

W109

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FIELD EVALUATION OF THE
OVERSEAS EDUCATION FUND

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I. Introduction

A. Rationale

The Office of Private and Voluntary Cooperation of USAID requested an evaluation of the capability of the Overseas Education Fund (OEF) to design and implement projects that achieve greater participation of women in the social, economic and political life of their societies. The information is to assist PVC in their decision on the request by OEF to extend their institutional grant.

The evaluation was carried out by observing two of OEF's projects:

1. Marketable skills training to increase employability of low-income rural and urban young women in Sri Lanka.
2. Regional Legal Services for Women.

The evaluator spent approximately two weeks on site with the skills training project in Sri Lanka and three days (August 12-15, 1981) and one week (August 17-22, 1981) in Nicaragua and Costa Rica, respectively, observing the Regional Legal Services for Women Project.

B. Indicators

The following indicators were used as a guideline for project observation:

- increase in organizational skills
- increase in discipline
- improvement in critical self-evaluation
- improvement in future orientation
- indicators of greater access to the power structure
- indicators of legitimization of project
- indicators of greater influence on local society
- increase in organization's scale and pace of activities

The evaluator sought answers to questions in annex 2, either through observation, discussions, informal and formal interviews, or document review.

II. Evaluation of the marketable skills training project to increase employability of low-income rural and urban young women of Sri Lanka

A. Introduction

1. Objectives

The objectives of the marketable skills training was to increase the employability of low-income female arts graduates in Sri Lanka by the following methods:

1. identifying major factors that inhibit the ready employability of female liberal arts graduates;
2. raising awareness in the public and private sectors of the increasingly serious unemployment problem and seeking support and cooperation for remedial action;
3. planning, implementing and evaluating remedial training schemes to enable young women to seek and maintain employment;
4. identifying resources for supportive services and additional training in public/private sectors and training women in gaining access to these resources;
5. encouraging concerned authorities to re-design the content of education in both secondary schools and universities to meet basic employment needs of women.

The project began March, 1979 and will end February, 1982 for a total estimated cost of \$213,615.00.

The foregoing objective and its accompanying breakdown are a direct response by OEF to a request for technical and financial assistance from the Sri Lanka Federation of University Women (SLFUW). The idea of providing skills training to unemployed female arts graduates was developed principally by Dr. Wimala de Silva, many years a principal of a girls high school, a doctor of education from Cambridge University, London, and past president of the SLFUW from 1957-58, 1969-70, 1978-80. In long discussions with Dr. Silva and reading a variety of her publi-

C. Concept of intermediary/local organizations

The implementation of the Sri Lanka skills training project and the Regional Legal Services Project (RLSP) is carried out through intermediary/local organizations identified by OEF in each country. The organization, although usually not from the beneficiary community, is considered to be sufficiently experienced with and committed to the beneficiary community, and at the same time in possession of the necessary organizational maturity and influence in society's power structure to effectively implement a project for a low-income beneficiary population. OEF usually identifies the organization through their network of contacts within the geographical area.

This pattern of implementation provides a cogent example of what is generally considered one of the more effective approaches to promoting local organization and community commitment to the project. Because OEF selects a local "intermediary" organization who in turn implements the proposal's objectives according to the organization's perceived needs of the particular country, it is essential to separate out OEF's role from that of the local organization. OEF becomes the provider of technical assistance and not the "doer" of projects. OEF's technical advisor's role is to enable the organization to implement the project proposal. The project, in effect, is not that of OEF's but that of the organization's. How close each organization gets to reaching the project's objectives depends on a combination of factors: 1) the political and socioeconomic dynamics of each country; 2) the institutional capacity each organization already brings to the project; and 3) the technical assistance provided by OEF.

D. In sum . . .

The following sections of this report will provide an overview of each project, OEF's role and an assessment of each project against pre-established indicators. The reader is reminded that virtually every person involved with both projects, directly or indirectly, as an implementer or beneficiary, is a woman. The two exceptions to this are appropriately indicated.

ations, the evaluator learned she had anticipated as early as 1948 (when Sri Lanka won its independence from Britain) a growing unemployment problem among arts graduates, especially women. Her anticipation eventually grew into ideas to combat the problem along with and in response to the historical growth of a national unemployment crisis.

