required for the employment area.
  - c) Counseling at this level should be improved. Job information and requirements for a particular occupation should be introduced to assist students in making better decisions in line with their individual needs, capabilities, and desires.
- Students should be made aware of alternate training programs, both public and private, when their vocational interest areas are not available at QWBC.
- d) Job exploration experiences should be made available to pre-vocational students. Assignment to a community site for a short-non-pay period allows students to interact with employees and also helps gain direct understanding of the circumstances and responsibilities of employment.

Commercialization Project at QWBC:

There are two categories to be addressed in this part of the QWBC program. First, production of goods for resale

by students enrolled in vocational courses is similar to activities in vocational courses in the United States. Second, the hiring of full-time personnel to contract production work within the confines of the vocational classrooms at QWBC is not comparable to practices in the United States. This statement is not intended to mean that this type of venture is poor but only to point out that the commercialization venture is unique. This area will be looked at in two parts: (1) Vocational course production and (2) contract production with full-time employees.

a. Vocational students are given opportunities to manufacture products in an industrial environment. There is an adequate planning of activities that permits these students to learn skills within a shared commercial venture area, without limitation as to experiencing all the regular objectives for this course.

b. The employment of graduates for an "in-house" production and business venture seems a creative way to generate funds for the general operation of QWBC. At present, there is no evidence of conflict by having both production and training activities carried on in the same area. It appears, though, if the class sizes were to increase from the present 4 to 9 up to approximately 15, there would be a shortage of physical space for both activities. The transfer of some of the classes to QWBC No. 2 definitely will allow both activities to be carried out.

#### Commercialization Project:

#### Conclusions:

This project appears to be a most effective way to generate income for QWBC.

Presently the system provides excellent production-learning experiences for the vocational students and enables them to do live jobs under the pressures of production.

The only area of concern by the evaluation team is that production shouldn't get in the way of the total learning objectives of the student. As work orders are generated in greater numbers, it is likely that the pressure of deadlines will force shared equipment to be used for production purposes only. This must be monitored closely.

#### General Summary:

Table XII summarizes the overall qualitative evaluation of the QWBC vocational programs as measured against state-of-the-art criteria. The evaluation team's observation of

TABLE XII

Summary Profile of Qualitative Assessment of QWBC  
Measured Against State of the Art Criteria in Vocational Education

AREA OF QUALITATIVE ASSESSMENT	DEGREE ADDITIONAL SUPPORT NEEDED			
	1 Need is Critical	2 Lg. Amt. Needed	3 Some Needed	4 None Needed
<b>A. Administration</b>				
<u>Criterion:</u>				
1. The administration plans and develops programs to meet the needs, interest, and abilities of students who want and can benefit from occupational education.		X		
2. The administration cooperates with and encourages the teaching staff to improve instruction.			X	
3. The effectiveness of the vocational education program in meeting student needs is evaluated on a continuing basis.		X		
4. Students are admitted to the vocational program on the basis of occupational objectives and potential for achieving occupational competency.		X		
5. Vocational guidance is available to all students who want and can benefit from vocational education.			X	
6. Vocational programs are offered to meet the needs of students.			X	
7. Vocational course offerings are evaluated and adapted to meet student needs.			X	
8. The administration insures that the vocational program is responsive to the changing job requirements and labor market needs.			X	
9. The administration maintains accurate and current information about employment opportunities in regional and local labor markets.		X		
10. Facilities including equipment, instructional aids and supplies enable students to meet the objectives of the program with efficiency.		X		
				X
<b>B. Instructional Programs</b>				
<u>Criterion:</u>				
1. Courses are designed to enable students to develop competencies necessary for entry employment upon completion.				
2. The courses are designed to prepare individuals in an occupation or one of a group of closely-related occupations.			X	
3. Instruction is based on skills and knowledge required in the occupation or cluster of closely-related occupations.			X	
4. The Instructor creates learning experiences which meet the educational needs of individual learners.			X	
		X		

TABLE XII  
Summary Profile - Page 2 of 2

AREA OF QUALITATIVE ASSESSMENT	DEGREE ADDITIONAL SUPPORT NEEDED			
	1 Need is Critical	2 Lg. Amt. Needed	3 Some Needed	4 None Needed
5. Students are provided with adequate instruction to help them achieve the occupational objectives of the curriculum pattern.			X	
6. Students are provided with adequate instruction to encourage sound safety practices and promote healthy work attitudes.			X	
7. Facilities and equipment are comparable to conditions and equipment used in actual working situations.				X
<b>C. <u>Pre-vocational courses</u></b>				
<b>Criterion:</b>				
1. Learning experiences are offered as a result of an analysis of basic skill requirements for vocational courses.			X	
2. Students are assisted in selecting vocational objectives based on their capacity to succeed in the occupation or occupational cluster.		X		
<b>D. <u>Commercialization Project</u></b>				
<b>Criterion:</b>				
The project has been implemented for all areas listed in the project proposal and is operating within the stated guidelines.				X

- 4. No Additional Support Needed: Indicates that some additional time, attention, and resources have been assigned for conditions or operations to be adequate and functioning well.
- 3. Some Additional Support Needed: Indicates that some additional time, attention, and resources must be assigned for conditions or operations defined by the standard to be adequate and functioning well.
- 2. Large Amount of Additional Support Needed: Indicates a great deal more time, attention, and resources should be assigned for conditions or operations defined by the standard to be adequate and functioning well.
- 1. Need is Critical for Additional Support: Indicates that it has not been possible for time, attention, and resources to be assigned for conditions or operations defined by the standard to be adequate and functioning well.

the classes in general suggests that they function on as solid a foundation as the average vocational education class in the United States. With alterations in the area of instructional teaching methods, i.e., converting to a learner-centered program from the present teacher-centered class environment, the courses could become a model in Ecuador for competency-based, individualized instruction and for enrolling on an open-entry/open-exit basis.

The administration needs to define more clearly and put in writing roles and responsibilities in order to bring about more effective management. This could be initiated with a simple organizational chart. Many members of the teaching staff do not understand their roles or relationship to the overall management functions and assignments of the school. Serious training of local Ecuadorian staff must be done in this area if institution building is to be achieved. The administration is to be commended for its commitment to the development of good vocational offerings.

At present, the administrative team does not include anyone with a vocational education background. The evaluation team feels it is important for a vocational education leader with a background of working in competency-based and open-entry/open-exit programs be appointed, whether temporary for an intensive in-service effort or for overall administration of the vocational courses.

Student and family recruitment efforts need to be intensified on an ongoing basis. There should be a regular ongoing program that the community identifies with, and then additional efforts would complement it.

The pre-vocational classes should be reviewed with respect to a two-year curriculum. The evaluation team recommends additional instructional units in the areas of Consumer Education and Homemaking.

Vocational counseling to assist students make career choices should be expanded. The pre-vocational areas are offering an excellent background in the fundamentals, but this could be tied in more with job information relating to career choices for the students.

Job exploration experiences at the pre-vocational level are highly recommended. Non-paid assignments for a period of one or two weeks at a job site in a community would give the student an opportunity to observe first-hand the expectations of employers and the responsibilities of employees in a real environment.

The commercialization project appears to be a most effective way to generate revenue for the QWBC.

Since the commercialization program and the vocational courses share facilities and equipment, the administration must monitor the situations when the deadlines created by production force students off the equipment and they are unable to achieve their learning objectives.

## THE PRIVATE SECTOR POTENTIAL

Throughout this report, mention is made of the critical importance for the QWBC administrative leadership to explore the possibility and potential of developing closer ties with business and industry, referred to hereafter as the private sector. The form and function of QWBC makes this motion evermore imperative. The goal of the QWBC program is to educate boys, girls and parents to levels of maturity and skills training that promise their ability to qualify for and successfully gain employment upon leaving school. The private sector can play a complementary and supportive role in this important enterprise.



One evening, while dining at the Hotel Quito, I met the regional manager from Polaroid Corporation. He has responsibility for six Latin American countries. When the program and objectives of QWBC were explained, he showed intense enthusiasm. I asked him if he would like to cooperate in a material fashion with an effort of this kind. His answer was affirmative and without hesitation. He mentioned that in Colombia and Peru, "street photography", for which his product is so well-suited, is one of the major small business enterprises for women. As we discuss the matter

further, he noted that it is extremely difficult for him to know what a school might need and he noted that he believed that his company had an obligation to cooperate and get involved with education programs. He further emphasized that he and his company were willing to help, and that were the proper arrangements made, could provide materials, assistance in curriculum in photography, instruction, instruction in selling, repair, but that the school would have to seek them out and explain its needs.



PART V. KEY QUESTIONS AND ISSUES RELATING TO USAID/QWBC  
GRANT PROGRAM COLLABORATION



In Parts I, II and III, we described carefully the various aspects of the Quito Working Boys' Center: the nearly completed OPG Grant, the current and projected economic and financial constraints, and the qualitative level of the pre-vocational and womens' program. Where appropriate, discussion and analyses led to a number of important conclusions in each of these areas.

In this part of the report, we have used these analyses and conclusions to address a number of critical questions and issues regarding further USAID grant funding to QWBC School No. 2.

At the time of this evaluation, there were two project proposals pending before USAID/Ecuador for new funding. One proposal for \$848,000 is designed to continue and expand the programs developed in the first OPG project. The second proposal has been submitted directly to AID/W, the Women in Development Office, for special funding to improve and expand the women's development programs in both QWBC Nos. 1 and 2.

With these in mind, as well as the data from Parts I, II and III, we look at the following questions and their selected list of sub-questions:

I. Why have so few boys and their families entered the Working Boys' Center?

*Does the requirement that all family members participate fully in the program contribute to the high family drop out rate, therefore a low student participation rate?*

*Do obligations, rules (as prescribed in the Reglamento), and their strict enforcement limit interest in participation?*  
(continued)

*What are the consequences of the present "system" of recruitment, screening and selection of candidates? Is this system as effective as it could be? How could it be improved?*

*How important are other barriers, such as transportation, economic necessity, and low estimation of potential benefits from attending QWBC?*

The Concern--The total number of families and consequently boys and girls attending QWBC No. 1 is far below original expectations and projections. Relatively few enter, and turnover is high during the first few weeks of participation. Many families are unable to get required photographs, apply for a birth certificate, follow through to see the physician and dentist; and go through the required series of interviews. The padre gave us figures from open house attendance to getting a membership card--there is evidence of high loss in this process. We learned nothing special about publicity and recruitment, but were surprised that only two open houses were held in the past year. We got no sense that the padre and Sr. Miguel felt their present members were inadequate. Since the volume of operating funds is uncertain, we suspect there is little pressure to add families to the membership. This may change when Center No. 2 opens.

Cursory data presented by Father Halligan show there are upwards to 10,000 shoeshine boys in Quito, thus suggesting a target population of some 50 to 70 thousand students (mothers, fathers, sons and daughters) and thousands of potential pre-vocational and vocational level students (boys and girls).

Considering the fact that during the school year ending July 15, 1981, the Center was serving between 250 and 300 students and some sixty families, and that data presented to the Team suggested that at least 45 families dropped out over the ten-month school year period, we can readily assume that only a very small fraction of youth and their families are being served.

The problem is two-fold: a) why so few families? and b) why such a high drop-out rate?

The Issues--Low Enrollment was the central focus of the overall evaluation. Indeed, this was a major concern to Father Halligan and members of his staff. It was the single-most contributor to the fact that the quantitative goals of the OPG project fell far short of their projections. It was a question that had to be addressed, still needs to be addressed, and will continually need to be addressed,

regardless of future conditions, arrangements or agreements. Low enrollment figures, particularly when substantial grant funds are involved, negatively affect cost-efficiency and cost-utility data.

To best understand the problem, one has to realize two fundamental facts: First, the name "Working Boys' Center" is really a misnomer. To be more consistent with its present day goals and objectives, it should be more appropriately referred to as "The Center for Total Family Development" or "The Center for Family Commitment, Education, Skills Training, Work Experience and Change". In other words, Father Halligan, over the past few years, and spirited by the monies designated for the Women's Development components), has raised his school's expectations from merely helping young shoeshine boys improve their lot to a fully-integrated, family-development program, where each and every member of the family must participate (become a fully functioning member). This has direct and immediate implications on recruitment in general and on selection, participation and retention in particular. The bottomline is this: a boy or girl from the target population of the urban poor cannot participate in the school's curricula offerings unless every member of his/her family agrees to "buy-in".

Secondly, it is necessary to understand that continued membership in the Center, i.e., the opportunity to participate fully in its programs, is closely related to one's ability to adhere to a rigorous "code of behavior" or a published set of rules and regulations referred to as "The Reglamento". A copy of these rules has been translated for this report and appears in Appendix A.

The problem eventually surfacing at QWBC is not that the whole family must become involved, because this is a positive and integral support system to the youth, but the degree of involvement and the level of commitment a family must make to participate may be too much to ask of most poor urban families. The question that had to be addressed was this: Should the most important criterion measuring a member's success be a set of rules and regulations so different from the traditional mode of behavior of the majority of eligible people that initially they can neither meet nor accept their standards? It was not in purview of the Evaluation Team to place a value judgment on these regulations, other than to determine whether or not they were affecting overall quality and quantity of the program. After many hours of discussion and interviewing, we are convinced that the Reglamento is the source of a) the small percentage of family participation, and, consequently, b) the low student enrollment in the pre-vocational and vocational training programs, and

c) the relatively high (50%) family drop-out rate incurred over the life of the project.

The philosophical questions surrounding the issue are clear. Father Halligan is adamant about the premise that unless a young boy's (or girl's) whole family is committed to buying into the total program, any training or education given to him or her would be wasted. The strictness of the regulations is built around the notions of self-motivation and personal discipline. If a family doesn't sign a pledge statement after the third orientation meeting to abide fully by all the rules, it is not admitted to the school. When in the program, if some member of the family fails to meet his/her obligations, the family is automatically suspended. The rationale is that the Center offers a totally family-oriented program and that components like baths, regular meals, education and forced savings are fundamental as well as functional requirements of desired family and personal development. More importantly, when questioned about the fact that most families can't meet the standards, especially from the start, Father Halligan comments: "That's too bad, but the school should only serve those who can commit themselves."

USAID agrees fully with the intent and purpose of the "integrated family development" concept. In fact, the first OPG Project was designed to support QWBC's programs for sisters and mothers. But experience has shown that the strict rules and the degree of obligation required for each family member screen out a majority of potentially qualified students and are the primary reason for members failing to complete the program. The program then (and any projects supported therein) becomes available to only a select few and at a relatively high cost. Considering that USAID's intent in financing this project was to help QWBC reach as many poor urban youth and their families as possible, low productivity and student enrollment become a grave concern for USAID administration.

Of importance here is the qualifying nature of AID's international assistance program exemplified by the OPG type of grant. The OPG program has definite goals and purposes. These must be considered in assessing this project. A primary purpose of the OPG program is to select and support, usually for just a short period of time, exemplary local projects that address problems of the poor, and in this case, efforts to help in the development of small businesses and employment generation activities. Typically, these grants are made to help out in the initial stage of a project or to provide monies to address a specific problem-currently beyond the capacity of the PVO.

Reference is made in this regard to two AID policy regulations:

Private and voluntary organizations (PVO's) and AID have long shared common goals in their relief and rehabilitation efforts in developing countries; and they are increasingly sharing economic and social development goals, as PVO's have become more actively engaged in development activities and as AID has placed a higher priority on assisting the poor majority. Many PVO's have demonstrated that they have important qualifications for overseas development work, including competent personnel with an informed concern for social justice, access to non-U.S. government funds, the flexibility that often accompanies smaller-size private organizations, and extensive grass-roots and governmental contact in LDC's. Moreover, PVO's reflect the American public commitment to overseas humanitarian efforts and help marshal congressional and popular support for overseas development generally.

It is in the common interest of AID and PVO's that they increase the scope of their cooperation and profit from an exchange of developmental experience, plans, and staff capabilities. The need to strengthen and enrich development programs and personnel is greater now than in the past, in view of the expanding scope of PVO programs, fund shortages for both the Agency and PVO's, and the continuing needs of LDC's. ...AID established in FY 1975 a smaller, complementary system of grants for PVO's to expand innovative programming of development activities...the Operational Program Grants are designed to finance new PVO development programs/projects in AID/LDC priority areas. (AID Handbook 1, Part V-11.)...

The program enables PVOs to carry out specific programs in individual countries and occasionally in regions. An OPG is typically a two or three-year program. Like the matching grant program, a program funded by an OPG must be fully compatible with AID's legislative mandate. Twenty-five percent of the cost of an OPG must come from non-AID sources. (See AIDTO Circular A-342 of June 25, 1976.) Typically, the AID management of the grant relationship is a field function performed at the AID mission. (Program Officer Handbook, 1980.)

A second purpose of these grants is to assess the replicability of such projects and to promote those that are both cost effective and cost efficient for implementation and adaptation in similar sociocultural settings. These goals and purposes are, in essence, U.S.A. congressional mandates for foreign assistance. USAID/Ecuador must weigh the project's conditions and results against these criteria.

They will have to ask themselves if the operational constraints described above are consistent with the program goals and activities of similar projects dealing with the generation of employment skills of poor urban youth.

The evaluation team tried to respect both positions and analyzed the situation as follows.

The premise from which Father Halligan works is a rather private one, arrived at after many years of helping poor urban youth and their families. It is also consistent with his religious training, his life's vocational commitment, his lifestyle and his basic beliefs about child and family development. He is committed to the concept--in theory and practice--and feels that the Reglamento is the "heart" of his program.

Father Halligan may be correct in his premise. Certainly, he has the qualified experience to arrive at the position he takes. However, development literature and urban education experience suggest that meaningful education and/or skills training programs can be effective and successful for individuals within less rigid, total family commitments. Young boys and girls do rise out of the "hell" of poverty every day throughout the world when given special opportunities for education, work or skills training, in spite of their family situations or living conditions. The key questions regarding projects that address the problem of self-development among the poor urban youth center around a) the need to expand and provide opportunity and b) educational program enrichment.

Opportunity refers to the degree to which all eligible persons are permitted to participate in those socio-educational adventures (programs) that facilitate mental, physical and social development. Once such opportunities are afforded, then it is necessary to assure that the programs meet the special needs of the youth by offering stimulating environments and enriched learning experiences. It is also true that urban education projects designed to address the problems of poor youth are requiring more and more parent participation.

Naturally, there are never all the opportunities or enough special education/training programs to meet all the needs of all poor urban youth. In developing countries, continuous efforts are made to equalize opportunities for all youth and to provide more and better educational experiences.

The evaluation team arrived at the conclusion that as long as QWBC requires its uncompromising family commitments to all Reglamento rules and procedures, for both initial admittance and retention, the Center will serve only a small

proportion of the total number of potential families (boys and girls). According to our findings, it appears that of every 100 families who may qualify as needing the kinds of program offerings QWBC has available, only 15-20 percent have the wherewithall to make the commitment, and, over a prolonged period of time, subscribe faithfully to the rules. Indeed, the team found this commitment a major factor affecting inscription, enrollment and program completion. Only those family situations that could best be served by this "condition to qualify" could make it. More importantly, these situations appeared to have little relation to the assumed need of poor urban boys and girls. That is, the QWBC program philosophy is built on the theory that development and change are dependent upon a set of required and pre-selected conditions of behavior and/or standards of achievement rather than on the philosophy that different children and their families may have extremely different needs and that these needs may go deeper than one's ability to follow rules. If a youngster, or a member of his family, fails (or does not agree) to meet these standards, the whole family is suspended from participation.

It is the opposite of a learner-centered curriculum approach. In the learner-centered approach, the needs of each youngster are assessed (in this instance, it would include the conditional elements of his family and living situations) and a skills training or educational developmental program prescribed accordingly.

In this unique approach to education, every eligible child is given equal opportunity to participate. Enrollment constraints are imposed only by time and space, and success is measured by the degree to which a program can meet the individual needs of its students. The ability of an institution to provide for the multiple needs of youth depends upon its willingness to adapt its program offerings to meet the range of attitudes, levels of intelligence, behaviors and values of its constituents. Adaptation does not mean the lowering of standards; to the contrary, it assumes that by meeting the children's (family's) needs at this level at that particular time in their lives, then learning and social adjustment can be more effective and self-development more meaningful.

### Conclusions:

The evaluation team considers the rigorous attitude and the behavior standards of the QWBC's Reglamento a primary constraint on enrollment. USAID/Ecuador's position is that more youth should be served, given the amount of dollars requested and the overriding goals of the Small Business Development and Employment Generation OPG monies. These con-

flicting philosophies create a serious dilemma, a dilemma that affects decisions regarding further project funding. QWBC wants to move into a second OPG project, requesting nearly 3 times the amount of dollars of the first OPG, yet, the administration is adamant about the desirability and necessity for the strict code of personal and family conduct. Data show that AID should be pleased with the program direction initiated by the OPG, and, to a certain degree, with the overall progress of QWBC over the past 3 years. But, it is extremely doubtful that USAID/Ecuador can comply with the OPG format and still justify continued funding (certainly not in the institutional support mode) for such a restricted output of qualified graduates and the enrollment of such a small proportion of young boys and girls who want and need this type of program.

#### Recommendations:

The evaluation team believes, however, that there are avenues by which both the "behavior standards" of the QWBC and the program standards of AID can be met without compromising instructional quality. The following recommendations are consistent with the overall philosophy of QWBC and provide guidelines for improving the quantitative and qualitative aspects of the program.

Use the Reglamento standards of behavior as goals and objectives to achieve over a student's (family's) tenure in the school rather than as a day-to-day rules and regulations which supercede all other program conditions. Emphasis would be on family counseling and working systematically toward achieving selected family and individual behavior objectives before graduating from a program.

Change the total program (curriculum) emphasis from one of teacher (director)-centered to student (family)-centered. An assessment designed to qualify the needs of all students and their families would be made early in their program and individualized instructional programs developed to meet these objectives. These objectives could be written from both the school's Reglamento standard of conduct and the economic related skills training programs. This change in program emphasis requires the institution to put more emphasis on the guidance and counseling activities for individual and family diagnosis and also asks for greater program adaptation to individual needs. With this approach, no qualified boy or girl (family) would be denied entrance except when student space prohibited it. The student (family) retention rate would be directly related to the ability of the

institution to meet the developmental needs of its members.

Expand and improve the student recruitment procedures. As of now, nearly all students maintain that they were attracted to the school because, "a friend or neighbor told me (them) about the school." Considerable effort is needed to seek out qualified youth, bring them into an orientation period where family and educational needs are assessed, and then to set up a program that they can accept.

Given the nature of the Center and the quality of instructional programs at the primary and vocational education levels, a far greater percentage of qualified students and their families could become involved if the admittance criteria and program offerings were developed around their individual needs.

Consideration should be given to decentralizing some of the instructional and/or program activities of the Center to distant neighborhoods in community-based schools, churches, homes or business establishments. The form and function of this decentralized mode of operation would follow the needs of the participating learning groups.

The purpose here, again, is to adapt curricula and programs to the needs of students so their estimation of the potential benefits of the program offerings are extremely high and that traditional barriers such as transportation, economic necessity, etc., are minimized because of the institution's willingness to be flexible and adaptive.

II. Why have so few girls and mothers participated in the program?

- a. Are the factors cited important? If so, how important?
- b. How important is the lack of traditionally-female program offerings other than sewing?
- c. How important are socio-cultural factors, such as low educational aspirations, need to watch small children at home, and sex differences in adult roles?

Concerns--The concerns centering around the relatively low number of girls participating in the program are basically the same as in Part I. However, because this OPG project was specifically designed to assist the Center in developing a women's educational and vocational training program to a greater degree than previously available, analyzing this question is imperative.

Of the 46 families that left the QWBC over the past nine months, most left within a few days or weeks of getting their membership cards. The padre says that, as a matter of discipline, families are warned and counseled for most rule infractions. An exception is suspension for a week if family's savings quota is not met. Looking at the primary school statistics and progress reports on the OPG, it appears that dropping out is not very common for families with kids or adults in school. We learned little regarding why individuals and families leave the QWBC, but suspect that difficulties in living up to the rules are crucial.