Therefore, the proposal accompanying the project is a collaborative effort between OEF and SLFUW to represent SLFUW's decision regarding the intervention measures necessary to begin alleviating this growing unemployment problem in Sri Lanka.

2. Historical factors and present problem

While unemployment of university graduates, especially arts graduates, is a common feature in most economically developing countries, a number of particular factors, as a result of 150 years of British colonialism, have made it especially acute in Sri Lanka and especially for its women.

By the time Sri Lanka won its independence in 1948, English had been for more than a century the medium in which all commercial and professional business was transacted. It was also the medium in which education in the private universities was taught and, consequently, the preferred medium of the upper classes. On the other hand, the essentially uneducated rural population always did and continued to use and speak their native medium of Sinhala.

The 1945 provision of free education throughout the University signaled the upcoming independence and allowed students from both urban and rural low-income brackets to enter the universities. The large influx of monolingual Sinhala-speaking students into the University coupled with the country's need to eliminate the vestiges of colonialism spurred a nationalist movement that eventually had passed into law the teaching of all education in only the Sinhala medium.

Although Sinhala continues to be the medium in which education is

taught, English continues to be the medium in which all commercial and professional business is transacted. In fact, because the policies of the new government (brought to power in 1979) have been to stimulate as much foreign trade and aid as possible, English is increasingly essential in that it is the principal medium in which trade is accomplished. Hence, a main reason for the unemployability of the graduate population is the language barrier. Students are still educated in Sinhala, but they look for work in a primarily English-speaking environment.

The following factors compound the problem: Although the government is committed to providing education to the majority of the population (literacy in Sri Lanka is one of the highest in the world, 82% in 1970), it cannot afford to extend the more costly math and science curricula to the low-income rural sectors. Consequently, the students in the rural sector receive their education primarily in the arts and humanities only to be later met by a job market demanding manpower skilled in math and sciences -- an obvious consequence of the newly stimulated economy. The highly competitive British educational system used in Sri Lanka coupled with the already acute lack of space in the universities only serve to aggravate an already difficult situation. The educational system channels students into different fields of study based wholly on aptitude -- in other words, placement on entrance exams decides the field the student will eventually pursue. There is not any significant allowance for a person's preference. Therefore, if the high school student has only been exposed to the arts and humanities, it is not likely she will be academically competent to follow the math and sciences. The highly competitive educational system and the space shortage are dramatically demonstrated by the following figures: of the 40,000 people who take the advanced level exams (those necessary to enter the University), only 25,000 people pass. Of those 25,000 people, there is only space for 5,000. Thus, of those students who can take advantage of the opportunity to test for entrance into the University, only 1 out of 8 are actually afforded entrance.

As a consequence, the government has spent its resources on educating the country's youth in the Sinhala medium for the arts and humanities field to have them ultimately seek jobs demanding English proficiency and skills in the math and sciences. Unfortunately, because the universities recently won autonomy, the government is hesitant to try to influence too drastically the university's curriculum in areas such as the addition of more vocationally oriented subjects and job counseling. This hesitancy is exacerbated by the fact that the government already tried one vocational training scheme through the universities in the 1970's as a response to the 1971 student uprising, and it failed. Moreover, regardless of the independence won in 1948, a number of indicators demonstrated a persistent false sense of values created by the old colonial system, implying that higher education is to refine and not necessarily prepare one to enter the job market. The evaluator gathered this from 1) an attitude expressed by the Secretary to the Ministry of Higher Education with regard to vocational training: he referred the evaluator to the Ministry of Youth Affairs and Employment replying that the issue was not of his concern; and 2) from an interesting response received from one of the arts graduates trainees to the question as to what she principally learned from the on-the-job skills training component. She replied, "I learned how to work with people less educated than I." This person, illustrative of most trainees, comes from parents who work in the rice paddies and earn an average family income of \$172 per year (average per capita income in Sri Lanka is \$220). She is the only person in the family, and possibly in the whole village, who was able to enter the University, much less complete her education. She is forced to face a job market for which the University did not prepare her; her family is expecting her to be the most economically successful of all the children and to make major economic contributions to the household; while the government is sending her frequent notices demanding payment on a loan which she took out to cover her room and board at school.