Issues--Given the implications of the material presented on student enrollment and retention, if the overall situation changed according to the criteria suggested, then all qualified girls would be afforded an opportunity to participate and a greater percentage of girls would complete the training programs. Accepting this a priori, we can move on to a more generic issue--why should young girls or mothers become members?

The evaluation found that the resources provided by the OPG project played a significant role in the development thus far of the women's program. Indeed, it is doubtful that anything other than the commercialization program in doll manufacturing would be in operation were it not for the grant. The issue



here, therefore, does not deal with either initiative or commitment, because both seem to be there. What must be addressed are the problems of curriculum offerings, the development of a variety of work experience opportunities for women, and an expanded leadership orientation to the employ-

ment possibilities for women beyond the traditional customs for women's roles in Ecuadorian culture.

Conclusions:

It was good to see that sisters and mothers are indeed an integral part of the Working Boys' Center programs. Moreover, Sister Mary Miguel is dedicated to increasing the Center's efforts in this regard.

Father Halligan and the rest of the staff seem excited about the possibilities.

The planned addition of Ms. Judy Conway to the staff in September to head up this effort is critical.



Given these positive findings and hopes for the future, the team focused on two aspects of the problem: a) the relative narrow or limited curriculum programs for girls in relation to today's broad labor market, and b) the lack of a strong institutional capacity (both human and facility-wise) for creative or imaginative development in this area.

If the Center is really serious about aiding the development and education of the young girls, then it must broaden the horizons of its pre-vocational and vocational program offerings beyond the traditional "corte y confección" subject area. Opportunities for education and employment for women in Latin America may be behind other nations of the world, but considerable progress in this area is being made. The impact of new technologies and the implications these will have on employment opportunities for women are immense. Because of the unique nature of QWBC's commitment to poor urban youth, the Center can become a spectacular leader in this field. No other training institution is as close to the hopes and problems of these girls and their families; no other institution understands the pulse of the urban employment sector; therefore, its instructional and vocational education program for women should be as extensive and progressive as social and cultural modes will permit.

Because this project was built around the notion that QWBC could and should serve better the sisters and mothers of working boys, it behooves up to step aside here and look at the "lessons learned" from the literature on women in development. (See Special Commentary at the end of this section.)

In summarizing the findings and conclusions relative to QWBC's efforts to develop a special program for the sisters and mothers of the working boys, the team offer the following. Many of the problems encountered thusfar relative to the women's program have a familiar ring. There is concern that the women will be trained in skills for which no jobs are available or they will be taught to produce objects which cannot be marketed or are unprofitable. Supply and credit shortages may prevent women from embarking in new self-employment, small-enterprise activities. Sometimes programs and curriculum seem irrelevant or are offered at times and places that are inconvenient for participants. Even where programs have succeeded in teaching women practical sewing skills, there was little evidence that they were encouraged to develop the decision-making skills and self-esteem necessary to help them cope with new problems.

The team did not find the issues associated with the women's programs to be different from case studies drawn from other developing nations. The desirability of designing special programs for these participants, the task of reconciling program planners' perceptions of needs with the participants' expectations, and the implications of outside intervention into QWBC's cultural context of the women's programs are concerns which recur throughout development literature.

All of this leads us to ask whether the problems encountered in integrating women into the regular pre-vocational and vocational programs are not the same as those faced by any skills-training project team. Thus, we suggest that in the future the administration address this critical area by focusing on the following questions.

- What assumptions about the role of women are implied in the goals and objectives of QWBC, and what is the rationale and strategy designed to meet these goals?
- What will be the short- and long-term impact of the women's development program for the sisters and mothers individually and for the families inclusive?
- What criteria should be used to evaluate the program's effect on the women's lives?
- If the impacts made proved to be adverse, has the Center planned compensatory program strategies?
- To what degree are the women participants, private enterprise, urban women groups, and women's development specialists involved in planning and implementing the programs.

Even though the questions are similar to those asked about the impact of any skills training program but merely dressed in the female gender, the many cultural and philosophical ideas prominent throughout Ecuador concerning women's roles, and the different roles played by modern women today, make the task of designing programs for women participating at QWBC an especially challenging one. Perhaps the extent of that challenge (to reach those whose lives are closely interwoven with all aspects of Quito's urban society but whose economic and social opportunities differ substantially) can only be understood if one recognizes that the issues related to women in development directly or indirectly influence all members of the population.

### Recommendations:

Recognizing that many of the concerns expressed above may be addressed and resolved in the coming years, the following recommendations are made only in light of what has transpired to date and the present situation with respect to the employment-generating curriculum capacity for sisters and mothers at the Center.

The Center must bring to its staff, at a high leadership position, a specialist in women's development. This person would have as her/his responsibility the overall task of helping the Center expand and improve its program offerings in vocational training. Given the relative strong institutional commitment towards women's programs that now exists, yet recognizing that the curriculum program for skills training in this area is limited, the Team suggests serious exploration and/or experimentation in the minimum 11 vocational areas:

1. office assistance and clerical
2. bank teller or office worker
3. foods and nutrition
4. tourism and hotel management
5. secretarial, stenographer
6. photography
7. journalism
8. keypunch or word processing
9. para-medical specialization
10. communications
11. retail sales

In the pre-vocational area, we recommend adding basic instruction in Consumer Education, Foods and Nutrition, Family Relations, and Child Development.

The offering of co-educational courses should be considered, since many of the occupations discussed here both males and females.

The following discussion is designed to impact upon those persons (in USAID and QWBC) who will have the primary responsibility for planning future programs.<sup>7</sup>

*Lessons Learned from Women in Development  
Project Experiences*

*Planning programs which take women's needs and real roles into account is not an easy job. Because of the differing perspectives mentioned previously, there is no consensus as to what women's needs are nor as to how these needs should be met....*

*Research needs: The problem is further complicated by a lack of information about women's roles. Until recently, research on women generally focused on household and child-rearing duties, while economic and labor surveys often looked only at wage employment thus excluding much of "women's work" from economic indicators. Even though there is now an increasing sensitivity to looking at all aspects of the lives of women, information is often not available to planners at the time that they need it....*

*Despite the variety of perspectives and approaches, it is possible to identify some key planning considerations in designing programs for women and some of the issues which affect the way in which these problem areas are approached.*

*Types of programs: Two trends are evident as planners re-examine the content of NFE programs for women. First, there is much more awareness about the need to offer training in agricultural and other production skills which may also generate income, as well as to provide health, family planning and nutrition information. Secondly, planners are increasingly recognizing the desirability of including management and decision-making components within all types of programs. Some nutrition projects, for example, not only teach women about the nutritional value of foods but also help them to decide which foods to purchase or vegetables to plant on a cost-plus-nutrition-plus-labor basis. Similarly, agricultural projects designed to help women farmers improve their cash incomes have increased their impact by introducing participants to such topics as managing cash flow and securing credit. Whereas handicrafts projects previously taught women production skills but left administration affairs to men, many now train women in leadership, management and accounting skills.*

NFE approaches: Recognizing that in most countries the real obstacles to women participating in social and economic development are cultural attitudes, some planners and practitioners have emphasized developing learner-centered approaches that will help women develop the self-confidence and decision-making abilities necessary to reexamine their own role in society. Case studies of local relevance are often used as women participate in group discussions with practitioners serving as facilitators rather than as lecturers.

Some planners suggest that emphasizing learner-centered approaches may be important for several other reasons. By involving women in designing one aspect of their learning, learner-centered approaches may help them to initiate learning in other more non-traditional areas. Also, because women seek training for any number of reasons (e.g., to earn more income, to help their families, or to meet socially with other people), designing learner-centered programs may be the only practical, even expedient approach to accommodate a variety of expectations and needs.

Finally, learner-centered approaches may be one of the best ways to involve participants in the initial stages of development planning. Ironically, it seems that despite the increasing awareness of the need to include women in development programs, the planning and administrative constraints of development agencies often prevent those whose lives are most directly influenced by development efforts from participating in decisions concerning the types of programs to be offered. In women's as in other NFE programs, planners and practitioners are seeking ways to involve all women at the grass-roots level in designing programs that will have a direct impact on their lives.

Accessibility: Although planned for the entire community, some projects have been organized around the schedules and meeting sites of men. Thus, though there may be nothing which officially prevents women from participating in these programs, cultural traditions or work and family responsibilities have often served to exclude them. At least one project has used audio-cassettes to teach women about health and nutrition as they gathered at communal laundering sites. Another project found that bringing day care and high school equivalency programs to the factory helped many women to meet three needs at once: the need to earn income, to take care of children, and to better their education.

Women as roles models: A key factor in helping women to learn about different economic and social possibilities may be the influence of other women who, by working in alternative occupations or by serving in leadership positions, can serve as role models. However, cultural factors often prevent women from serving in this capacity by limiting the types of training available to women and the areas in which they can work. Often it is not culturally acceptable for women to work alone in rural or urban areas or to serve as leaders of organizations composed of both men and women. Even if women are allowed to work in these capacities, their advice may not be accepted either because of their youth or their sex. And, when training programs in non-traditional occupations are available for women fieldworkers, many young women prefer to serve in areas such as family planning or health which are more traditionally acceptable occupations for women. Like their counterparts who work in international development agencies, women fieldworkers must also reconcile personal and family commitments with occupations that may require a great deal of geographic mobility.

Women and the value of work: Some women feel that the emphasis on integrating women into all aspects of development implies that the work women have traditionally done, especially in the home and service sector, has little economic or social value.

NFE planners need to make special efforts to ensure that projects do not reflect negatively on work done honorably and under conditions of mutual respect. This is particularly important for women who feel that they are making just and satisfying contributions to their families and communities by working as homemakers or by serving in occupations such as nursing which have traditionally attracted women.

At the same time, planners need to look for ways to upgrade skills and benefits for those who work in domestic and other forms of personal service. Such programs may help not only to develop an important resource but also help to allay concerns expressed in some quarters that some women have been able to be socially and economically mobile only because a reservoir of cheap labor, frequently female, has been available to do traditional chores for them. In some countries, more people are employed in these areas than in any other occupation with the exception of agriculture yet few documents even mention the existence of this sector, much less programs designed to meet its needs.

### PERSISTENT DILEMMAS

While few would disagree that planners need to develop programs which meet the needs of participants and foster the development of decision-making skills, there are many opinions as to the way in which programs should accomplish these goals. Three of the major issues are highlighted below:

Equity and segregation. A class goal of development planners has been to create a climate in which the benefits and opportunities arising from development projects can be shared more equally among the population. Some critics ask whether the emphasis on designing women's programs fosters a new segregation destined to keep women apart and unequal from the rest of their societies. They suggest that the only times separate approaches are warranted are when existing cultural patterns make them the best way to organize and promote programs for women.

Researchers have found, for example, that women's groups can be effective agents for development. Such groups not only teach women new skills but also serve as forums for helping women to reach decisions and reinforce new patterns of behavior. These groups, however, seem to be most successful when their activities are of immediate practical value to their members and when their organizational structure complements cultural patterns of communal collaboration.

Many planners believe that programs designed to improve women's social and economic status are destined to fail unless they also work to help men accept new roles for women and to share some of the tasks which are usually thought of as women's work. Some maintain that this can best be achieved by offering programs designed to reach the entire family while others suggest that men's attitudes will change as they learn to work alongside women. Another approach is to incorporate discussions of attitudes towards women in existing men's programs.

This debate also extends to the type of personnel employed in development programs for women. While there is general agreement that women need to be more extensively involved in developing programs at all levels, there is no consensus as to the extent of that involvement. Suggesting that only women can understand women's problems, a few planners maintain that women should be primarily responsible for every aspect of development programs involving women. Others, while recognizing the need for women's participation in development, suggest that such an extreme attitude may only

create a new pattern of discrimination and isolation between the sexes.

Furthermore, many believe that it is a mistake to assume that all women are necessarily sensitive to the plight of other women. Because women, like all individuals, represent a variety of aspirations and degrees of sensitivity to those who are more disadvantaged than they, these planners believe that programs should select and train both men and women who are sensitive to the women's needs and to the cultural impact of development programs.