The fact she is a female exacerbates her plight. The female unemployment rate in Sri Lanka is double that of men, while the proportion of male to female students is almost equal. Women also tend to be more

often in the arts curriculum than men, with women forming less than 25% of the total student enrollment in the country's technical institutions. Many women enter teaching after their university training (70% of teachers are women, although only 16.6% of all university teachers are women). One does not need university training to become a teacher.

3. The Sri Lanka Federation of University Women

The Sri Lanka Federation of University Women is a non-profit professional organization established in 1942. It has a membership totalling 250. Its objectives are to foster cooperation and understanding among all university women; encourage women to take part in public life; safeguard women's rights and campaign against existing inequities. The educational goals of the SLFUW include adult education; continuing education; employment of women, especially university graduates; self-employment; career aids; vocational training; in-service training and sponsorship of young graduates by senior members.

The SFLUW has three major affiliations: The International Federation of University Women, Geneva; The International Alliance of Women; and the Sri Lanka Women's Conference. SLFUW publishes an annual report and a quarterly newsletter and prepared "Aims and Achievements of Women's Associations in Sri Lanka," for the International Women's Year Conference in Mexico City in 1975. The Federation women raise funds as a group and receive financial aid from foundations and organizations.

The SFLUW has ongoing and ad-hoc courses designed to improve the employment possibilities of young graduates. Four SLFUW Council members are on the committee overseeing the USAID sponsored "Status of Women" study. The Federation has been very active in providing opportunities for women in education. Its major achievements independent of OEF include three undergraduate scholarships for women per year; teaching English classes for university graduate women; establishing a hostel for undergraduate women, which was jointly sponsored by World University Services; and equipping a wing of Vidyalankara Uni-

versity as a hostel for students and visitors.

B. Administrative organization of project

The skills training project was designed and implemented by the SLFUW with minimal but indispensable technical assistance from OEF. The director of the project is Sri Lankan identified by the SLFUW in collaboration with OEF. She received two months of orientation and technical training from OEF in Washington, D.C. to begin the project. This included:

I. At American University

A. An overview of research techniques and procedures relevant to the Sri Lanka project.

B. The four studies:

1. the mail survey
2. editing procedures
3. coding
4. tabulation system
5. open-ended questions
6. case studies

C. Reading material

II. Variety of meetings with different institutions (see Annex 9 for a detailed breakdown of her training in Washington).

The SFLUW formed a committee of twelve SLFUW members to oversee the operation of the project. In effect, it functions as a board of directors. Ten subcommittees were organized to provide their particular expertise to the project (see Annex 6 for individual's expertise on committees):

1. Phase II action committee
2. Committee of lesson writers
 - lesson writers of first intensive English course
 - lesson writers of follow-up English program
3. Sub-committee for the English teachers workshop
4. Media sub-committee
5. Sub-committee for developing creative thinking
6. Sub-committee for the teacher-pupil report workshop
7. Sub-committee for policy matters

8. Sub-committee for preparation of recommendations
9. Sub-committee for evaluation
10. Sub-committee for public relations

The following includes the project's staff:

1. Project director
2. Project assistant
3. Typist
4. Secretary
5. English coordinator
6. Public relations coordinator
7. Social work trainee counselor

The project was housed in one large room in the University of Colombo, which the University offered. The space was totally inadequate for the magnitude of the project's undertaking. Seven individuals worked in one 12/12 foot room without a telephone. In fact, it was amazing that the project was able to be adequately administered from one room. The skills training in English and job adaptation took place in other facilities. The skills training for the classroom theory took place through contractual agreements with either a training institution or university on site at their facilities. Needless to say, the on-the-job training took place on-the-job, placing the trainees in cooperating companies, hotels or government ministries. The project itself was not a part of the University's activities.