Traditional vs. non-traditional roles. Another area of concern is whether NFE programs should provide training in roles for women which are not traditionally part of the culture in which they are being offered.

Despite the increasing awareness of the needs to offer a variety of programs, NFE programs for women are still dominated by training courses in handicrafts and home-making skills.

It is difficult to tell whether this emphasis is the choice of planners or participants or both. Some analysts suggest that in most countries the real obstacles to women participating in development are cultural attitudes. They note that by offering courses in homemaking, handicrafts and secretarial skills, NFE planners may only impose their own culture's notion of women's role in society.

Yet even when programs are offered in non-traditional occupations, many women either choose to or are allowed to participate only in those programs which reinforce their traditional position within society. For example, while husbands are willing to allow their wives to participate in family-oriented programs or in programs which are clearly linked with skills traditionally practiced by women, programs often encounter resistance when they offer other types of skills training. Literacy training for women may be considered unnecessary and, in countries where employment rates are high, few men are likely to welcome additional competition from women.

Because of these factors, some planners believe that programs should offer courses only in roles which are traditionally accepted as part of the culture. Others, while sensitive to the need to meet participants' expectations, maintain that programs should offer a variety of options for women. They believe that though offering traditional courses may help women to improve their economic and social

*status, women will still remain relatively unequal to men unless programs are available to help women participate in all aspects of society.*

*Cultural integrity and human rights. Planners also need to consider the ethical and practical implications of designing programs which seek to promote social and economic equality between the sexes. Do NFE planners who design culturally appropriate programs in regions which give unequal status to women, deny women basic human rights by serving cultural needs first? On the other hand, do programs which are designed to help women achieve equal status with men undermine the integrity of cultural norms? Is it possible to design programs which take both needs into account? If so, how?*

*These are extremely sensitive issues. Their implications extend from the international and government planning level to the most private reaches of family households.*

III. To what extent can the experience of QWBC be replicated elsewhere?

- a. *What elements of the program are especially successful?*
- b. *How important is entrepreneurial talent to programs of this type?*
- c. *Is a successful adaptation of the program dependent on the underlying philosophy and approach taken by QWBC?*
- d. *What economic issues must be resolved in replicating elements of the model?*

Concerns--A primary objective of the OPG project was to develop a model vocational training program for boys and their families that could be replicated throughout Latin American countries. The replicability features of QWBC have some unique elements compared to the typical replication of a normal vocational program operation project.

The total family concept of this project and the related services (health, food, primary education, etc.) must be considered as a part of the replicability of this project, even though these services were financed by a difference source,

The success of the project as well as one of its strengths lies in the total family concept of involvement. While the degree of total family participation may be questioned, there is no doubt that there is a general upgrading of the families' overall living standard as a result of being a member of QWBC.

In the opinion of the Evaluation Team, successful elements of the total QWBC program are the childcare facilities, primary school, pre-vocational program, vocational courses, commercialization project and related family services. The administration and teaching staff are dedicated to improving the lives of the family members served by QWBC.

The Evaluation Team's observation of the commercialization of the products component of the Center's operation along with the total family enrollment concept are unique features of this project that set it apart from a traditional vocational training project and make it most developmental in nature.

The ability of the administrative staff to solicit a positive public image and also to promote adequate financial support for this type of project is a key issue. The OPG project support was relatively minor when considering the overall budget of the QWBC, which would include the primary school and all the other related family services.

A primary concern relating to replicability is the method of recruitment and then the subsequent enrollment requirements that set a standard for the participants and the regulations of the Reglamento to which the total family must commit itself.

Conclusions--We feel that the general approach and several elements (e.g., the savings program; use of sessions; bathing policies; counseling; etc.) could be adopted by others. It might be possible to "open up" the model somewhat by individualizing the program and using a contract system whereby an advisor develops a unique plan with each family. We believe that entrepreneurship is very important to a program of this kind, especially to develop outside financial support and keep a high level of energy in the program. We also believe that various elements (like those cited above) might be adapted and be successful. Whether other programs will set similar results may or may not depend on the overall philosophy and approach. This is an empirical question, which calls for research, perhaps comparing programs addressing the economic, social, and training needs of low-income urban families. Necessarily, most components of the program will call for economic support from outside. Certain resources would be important in adapting any program element which is costly.

The project components, with the exception of the Reglamento, are designed so that to replicate this project can build on one or more of these units.

The family concept appears to result in a steady, upward climb out of the barrio for the families that are able to accept the regimentation required by the rules and regulations. Replicability of this concept may demand a progressive involvement for the family rather than having to make a total commitment the day of enrollment.

All other aspects of the project appear to be totally replicable. The Evaluation Team feels that where recommendations for improvement were offered that these would strengthen the concept and provide for an upgrade project at another location.

#### Recommendations:

The total family concept is a unique approach to vocational education and should be an exemplary approach to job training. It is very different from the family residential model the Department of Labor experimented with in Montana in the late '60's and early '70's.

The rules and regulations (Reglamento) should be analyzed as to appropriateness, particularly when replicated in another country with cultural differences.

### A VISIT TO A FAMILY'S HOME

On Thursday afternoon, July 23, I visited the one-room home of Mr. Chamba Gomez, a father and student in the vocational carpentry section of QWBC. Mr. Chamba had graduated from the grammar school and was just finishing his certificate program in the apprenticeship class. His wife, Maria Catalina, finished the grammar school and was presently in the sewing program. They had five children ranging from 5 to 13 years of age.



The Chamba family lives in Luliwoto. They came to Quito from Loja in early 1979 and joined the Center shortly thereafter. They are viewed as being a loyal couple, to each other and to the QWBC program. Both parents have studied in and completed Center programs and are now employed, full-time in production for the Center. Their four youngest children continue to attend the QWBC grammar school. Gonzalo, the eldest, will enter the technical program this year (October, 1981). Pedro and Maria work very hard at trying to interest other poor families in the Center. They tend to look after families they bring and offer assistance to them when they have any adjustment problems.

Luliwoto is located in the outskirts of the city. Their dwelling was one unit of a large low-income housing unit of some 17 other family units. We were advised that there was a severe scarcity of water for all tenants, and that the waste problem or sewer connections were faulty and in continuous repair.

Almost all of the multiple-member family units in the building have a one-room only accomodation where all day-to-day familial activities take place, including the preparation of meals. There was a central patio area, albeit very small, where children gathered to play and chat.

Inside Mr. Gomez's home, one is struck by the degree of closeness and simplicity the families must endure. Two beds (one double) for all the family, the stove, dining table and a few chairs are all the furniture they have. A single light bulb hangs along one wall to furnish light. The room was very dark.

I had a nice discussion with Mr. Gomez regarding the various activities of the Center. He felt that the Center's program had been good for him and his family and he was looking forward to graduating from the apprenticeship program and getting a job. He had not had any interviews with the private sector, and his orientation towards finding work or getting connected with a carpentry-related industry appeared measurably weak for a QWBC member of his tenure or level.

I couldn't help but ask myself, "Why hasn't he apprenticed in a local industry or two?" It was apparent that he was intelligent, motivated and desiring to better his family. (During the second phase of the evaluation, I found out that he is now employed by the production unit of QWBC. He earns approximately \$72,000 sucres annually or \$2,250 sucres monthly. In U.S. dollars, this comes to less than \$200 per month. Being a member of the Center, however, permits Mr. Gomez and his family to take advantage of all the physical and educational benefits afforded.)

G.L.

IV. How appropriate are the pre-vocational and vocational curricula to the needs and aspirations of working boys and their families and to the realities of the job market?

- a. What program areas should be developed, maintained, expanded, cut back, or eliminated? Why?
- b. What, if anything can be learned from studies of the labor market and from program offerings of public, private, church sponsored and proprietary schools serving similar clientele?

Concerns--Working boys and their families who commit themselves to the total family concept of QWBC come from an existence where the focus is on surviving through one day at a time. Life is so difficult that gaining the basic elements of food and shelter takes most of their energies. With this in mind, usually the boys and families who enroll at QWBC do not enter with any pre-conceived ideas of life-long employment aspirations or job training. Instead, they are looking for a safe environment that will offer them the food and creature comforts otherwise not available to them.

As families get involved in the daily activities, general needs of each family member are assessed. For most family members there is the need to complete primary school (especially for parents). The pre-vocational curriculum has been developed to offer basic skills to these families, including the subject areas relating to personal development that are taken for granted by the middle and upper class families. The reinforcement of basic math and Spanish skills has enabled these family members to make the transition to vocational courses. The vocational courses offered enable the boys to learn in an atmosphere similar to those experienced in industry. The limited selection of course offerings, however, makes it difficult to meet the job interests of all students, even the boys. The planning for additional courses does not appear to be done on any formalized process. In many instances, subject areas are brought up as potential courses without the necessary study or background information that considers the local job market, physical space and equipment requirements, and/or needs and desires of the students.

The new facility QWBC No. 2 is an example of this. The building design of the vocational area may not lend itself to the expansion of vocational classes without some extensive re-modeling. For example, the balcony area above the major shop building is the area considered for classroom space for

the women's program. The area is open on two sides and is exposed to the industrial shops and manufacturing areas. The Evaluation Team feels that the noise, along with the dust and other distractions, would not be conducive to a good classroom environment. Similarly, the balcony area over the auto shop and the proposed drafting loft over the carpentry shop have the same conditions and promise limited use without major remodeling.

The existing courses have the potential to be expanded to add more students. None of the courses are at enrollment capacity. If space becomes an issue, then the question of priority as to adding more vocational students and reducing the commercialization work force should be addressed.

Without ongoing labor market studies, the course offerings may have a tendency to stagnate. A regular review should be initiated of vocational program offerings at other public, church-sponsored, and private schools that serve similar clientele. Another concern of the Evaluation Team deals with the problem of duplication of skills training among Quito's vocational schools. A short survey of other schools, both by interview and perusal of course catalogues listing offerings, show that they offer nearly identical classes at QWBC. Studies should be made to identify emerging labor markets and to focus on the entry-level job elements for these areas. If QWBC offers a few classes for these emerging occupations, perhaps the local businesses will look upon the school as a pace setter that explores new avenues of hope and training for youth and these businesses will offer assistance and resources in other ways.

Conclusions--The pre-vocational program has a comprehensive, basic skill learning function that serves very nicely to give fundamental skills to students entering the few vocational classes presently offered. The students who are enrolled in vocational courses are meeting the entry-level, job-skill requirements after their training cycle at QWBC.

Limited space and small numbers of students (youngsters past prevocational studies; fathers or mothers) make it difficult to offer a broad array of training programs. Carpentry, metal work, and automobile mechanics are old stand-bys and should remain or be expanded as space, equipment, funds and students permit. Labor market realities differ from country to country (e.g., occupational entry requirements). Thus, development of any new program should be preceded by at least an informal labor market analysis. Other things equal, it is usually wise to pick skills (e.g., typewriting, cashiering, cooking or baking, etc.) which are widely distributed in the labor market and which have alter-

native uses that are avocational (e.g., cooking in the home). Vocational educators learn a lot from each other regarding programs that "work". Marco Polo, recently hired on as full-time Director of Vocational Education, may have an advantage here. Any skill development that is difficult or costly to teach in a "simulated setting", such as plumbing, which is best learned at construction sites or on house calls, may be difficult to develop, inasmuch as (1) Father Halligan is fearful for the safety of girls; (2) transportation may be a barrier; and (3) some change in rules and practices (e.g., number of baths, packed lunches, etc.) may be required. Again, we conclude that the educational needs of youth outweigh the need for some rules. Of course, the safety of children is of utmost importance.

Boys and their fathers have most of their vocational needs met with the variety of courses offered. With the exception of sewing for a few women, there is no job training available for females.

Local labor market studies have not been carried out in any organized fashion, although there have been a few completed on a relatively casual basis.

#### Recommendations:

- 1) The pre-vocational curriculum must be assessed to see what other basic skills or personal development concepts can be introduced. The present, two-year program is too long for the four categories offered, especially since the second year curriculum materials have not been developed to date. Missing particularly for this program is a field-based, work-exploration experience. This activity alone could last up to 16 weeks, but it is recommended that as many opportunities as possible be scheduled. Also, it is recommended that areas such as Consumer Education, Family Relationships, Food and Nutrition, and Child Development be added to the second-year curriculum pattern. These topics would enable those family members who decide to leave QWBC before entering the vocational program to better respond to day-to-day life encounters as they occur and give them skills and understandings for changes in their continued quest for upward mobility in the society.
- 2) The vocational courses at present are fundamentally sound. A task analysis should be made of the

existing job areas being taught in order to reinforce the validity of the existing curriculum objectives and to determine if training objectives can be added or deleted.

- 3) At the vocational level, it is imperative that a wide range of new courses be offered where girls and mothers may be enrolled, or else they should be relieved of the participation commitment as a family member at the QWBC.
- 4) Coeducational courses need to be developed and offered rather than the continued development of courses strictly for men and others strictly for women.
- 5) There should be an intensive, in-service program to assist teachers to develop their course objectives in terms of performance and convert to a learner-center curriculum.
- 6) There is a critical need for QWBC to establish (and then devote considerable time and effort) a Trades Advisory Council at both the all-school level, i.e., more general in representation, and at individual-course levels. The Evaluation Team feels that this effort would produce unlimited benefits to the school, such as: closer contact with potential employees, better access to human and field-based training resources, improved guidance and career education resources.
- 7) A special training program should be established in the U.S. for the key vocational education leaders in the school to help them plan the implementation of the Team's instructional development recommendations.
- 8) The Evaluation Team recommends that the instructional teaching methods should reflect Competency-based Individualized Mediated instruction and also incorporate a year-round open-entry/open-exit enrollment concept.

V. What differences has the QWBC program made in job market experiences and the personal non-labor market experiences of graduates?

- a. What jobs have graduates obtained? To what extent have graduates found work (or taken training) related to their program of studies?

(continued)

- b. *To what extent has the QWBC been involved in placement activities? Have the benefits from placement assistance been worth the cost?*
- c. *What effect, if any, has the nature of the QWBC experience (e.g., discipline, changed values) paid off in the job market?*
- d. *Are graduate boys more responsible socially as single males or husbands?*
- e. *Are graduates better able to take care of themselves with proper nutrition, health, etc.?*

Concerns--This is a question which is, once again, difficult to answer. Father Halligan obviously believes that his program makes a great deal of difference in matters of pride, self-esteem, loyalty, responsible parenthood, savings, health and nutrition. If one found that there were few (if any) longlasting effects in this area, it would call into question many elements of the Reglamento and probably result in a radically different benefit-cost ratio. Here, again, there is a need for careful research if definitive answers are desired.

A comparison of the growth of boys and families participating at QWBC and those that choose not to be members indicates that significant changes of personal and employment-related habits occur while participating as members of QWBC.

Family members have raised their standard of living through involvement of the total family concept of QWBC. All vocational course graduates have become employed upon completion of their training period. Follow-up statistics show approximately 65% of the graduates become employed in the occupation for which they are trained and an additional 25% of the graduates become employed in related occupations. This is an excellent employment record, and providing the data is correct, can stand as equal to the best of vocational course placement records of programs in the United States. Job placement assistance is offered to each graduate. While there appears to be no formal placement system, Father Halligan and Frank Zinsler, through their community contacts, are able to make effective job placements. If the number of graduates increases, there may be difficulty in continuing the present system and a more formal job placement structure would need to be developed.

While records for prior year follow-up of graduates is not maintained, the Evaluation Team was able to interview

seven male graduates from previous years. A great deal of pride was reflected by each graduate for having been a member of QWBC and for being able, along with his/her family, to change their lifestyle through their involvement. The graduates interviewed stated that the technical skills learned at QWBC helped them keep their jobs. They commented that the personal hygiene, the showing up on time, the regular job attendance, and the other human relations-type elements that are part of the QWBC activities were an extremely important background enabling them to keep jobs.

Whether the graduate boys enrolled during this project are more responsible socially as single males or husbands is difficult to determine because of the short time of the project. An educated guess is that the experiences at QWBC have a definite effect on the adult behavior patterns of graduates compared to the barrio youth never were exposed to a lifestyle other than daily survival.



The health and diet habits were a definite behavior change as a result of exposure at QWBC. Many of the families never had health care nor were aware of good nutrition habits prior to participation.

Conclusions--The number of QWBC graduates employed in the trade or a related occupation is exceptional and shows a true dedication on the part of the total staff to get students job-ready and then placed. Those students who have become employed in fields not related to their training areas have used the personal growth experiences in the Center's program to obtain and maintain their jobs.

It has been difficult to assess the experiences of female graduates in the labor market because of the non-availability of information, except for those hired in-house by the QWBC. The job placement effort is adequate at present but should be expanded and become a more formal

part of the operation as the number of graduates increases and more services are required. There is a definite lack of graduate follow-up detail over a period of years. This information can be very useful to the school for planning purposes.

The personal habits and social skills learned by graduates are as important as the technical skills learned in the vocational courses in enabling graduates to gain and keep jobs. The personal skills and social habits also gave them more confidence in themselves as they began the upward move into the mainstream of the city's residential area and out of the barrio.

Due to the short time period of the project, the Evaluation Team was unable to assess whether the graduates were more responsible in the community on a social basis as single males or husbands. One can only guess that this is likely to occur if reference is made to the other observations related to social and personal changes.

#### Recommendations:

The QWBC should attempt to develop an alumni-type association, with the express purpose of giving the graduate successes a direct tie to the school. These individuals could serve as active role models to current family members. This would be of particular importance to the primary grades' students in their formulative grades. Success breeds success, and it is evident that the graduates who were interviewed were very proud to have been members of QWBC. Price in one's achievement is an attribute that the Center continues to develop.

The job placement and follow-up effort should be expanded to a more formal part of the total operation. In the future, there will be a need to place some graduates 2 or 3 times. If this support can be offered to unemployed or underemployed graduates, it will be a method to keep graduate contact with the Center.



There should be an intensive effort to develop an equally strong program for females as with the boys. The females interviewed (non-graduates) appeared to lack the same confidence and sense of accomplishment the boys projected during their interviews.

A QWBC counseling center staffed by panel of experts on a referral basis in specified areas such as small business management, family counseling, financial planning, etc., would help graduates continue to grow and develop through their adult lives.

VI. What is the likelihood that the QWBC will become financially viable and more cost-effective?

- a. How cost-effective is the QWBC?
- b. What are the advantages and disadvantages of present approach?
- c. Aside from the financial factors, how viable is the QWBC as an institution?

Concerns--As we pointed out in Section III, some families will doubtless move to Center No. 2 for program and convenience reasons. If the QWBC gets a bus to transport persons back and forth between center, this cost and the cost of coordination and administration will probably rise somewhat.

The QWBC looks to be a cost-effective approach for the wide array of services it offers. Vocational training could be more cost-effective if somewhat larger numbers were being trained. A ratio of one instructor to 10-15 students would help. The crucial question is whether the regulations and variety of noneducational services are important to a family's success. Unfortunately, we don't really know.

Recommendations:

If emphasis is placed on replication, then descriptive information should be produced, perhaps with a national or regional workshop for organizations interested in comprehensive human services for low-income, urban families. If AID/Ecuador works with AID/WID, we believe that QWBC should employ a talented, Spanish-speaking vocational educator in the business and office area. Helping QWBC to improve the teaching of skills in a work setting is important. Developing middle-level management skills makes sense, but it depends upon Father Halligan's willingness to give adequate

authority to the young Ecuadorians coming up. Consideration must be given for the design of an improved accounting system, which would (1) generate accurate cost and sales (or value added) information for goods and services produced and sold or used internally, and (2) provide managerial information by center and by major program services. For some purposes, such as the present evaluation, it would be helpful to include in the accounting system an accurate picture of income and cost items for which there are no current financial transactions within QWBC. These include charges for depreciation and obsolescence, as well as services contributed by the Peace Corps, by American and Ecuadorian citizens, and by members of the QWBC itself.

In the short run, the QWBC will be able to handle somewhat more families, as pointed out in Part III, because of the \$315,000 AID/ASHA grant for initial operating purposes at Center No. 2. The ratio of students to instructors in the shop programs is quite low (e.g., about 6:1). The larger auto shop at Center No. 2 may permit, in time, a higher ratio and, therefore, greater cost-effectiveness of training. The carpentry shop will expand at Center No. 2 as well as the metal shop back at Center No. 1. If instruction is improved (i.e., more systematic, more competency-based, open-exit at least for older students), unit cost of producing a graduate may decline in real terms, that is, after adjusting for inflation.

We know that total operating cost per person is running about \$2,000 per year. Allowing for inflation of, say, 18 percent per year, it is relatively easy to project the overall spending implications of serving various numbers of families and individuals. When the \$315,000 in ASHA funds are used up, and if other government funds are unavailable, Father Halligan will doubtless choose to serve fewer families.

We know approximately how much will be spent to equip Center No. 2. Maintenance expenditures at Center No. 1 are running \$3,300 per month, and represent about 7.9 percent of total operating expenditures. For the next several years, we assume that maintenance costs will represent about the same fraction of total expenditures. After that, they could rise as a percent of the total budget. If one wished to take account of wear, tear, and obsolescence, one could make assumptions of the useful lives of various pieces of equipment. If equipment in the Ecuadorian context lasted 20 years on average, straight-line amortization of the \$500,000 or so put into Center No. 1 implies a charge against operations of \$25,000 per year (or nearly \$2,100 per month), which could be added to the \$42,000 spent each month. Since equipment usage in the shops is quite a bit higher than elsewhere,

perhaps \$1,600 per month of depreciation and obsolescence of equipment occurs there. Ten to 15 years from now, the QWBC will probably begin running into substantial expenditures to replace worn-out equipment.

It is conceivable at this point that the shops may become essentially self-supporting, including a fair share of general administrative and overhead expenses. If shop workers are center members, shop sales should carry more overhead, since family members will be receiving more goods and services. We believe, however, that it is unlikely the shops will be productive enough to add substantial support, say, of primary education. One scenario suggests that the production unit efforts will be emphasized in the near future and that it will be difficult for QWBC to add very many students to their vocational program. Future funding efforts, such as the OPG, should be aware of this and support ways to increase student enrollment without lessening the production of goods.

We've discussed endowments in Part III. Father Halligan has consistently been over-optimistic about endowments. He projected profits this year from the hardware store, but now feels it will take two years before he will be able to charge for even rent and utilities. He has yet to find "Mr. Big", a person who would leave the Center a large endowment. Of course, \$100,000 invested at 20 percent would yield \$20,000 a year. An endowment of \$2.5 million would, at 20 percent per year, raise \$500,000 per year, the amount needed currently to pay for the operation of one center.

The matter of donations from Ecuadorian sources was also discussed in Part III. The Ministry of Education could be a source of support, but the Team didn't get the impression that Father Halligan particularly wanted their help or was seeking it.

Our impression is that Peace Corps support is important, both technically and economically, especially in the vocational-technical area. To get equivalently trained instructors, QWBC would probably have to pay 12,000 sucres each instead of the 7,300 or 7,500 now paid. Beyond the \$315,000 from ASHA, if no further support is forthcoming from AID, much will depend on the success of Father Halligan's other fund-raising efforts. We'd predict that (1) the two centers would serve few people; (2) increased emphasis would be placed on production; (3) greater reliance would be placed on voluntary service of members; and so forth. Clearly, in the absence of greatly expanded donations, or further, modest funding through the OPG, the two centers' physical facilities would not be fully utilized.

The absence or short-term phasing out of AID/OPG support might lead Father Halligan to pursue more energetically Ministry of Education and other funds.

Goods and services could be reallocated, but we doubt that they will. Serving whole families implies something for each member. The QWBC could go out of the food business, but probably wouldn't be inclined to do so, since it counter-balances some of the stringent requirements of participation. With the emphasis on shop production, shop instruction could suffer. AID or someone else may wish to continue to help the QWBC develop a quality vocational training program within such an environment.

We developed a great "feel" as to the importance of Father Halligan, Sr. Miguel, and Frank Zinsler to the continued success of the organization. Without a doubt, each plays an important role. Each would be difficult to replace. It looks as if key Ecuadorians are being groomed to take over, yet the importation of additional nuns may raise questions as to whether Ecuadorians will be given real decision-making power. The matter of support by outside organizations has been discussed already. Some private businesses do help out in a small way--e.g., contributing metal to the welding shop.

Advantages and Disadvantages of Current Approach. Regarding advantages of a comprehensive, family approach, we had an interesting conversation in Quito with a film-maker who was a Mormon missionary in the early 1960's. He believes that, for long-lasting effects, it is important to change family attitudes and behavior patterns. He said Catholics and Mormons have learned this the hard way over the years. A major disadvantage with this approach as manifest at QWBC is the rigidity of the comprehensive program and associated Reglamento, since it means that any new family will get comprehensive services. Thus, with cost per family per year of roughly \$10,000, it is difficult to expand, and expansion in one area (say, vocational education) necessitates expansion in every other area. To break out of this, (1) individualized family contracts or (2) a two-stream program with "full" and "associate" membership might be tried.

These concerns, and the foregoing material in this report, suggest the following succinct scenarios based upon the major financial and technical assumptions (potentially variable): (1) Father Halligan goes or stays; (2) he finds a large endowment or not; (3) he develops a quality women's program or not; (4) he accepts a two-stream system, as he has by having non-member production workers, in vocational education or he doesn't; (5) he modifies the Reglamento in some substantial way or he doesn't; (6) he shifts his interest in

certain directions--e.g., a housing project, generation of employment, etc. In these scenarios, we have not mentioned AID and other possible grant support institutions, but they are obviously important. Whatever financial or technical conditions exist, we believe Father Halligan will adhere basically to his overall approach. He seems quite satisfied with it.

VII. Should AID finance a follow-on OPG at the Working Boys's Center?

- a. *If so, why; if not, why not?*
- b. *What guidelines should be followed if future funding is recommended?*

Concerns--USAID/Ecuador has two new grant proposals: a) a Follow-on OPG proposal requesting up to \$938,026 over a three-year period (1981-1983), and b) \$834,787 paid over a three-year period for a special WID project designed to improve and expand the women's program. Added to these requests is a direct grant already received and available for spending \$315,000, once the new site is operable. The implementation guidelines for these monies reads: "Initial operational costs for the second center, including staff salaries, and benefits, teaching materials, utility expenses and consumable supplies." (ASHA Grant No. 230-3) If the OPG and WID grants were received and added to the ASHA grant, a total of \$2,087,815 would be available for current operating expenses from October, 1981 through October, 1983. In dollars alone, this amounts to an 815 percent increase in grant support money available to QWBC over the first OPG project. There are no indications whatsoever that the new site will increase family member enrollment by 800 percent. In fact, assuming that the vocational classrooms would be utilized to capacity which is some 120-125 students, the total number of boys and girls that would be training at the vocational program level would increase by only some 291 percent over the total number enrolled at QWBC in July, 1981.

A second, and perhaps more important, way to look at the grant requests is to study how they propose to supplement the ongoing program operations. Here, the purpose is to determine the degree to which the monies are scheduled to serve as a) direct budget support dollars, i.e., salaries, materials and supplies, and ongoing current expenses, or b) as 'extra' resources to support selected aspects of certain program initiatives that are needed to get something going, but once utilized, do not affect the day-to-day operations. We shall refer to these kinds of grants as institutional

development grants. The assumption is that budget support dollars are more difficult to justify over an extended period of time for OPG-type programs which are typically designed to spur initiative or to aid program innovation over a short haul.

Table XIII shows a breakdown of the first OPG project by expenditures per budget category. Data show that the majority of funds, some \$172,200, went towards supporting the personnel budget category, and some \$66,000 went into training costs, \$6,000 into commodities and \$12,000 in others.

Of the reported total personnel costs for this period, \$245,500, we find that the grant supported some 70% of total salaries, wages and benefits for the vocational, pre-vocational and commercialization program initiatives. In any sense of the term, this represents budget support at a relatively high level.

With respect to data available for the two pending grants, we see in Table XIV that for the first year of operation, October 1, 1981-September 30, 1982, grant monies would support some 30 percent of projected total operating costs: \$510,530 of \$1,407,640. Other significant data show that grant monies are scheduled to pay the salaries of some 20 teachers, directors and/or others, totalling some \$424,000, an amount 2.5 times that scheduled to be provided by counterpart funds.

A second, clearly defined budget support category in the proposed budget is referred to as "subsidies" for full-time students (scholarships). In the first year's projected expense breakdown, we see that grant monies would be used to meet 50% of the School's estimated scholarship costs, \$67,200 grant and \$67,200 counterpart.

Conclusions--The decision to continue supporting the QWBC through specific grant programs in, in the final analysis, a decision that only USAID/Ecuador can make. The conclusion is that any follow-on grants should be utilized in the institutional building mode and not in the budget support mode.

There are, in the short and intermediate range goals of QWBC, specific areas of programs that require extra funds and special efforts if they are to become truly institutionalized. One of these areas is the women's development program. Others are: staff development, the development of a centralized, computerized audit/accounting system, new materials to support a competency-based, individualized, mediated curriculum program for in-service training of administrative staff and the development of a more adequate job placement

TABLE XIII  
FIRST OPC PROJECT EXPENDITURES BY BUDGET CATEGORY

7/1/78 - 8/30/81

DESIGNATED OPC EXPENDITURES BY BUDGET CATEGORY	USAID FUNDED	% OF TOTAL	LOCAL FUNDED	% OF TOTAL	TOTAL
<b>I. Personnel</b>					
Salary U.S. Hire Coordinator	28,800.00	100	.		28,800.00
Relocation of U.S. Hire Coordinator	4,000.00	100			4,000.00
Housing Allowance U.S. Hire Coordinator	19,800.00	100			19,800.00
Salary Local Hire Assistant - Boys' Division	17,600.00	100			17,600.00
Salaries Local Hire Instructors - Boys' Division (3)			22,540.00	100	22,540.00
Salary Local Hire Assistant - Mothers' Division	17,550.00	100			17,550.00
Salaries Local Hire Instructors - Mothers' Division (3)			22,540.00	100	22,540.00
Salary Local Hire Assistant - Girls' Division	17,550.00	100			17,550.00
Salaries Local Hire Instructors - Girls' Division (4)			28,220.00	100	28,220.00
Salary Local Hire to replace U.S. Coordinator	17,090.00	100			17,090.00
Salaries for Local Hire Pre-Vocational/Vocational Courses	49,810.00	100			49,810.00
Subtotals	172,200.00	70	73,300.00	30	245,500.00
<b>II. Training Costs</b>					
Local purchase training raw materials	54,000.00	99	5,000.00	1.0	59,000.00
Local purchase teaching tools	12,000.00	50	12,500.00	50	24,000.00
Trainee scholarships grants/loans			15,000.00	100	15,000.00
Subtotals	66,000.00	66	32,000.00	33	98,000.00
<b>III. Commodities</b>					
Purchase of vehicle	6,000.00	100			6,000.00
<b>IV. Other Costs</b>					
Medical, dental and food stuffs			18,000.00	100	18,000.00
Local purchase of raw materials (production)			235,000.00	100	235,000.00
Transportation (personnel and materials)	12,000.00	58	8,600.00	42	20,600.00
Machinery maintenance			42,000.00	100	42,000.00
Utilities			30,000.00	100	30,000.00
Advertising			21,000.00	100	21,000.00
Subtotals	12,000.00	3	254,600.00	97	366,600.00
<b>TOTALS</b>	<b>256,200.00</b>		<b>460,400.00</b>		<b>716,600.00</b>

**TABLE XIV**  
**Estimated Budget for Proposed OPG Project**

Estimated Budget Statement of The Total Operational Program of The Working Boys' Center for One Three Year Period

October 1, 1951 to September 30, 1953

		SEALS/Teacher S.P.S. Funds For Trade Ed. For Sales	U.S. Funds For Trade Ed. for Sales	Other Funds For Trade Ed. Programs and For Other Back-up Programs	TOTAL
Pre-Test and Post-Test Director	(salary).....	15,000.00			15,000.00
Assistant to above Director	(salary).....	10,000.00			10,000.00
Secretary to above Director	(salary).....	5,000.00			5,000.00
3 Post-Test Instructors in Retail Mechanics	(instructor).....	30,000.00			30,000.00
Post-Test Instructor in Electricity	(instructor).....	10,000.00			10,000.00
3 Post-Test Instructors in Carpentry	(instructor).....	30,000.00			30,000.00
Post-Test Instructor in Auto-Mechanics	(instructor).....	10,000.00			10,000.00
3 Post-Test Instructors in Welding	(instructor).....	30,000.00			30,000.00
3 Pre-Test Ed. Instructors in Spanish	(instructor).....	4,500.00	4,500.00		9,000.00
3 Pre-Test Ed. Instructors in Auto	(instructor).....	4,500.00	4,500.00		9,000.00
3 Pre-Test Ed. Instructors in Book, Drawing	(instructor).....	9,000.00			9,000.00
3 Pre-Test Ed. Instructors in English	(instructor).....	4,500.00	4,500.00		9,000.00
3 Pre-Test Ed. Instructors in Home Solutions	(instructor).....	4,500.00	4,500.00		9,000.00
Non-Productive Plant Materials	(materials).....	15,000.00	10,000.00		25,000.00
Office Supplies	(materials).....	3,000.00	3,000.00		6,000.00
Research Materials	(materials).....	3,000.00			3,000.00
Duplication and Copies	(materials).....	1,500.00	1,500.00	5,000.00	11,000.00
Classroom Teaching Materials	(materials).....	1,500.00	1,500.00		3,000.00
Transportation	(materials).....	15,000.00	12,000.00		27,000.00
Utilities and Maintenance	(materials).....	10,000.00	4,000.00	60,000.00	110,000.00
Protecting and Maintenance	(materials and expenses).....	7,000.00	7,000.00	7,000.00	21,000.00
General Supplies and General Protection	(materials).....	5,000.00	5,000.00	5,000.00	15,000.00
Construction and Sales Coordination with Trade Education Program	(salary and expenses).....	15,000.00	5,500.00		20,500.00
Subsidies for Full-Time Students	(scholarship grants).....	17,000.00	25,000.00	57,000.00	100,000.00
Top Man's Program Supervisor-S.P.S. Base	(salary and expenses).....	10,500.00			10,500.00
Assistant/Supervisor	(salary).....	12,000.00			12,000.00
Secretary/Assistant	(salary).....	12,000.00			12,000.00
3 Project Assistants	(instructor and expenses).....	30,000.00			30,000.00
Project Booklets	(salary).....	15,000.00			15,000.00
3 Trade Education Instructors	(instructor).....	60,000.00			60,000.00
Other Salaries	(instructor).....			100,000.00	100,000.00
Social Security/Taxes/Loan Interest	(materials).....			100,000.00	100,000.00
Printing Education/Library/Art/Photo	(materials).....			21,500.00	21,500.00
Medical and Dental Attention	(materials).....			15,000.00	15,000.00
Emergency Family Aid	(materials).....			10,000.00	10,000.00
Child Care	(materials).....			10,000.00	10,000.00
Amalg	(materials).....			100,000.00	100,000.00
Legal/Psychiatric/Accident/Insurance	(materials).....			22,000.00	22,000.00
Post Office and Postage	(materials).....			22,000.00	22,000.00
<b>TOTAL:</b>		<b>370,500.00</b>	<b>120,000.00</b>	<b>657,500.00</b>	<b>1,148,000.00</b>

and career exploration program (guidance and counseling).

As illustrated in Part III of this report, there is evidence that the first OPG did serve to expand and improve the institutional capacity of the school as it relates to pre-vocational and vocational education. Its efforts, relative to meeting the vocational education needs of sisters and mothers, however, and of significantly increasing overall student enrollments in vocational education, proved considerably less adequate.

QWBC No. 2 does bring on a new and added potential for meeting the city's employment generating/vocational training needs for the urban poor. The questions that must be addressed in considering the future support to the QWBC overall effort relate to two basic functions: a) the function of trying to build on to those programs the qualities developed under the first grant that generated greater efforts towards improving institutional capacity; and b) the function to assure that the second grant program (if there is one) is structured to be phased out over a two or three-year period and used as special, program-development money designated to initiate, stimulate and evaluate quality and to innovate practices that complement and extend the efforts of OPG #1.

#### Recommendations:

Toward these ends, we make the following recommendations which we believe should serve as guidelines for planning and considering further funding:

- 1) Any new grant monies should be utilized to help build up the institutional capacity of selected QWBC programs and not for budget support purposes.
- 2) Grant monies designed to make a direct impact upon the instructional programs of youth/adults should be distributed (allocated) according to either an a) average daily attendance or b) per graduate ratio, rather than on a lump sum program basis. This would reward the programs and practices that enroll and retain greater amounts of students.
- 3) Serious study and attention should be given to coordinating all grant funds received from different AID resource units so that an imbalance in revenues received (private vs. public dollars) does not develop.

Any follow-on grant programs should give high priority to the following:

- 1) Improve and expand the women's development program at both sites.
- 2) Establish effective trade and industry advisory councils.
- 3) Consider staff development needs.
- 4) Develop competency-based, individualized and mediated curriculum programs.
- 5) Enrich selected aspects of the student personnel programs, especially job placement and career guidance and follow-up.
- 6) Investigate the possibility of U.S. participant training for the administrative staff.
- 7) Study the feasibility of developing a series of decentralized, field-based programs for mothers, fathers and student members.
- 8) The bulk of new OPG grant monies and resources should go for technical assistance, training and curriculum development, including the purchasing of adequate instructional materials.



**APPENDIX A**

# THE QUITO WORKING BOYS SCHOOL PROGRAM

## PHILOSOPHY AND GOALS

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(Prepared in 1979 by a Special All-School Committee)

### PHILOSOPHY

We are convinced that our Lord Jesus Christ remains between us with all his miraculous power for the glory of the Father and the well being of his brothers. However difficult the oppression circumstances might be, and however ugly the sins of persons impeding human development are, we can only contribute our part and should see Christ's life and victory transforming into reality within us and our collaborators.

In spite of being conscious of our weaknesses and selfishnesses, we trust that the grace of God will always come to us thru our friends; and we trust in our own compromise. We will carry forward this Movement of the Working Boys Center, remaining faithful to the postulates of our rules.

We shall never accept that God's will be that there exist marginal (life) without the possibility of our taking part in Christ's saving mission, for the glorification of the Eternal Father and for the well being of all his sons.

We truly live the reality that God respects the moral liberty and the liberty of self-determination of all individuals; and we do not expect that He can help a person who does not help himself.

### FORMATION AND AID PROGRAMS

#### Personal Development

1. Each person should consider the Working Boys Center as a formation movement for all the members and should give duly importance to each program, whether it be obligatory or voluntary.
2. Each member has the obligation to assist all sessions, as required.
3. Each member has the obligation to render a voluntary service for the rest of the group, at least once a week.
4. The member who has complied with the Working Boys Center training plan and who has demonstrated to be a person of proven loyalty, will have the opportunity to greatly devote himself to the Working Boys Center movement in the following manner:

- a) devote six hours weekly to WBC service, as assistant of programs, in accordance with the Director's wishes.
- b) attend weekly planning meetings, at the Director's invitation.
- c) organize and direct special acts for the well being of all the members.
- d) continue to participate as ordinary member of the WBC.

### The Family

- 1. The working boy who does not bring his family to participate in all the WBC activities, can not be accepted as member.
- 2. The members of a family group have the obligation to fulfill the programs of the WBC, as well as the obligation and responsibility of encouraging and helping one another in order to achieve maximum fulfillment.
- 3. Parents also have the obligation to control the fulfillment of their children under 16 years of age and specially:
  - a) obtain official documents (carnets, birth certificates, etc.) for all members of the family, and
  - b) personally look after their children under 5 years old, when they are at the WBC.

### Loyalty

- 1. Each family will have an advisor with whom the family should collaborate for its progress and that of the WBC.
- 2. This relation shall be maintained through conversations, visits to homes and other procedures.
- 3. The loyalty of each member of each family is proven by his/her attracting and bringing in new persons capable of becoming WBC members.
- 4. Cheating and simulating the fulfillment of obligations are considered grave faults against loyalty and are causes for immediate expulsion from the Working Boys Center.
- 5. Anti-social behavior which might damage the good name of the Working Boys Center is prohibited.

Instruction

1. There are obligatory instructions programs:
  - a) For boys and girls;
    - b) For parents
      - a) Boys and girls:
        - they must finish primary education
        - they must finish pre-vocational education courses at the Working Boys Center; and
        - once finishing the pre-vocational education, they must enroll in some learning program approved by the Working Boys Center.
      - b) Parents:
        - they must finish primary education; and
        - if they voluntarily enroll in another Working Boys Center's training program, they have the obligation to complete it.
2. A family or a member who does not follow an instruction program at the Working Boys Center, will have to be separated from it, unless he or she is considered a program assistant and fulfills the stipulations of Article 4 of the Personal Formation Program.

Religion

1. The WBC has religious activities and proper respect towards them is required.
2. The religious activities have priority among the Working Boys Center activities.

Work

1. The WBC accepts as members boys who are working and earning money. The WBC has the right to approve the jobs of its members in accordance to their age and the capacity and conditions of the laboral market.

2. The Director or the Co-Director of the WBC should be notified when a boy loses his job.
3. The girls, although they do not have the obligation to work, have the moral obligation to contribute to their own development and that of their families, collaborating at home as well as at the WBC.
4. Mothers will work according to their necessities; but the fathers who do not produce through their work, cannot be members of the Working Boys Center.

#### Economy

1. The money deposited at the Center's bank will fall under two categories:
  - a) voluntary savings; and
  - b) money deposits (not guaranteed by the WBC).
2. The voluntary savings will be deposited or withdrawn at the owners request, during the schedule established; and will not in any case, be lost.
3. Money deposits could be lost, without claim if the depositor leaves the Center without completing one of the educational programs.
4. Persons leaving the Center after completion of one or more educational programs, will receive his/her money deposits; and if it exceeds five thousand sucres, will be entitled to receive the corresponding interest from the date five thousand sucres were first accumulated to the date of his/her retirement from the Center.
5. If a boy is being expelled from the Center, he will lose his money in deposit.
6. There are three plans for money in deposit:
  - a) for boys
  - b) for girls
  - c) for parents

## 7. Boys:

Working Boys admitted to the Center will have the following initial deposits:

from 6 to 10 years old:	30 sucres
from 11 to 15 years old:	60 sucres
from 16 years old on:	100 sucres

Each week, each member remaining at the Working Boys Center will have to make the following deposits:

from 6 to 10 years old:	30 sucres
from 11 to 15 years old:	60 sucres
from 16 years old on:	100 sucres

8. These deposits should be made daily or in advance; but the person who delays his/her deposits for a week, will be suspended from the Center until he/she deposits the amount due.
9. Persons who have been suspended from the Working Boys Center for not complying with the deposits and who do not deposit the amount due during a month, will definitively have to leave the Center, without receiving any of his/her money back.
10. Girls:
  - If holding a job at their admittance to the Center will be subject to the same deposit rules as the working boys.
  - If she does not have a job at her admittance, she should make voluntary savings, according to her possibilities.
11. Parents:
  - Parents will be subject to the same rules for money deposits as are the working boys of 16 years or more.
  - Mothers will be subject to rules for money deposits, considering each particular case.
12. Every member having a fixed income, has the obligation to elaborate a budget expense and develop a plan in relation to the amount he/she receives, and should present it to the advisor designated.

### Health

1. Daily showers are obligatory for each member and all members should wash their hands, faces and comb their hair before every meal.

2. The brushing of teeth will be controlled after breakfast and dinner.
3. Clothes shall be as well sewn, as possible.
4. Health Education talks will be given once a month.
5. Medical-dental examinations are obligatory.

#### Housing

1. Each family will have to be an active participant of a housing cooperative, except those families who now own their own house.
2. After being a member of the WBC, a family is not able to live in only one room. For this reason, the WBC requires heavy savings for housing from each family.

#### Recreation

1. The time for recreation at the WBC is established in the following manner:
  - a) persons from 6 to 15 years will be able to attend the WBC after earning the quotas established by the directorate.
  - b) persons of 16 years or more will be able to attend the WBC after their working hours.
  - c) persons performing domestic jobs will be able to attend the WBC after completion of their tasks.
2. Sports championships will be organized at appropriate dates, establishing categories according to age levels.
3. Indisciplinary attitudes will not be tolerated.

#### Admission

1. The family of a single working boy willing to complete the educational programs and other programs of the WBC, may become a member of the movement.
2. In order to be admitted, it should comply with the following requisites:
  - a) the family groups should be interviewed by the directorate;

- b) birth certificates of all members of the family should be presented;
  - c) school certificates, whether they are studying or whether they have finished primary education, should be presented;
  - d) all members of the family must sign and/or put their finger prints on the admission form;
  - e) make the previous deposit for each member of the WBC;
  - f) present a certificate of the employer, a wax can or any other evidence of the actual job of each of the male members from 6 years old on and of the father.
3. Once the admission requisites have been completed, each member will receive his card as "provisional" member. The names of the children under five will be included in their parents cards.
4. The family will be given a one month period to fulfill the following:
- a) bring two carnet size photos of each of the family members;
  - b) obtain approval certificates from the doctor and dentist of the WBC;
  - c) take the WBC authority to visit their home;
  - d) prove their compliance with attendance, maintenance of deposits at the bank, participation in meetings and other programs.
5. Once all these requisites are completed, they will receive their permanent membership cards.

#### Authority

- A. The first authority of the WBC is its Director.
- B. The Director will be assisted by one or more Co-Directors and a professional team.
- C. Every person in charge of a responsibility at the WBC, whether employee, member or administrator, will be respected as authority in his position.

### Suspension

Each program director has the right to suspend from the voluntary programs, to any indisciplined or unreliable member. He could be suspended from meals, or games, without being suspended from other WBC programs.

Suspension time will be up to the person imposing it, prior approval by the Director.

### Causes

- a) A member with no job, and one who does not make any effort to get one, or works even as shoeshiner or ambulatory seller, can be suspended from all WBC programs.
- b) A member who, due to his bad behavior, causes problems with people outside the WBC will be suspended from all WBC programs.
- c) A member who steals, or does not look after the WBC belongings and that of the other members, could be suspended from all the WBC programs.
- d) A member who, in the Director's opinion, is not cooperating with his own development, could be suspended from all the WBC programs.

### Expulsion

The Director is the only person who can expell any of the WBC's members.

**APPENDIX B**

PROFILE OF THE QUITO WORKING BOYS' CENTER GRADUATES  
Interview on Monday, July 27, 1981

NAME	AGE	AREA OF SPECIALIZATION	PRESENT EMPLOYER	DUTIES	MONTHLY SALARY
1. Raúl Córdova	26	Metalmecánica C. Ingeniería Industrial	IRANDINA CARVIN Misceláneos	Representante de Ventas para distribución al por mayor.	\$15.000 A \$18.000
2. Alfonso Lapuerta	26	Técnico M. Industrial	Mecánico I ECASA	Mecánico Industrial	\$10.000 A \$12.000
3. Miguel Bahamonde	24	Mecánica Industrial	PFAPF del Ecuador	Armador de máquinas de coser.	\$ 5.000
4. César Gallegos	24	Técnico en Máquinas de coser.	PFAPF del Ecuador	Técnico	\$ 5.000
5. José Pisñag	25	Soy mecánico en industria, pero soy encargado de bodega en la Empresa ECASA, por cuanto ingresé a ella antes de graduarme.			\$10.000
6. Luis Fuerres	27	Mecánico Industrial	DEKOREL	Mecánico	\$ 4.700

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# Sister Mary Miguel Conway



Being a human being involves one's whole personality. Sister Miguel's personality is as big as Quito which means about one million people, most of them poor. That's where she's lived these past fourteen years.

We all went to the airport a while back to see her off to the U.S.A. for retreat, rehabilitation, reform and some recreation. When we got back home to the Center, eleven year old José Tupiza was in bad shape, all bent around because the only mother he's ever had was to be away for a while. It is holy and good that many boys and girls in Quito have found the "madre" (Sister Miguel) as they wandered seeking a mother in place of what, in one sense or another, wasn't it. José happens to be a physical orphan. So Miguel is his in that special way. There's no tragedy involved. She's back and he's

okay along with everybody else.

I look back and remember an attic into which a B.V.M. Sister, almost five feet tall, serious, businesslike and downright unimpressed, to my first impression, came at my request. It was 1967. I could tell, right off that all my three years of striving for discipline, cleanliness, and overall human development had achieved an "F" in Sister's evaluation; and, as an outdated priest contemplating his modern Church, was I ever nervous that I had asked the Superior General, Mother Mary Consolatrice (Sister Helen Wright, B.V.M.), for B.V.M. help.

Everything changed.

It will never be the same.

Fixed her, though. We all spoke Spanish. She had to live with that, day and night and afternoon. Of course she won the language battle.

In the meantime, she did other things like varnish the floor of that old attic, clean up the kitchen, establish systems controls, set up a few thousand rules to live by for the Center's free-wheeling poor people; and, folks, the really important thing she did, while the petroleum consortium was drilling out the oil which wasn't there until the market ripened green, was dig into Quito a foundation that won't be upset, even by an earthquake.

Stability is only a word until one needs to hold on to it. Then it becomes a person like Sister Miguel.

I personally know a couple of dozen fellows who are crushing thirty years of age and have their wives and their kids and their jobs and sins and their virtues and their solid devotion to Sister Miguel, who made the difference that only a strong personality can make in others.

The Holy Spirit does strange, wild and outlandish things, such as create love out of avarice or out of resentment or out of simple, old contempt for each other. The Holy Spirit of Christ works through terrific people like Sister Miguel who sear this earth with their presence. How's that? Obvious: real love is an awful power, real love pains all within range; real love changes even people.

Most people want to be popular and not hurt others with doses of truth. To our very poor people, nothing is more acceptable than to allow them to be as they are with handouts of sympathy and no honest claims against the sin of staying miserable. Sister Miguel spends her days handing out, but seeks no escapist popularity with male or female. She has a true human-development driver's instinct for the road, and she won't veer off. Not even with the parents and old folks. She's mean to everybody. She wants a change from bad to good.



# THE SHOESHINE SPECIAL

PUBLISHED BY THE PRIESTS, SISTERS AND VOLUNTEERS OF CHRIST OF THE ANDES MISSION

## Dear Folks,

Pax Christi

Some of us are privileged to know how Christ is hard at work changing lives from bad to good through Sister Miguel Conway, B.V.M. We could see it with special clarity at our 1981 graduation ceremonies. Graduation was for the little kids in grammar school, the teenagers in grammar school, the older folks in grammar school (At the Working Boys' Center **everybody** must finish grammar school!), the young folks finishing pre-vocational, the young folks finishing vocational, the older folks finishing apprenticeships in metal,

wood, automechanics or sewing, and the babies finishing day-care and kindergarten. It was wonderful to accomplish another year of education with God's help.

Since 1981 marks the 25th year of her vows as a B.V.M. Sister, we're dedicating this issue of **SHOESHINE SPECIAL** to Sister Miguel and all of you who have helped her be the missionary she is. The reason is that we all know that the Center wouldn't be anything close to the instrument of salvation it is without her.

In Christ,  
John J. Halligan, S.J.

## THIS PICTURE

Is slightly out of focus:



In the background at the left we have the Working Boys' Center's broom for sweeping and for flights in and out for certain important staff members. Then, also in the background, is Ximena, one of our hungry teenagers, talking to Mrs. Theresa Palacios, whom everybody calls "Grandma" because she is that in every beautiful way to the babies in our child care department; and off to the right is Lisa Zhungo, also a hungry teenager, talking to Carmelo Abad

who plans to marry Raul Lopez, another of our young members, on August 29, 1981 at the four hundred year old church of "La Compania" (the Jesuits) in Quito. We've talked to both of them about how it is, but they are determined to get married. Can't stop that stuff. God Himself made a Sacrament of it. The Center is proud of these two brave graduates who are going to do things right.

Now, front row on the left on the bench we have Veronica Vizuete who may never amount to a roll of pins unless the Working Boys' Center survives with its objectives, then Darwin Chamba whose process of evolution will never be disproved because he's doing it at the Center, and Clara Salambay who is so beautiful, she's dangerous.

Then, we also have on the bench Madre Miguel Conway, B.V.M. who continues to give her life, 6 A.M. to 9 P.M. seven days a week, at high spiritual pay of course, to all these other people who love God.

**APPENDIX C**

# B.V.M. Born Not To Be A Saint

Sister Miguel is not struggling for rights of people who can struggle for their own rights, once they achieve personal dignity. She has other fights to fight and has dedicated her life to creating solid moral values among our poor people here in Quito. She gets up at 5:30 A.M. each day and goes down about 11:00 P.M., during which time she has recently been training three hard nuts to replace her at Working Boys' Center Number One, since she's committed to moving out in order to go and get Working Boys' Center Number Two started in October, 1981.

Jorge Borja, Manuel Loachamin and Carlos Gomez, formerly shoeshine boys, are the three terrorists she's breaking in to administer Working Boys' Center Number One. They have things to say about Sister Miguel in this year of Our Lord 1981, twenty fifth year of Sister Miguel's vows as a B.V.M. Sister.



**Jorge Borja says:**

*"I figured she was a nun; but more than that, I've found she is a guide. I can't equal her to another woman in the world. Since I have confidence that life can be good, I see the need for persons who invest love in others. For me Madre Miguel has been a decisive influence in my conscious development of human values which are so needed in the world.*

*And I used to think she was just a nun."*



**Manuel Loachamin says:**

*"In a woman whose only objective is to serve, we're seeing the works of a "madre" sacrificed to serve and love humanity. Justice precedes her and behind her follows the glory of God."*



**Carlos Gomez says:**

*"To the woman who excels all in sacrifice for others: just as a river begins, rises and empties into the ocean for the benefit of its surrounding humanity, so your "example" begins, increases and empties into the soul of each of us who has the good fortune to know you."*

We all thank God that Sister Miguel came to Quito fourteen years ago to give permanent, Christian direction to the Working Boys' Center movement. It's clear already that this doesn't all end when one or another of us goes off to Heaven or if and when the physical facilities go into hock.

Anyway, Sister Mary Miguel Conway, this our poorly written tribute to a genuine human being. Gracias, Madre. Y muchos años mas.

# The Kingdom of Heaven is Rolling Stock

Fasten all goggles for another fast spin around the beggars' track! Christ didn't preach a free ride on somebody else's tricycle with him or her making all the effort. Just the opposite. You pump the pedals and she or he gets the ride. That's the Kingdom of Heaven, a pedalling on up the slope with a couple of other kids on the back step.

The bad news about our tricycle, which is the Working Boys' Center, is not that it's all busted up. It's a ten-speed smoothy. But it needs grease and all the poor kids need rides. We haven't had time to tell you sooner, because we've been too busy borrowing and artfully dodging all over town in order to avert the breakdown. But now there's no way not to take these moments to communicate the S.O.S.

We know very well about inflation. We live with it at twelve percent per month, per month. That's not a misprint. We only buy medicine, food, educational supplies, wages and utilities. Twelve percent per month. Unfortunately, or fortunately, we can't deal in raw materials or straight-faced manipulations. Only stuff to live by.

Eighteen months ago, this classy economic data made us sound to ourselves very knowledgeable about finances. But it is getting to be old and sort of stonewall. "Twelve percent" is beginning to sound like, "Ferdinand and Bull just came in drunk again."

Anyway, you have our word of honor that your donation will be used for the poor on the back step of our tricycle and you'll get proportionate credit for the pedalling effort when we get up to see the Father. -- I mean: no grease, no credit. Watch out kiddo! You'll have a busted bike on your record!



*It's obvious that my mail is not coming through. A couple of years ago this same problem developed and one of the crooks went into the slams. (Probably stayed in for five minutes, for all I know. Appearances are up to snuff here.)*

*So, as a special favor, please send your thousand dollar bills to:*

**John J. Halligan, S.J.**  
Jesuit Seminary and Mission Bureau  
39 East 83rd Street  
New York City, N.Y. 10028  
U.S.A.

**Working Boys' Center Foundation, Inc.**  
D.D. Wozniak, President  
401 Midwest Federal Building  
Saint Paul, Minnesota 55101  
U.S.A.

**John J. Halligan, S.J.**  
c/o Teresa Halligan Pepper  
101 Arthur Street  
Ridgefield Park, New Jersey 07860  
U.S.A.

**but NOT DIRECTLY TO ME at:**

John J. Halligan, S.J.  
Apartado 3112  
Quito, Ecuador  
South America

*We're trying to solve our direct mail receiving problem. Meantime, if your returned check doesn't have a stamped indication of deposit to **BANCO DEL PICHINCHA** on the back, it means somebody else cashed it. If you haven't received a note of thanks or a letter from me recently, it means I never received your letter.*

**APPENDIX D**

## PROJECT EVALUATION ITINERARY

### Phase I

July 17	Evaluation Team Arrived
July 18	Orientation session with Messrs Garza and Maldonado
July 19	Working session in Hotel
July 20 a.m.	USAID/Ecuador Briefing: Messrs Sanbrailo, Diaz, Garza and Maldonado
p.m.	QWBC tour and complimentary visit
July 21 a.m.	In-depth interviews with Sister Mary Miguel, Father Halligan, Frank Zinsler and Piedad Banderas
p.m.	In-depth interviews with Frank Zinsler
evening	Dinner with Father Halligan and Sister Mary Miguel
July 22 a.m.	Orientation visit to QWBC No. 2; Project Report Outline Briefing, USAID
p.m.	In-depth Interviews with Lisa Kohn and Matilde de Avila and 1981 graduates of the Corte y Confección Program: list of women on attached sheet
	Follow-up interviewing with Halligan, Zinsler and in-depth interviews with Carlos Gomez, Marco Polo and Luiz Munoz.
July 23 a.m.	On-site visitation for observation of shop activities and in-depth interviews with all shop instructors.
p.m.	Visit with a participant's family

- July 23 p.m. (cont.) in his home in the outskirts of Quito, pictures were taken and the head of household was interviewed.
- July 24 a.m. Organization and reproduction of the Economic and Financial Analysis draft for presentation
- p.m. Economic and Financial Analysis presentation to AID/Ecuador and QWBC officials at the Center
- July 25 a.m. Writing session, chart elaboration and organization of material
- p.m. Writing session in Hotel
- July 26 a.m. Writing session in Hotel
- p.m. Writing session in Hotel; general team meeting to pull loose ends together and develop a strict working schedule for the final week.
- July 27 a.m. Visit to SECAP, observation of participants in the technical program areas of QWBC and interviews with instructors. In-depth interview with Mr. Marco Polo for SECAP/QWBC vocational training comparison.
- p.m. Meeting with Frank Zinsler and QWBC graduates (list of graduates in Appendix)
- July 28 a.m. Writing session at AID/Ecuador
- p.m. Follow-up meeting with Frank Zinsler
- July 29 a.m. Writing session at AID/Ecuador
- p.m. Writing/"clean up" session at AID/Ecuador
- July 30 a.m. Visit to Escuela Anzoátequi de Artes y Oficios, Benemérita Institución Filantrópica del Guayas in

July 30 a.m. (cont.) Guayaquil for comparative analysis of vocational training

p.m. Finalizing first draft at AID/Ecuador

July 31 a.m. Final visit to QWBC to interview Frank Zinsler and to gather data on costs and program

p.m. Presentation of first draft of Report to AID staff

August 1 Evaluation Team Departed

September 28 Dr. Lamb arrived for final working session and to meet with Mr. Joseph D from ASHA

September 29 Dr. Lamb met with Sister Mary Miguel re the proposed WID OPG project

September 30 Revised drafting of report according to the input from the ASHA representative

October 1 Presentation of final draft to USAID staff

October 2 Departure from Quito

October 15 Presentation of final Evaluation Report to USAID/Ecuador