The administration of the project was generally accomplished without difficulty. As opposed to the regional legal services project, OEF was not required to nor was it necessary to provide technical assistance in specific organizational development of the SFLUW. Although at one point the project director indicated that the SFLUW project committee was not taking on their share of the responsibility for the project, this had no longer been the case for over a year.

The project director does not perceive herself as a part of OEF, but as the director of the skills training project of the SLFUW, receiving financial and technical aid from OEF.

As will be mentioned in the regional legal services project, one of OEF's objectives apparently has been to encourage "ownership" of the project by the local intermediary organization in order to stimulate a greater local commitment to the objectives and allow the project to adapt accordingly. Since the SLFUW and the project director have shown themselves to be highly qualified and efficient administratively, implementation of the project has not been interrupted because of organizational immaturity such as that found in the regional legal services project, as we shall see later.

C. Description of project implementation

1. Introduction

The project is divided into two phases:

Phase I - research and survey, (12 months)

Phase II - action program (18 months); as is mentioned throughout the proposal, the specifics to the design of Phase II were not a part of the proposal but were based on the results of the research completed in Phase I. Review page 11a and page 11b for a graphic analysis of Phase I and Phase II.

a. Phase I - research and survey

1. "to identify the factors that impede the employment of women liberal arts graduates
2. to assess the employment needs in the public and private sectors
3. to identify the major areas of training that would enhance the opportunities of women graduates for such employment."

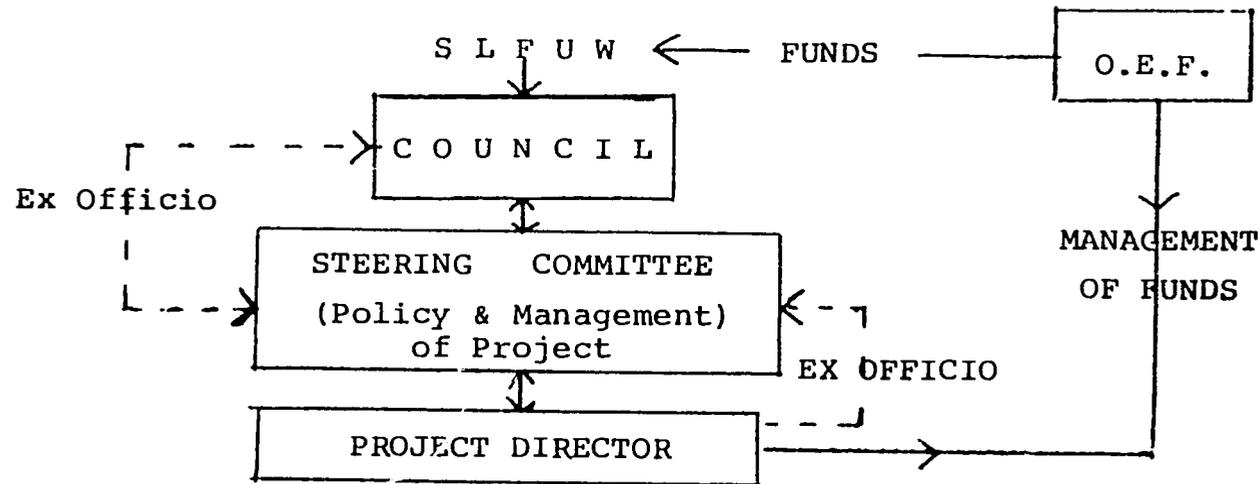
All of the objectives were completed through the following activities:

1. preliminary survey of all female arts graduates between the years 1972-1977 - survey population of 4,320.
2. follow-up survey of the respondents to the preliminary survey of female arts graduates - survey population of 2,977.
3. in-depth interviews of 35 selected women graduates.

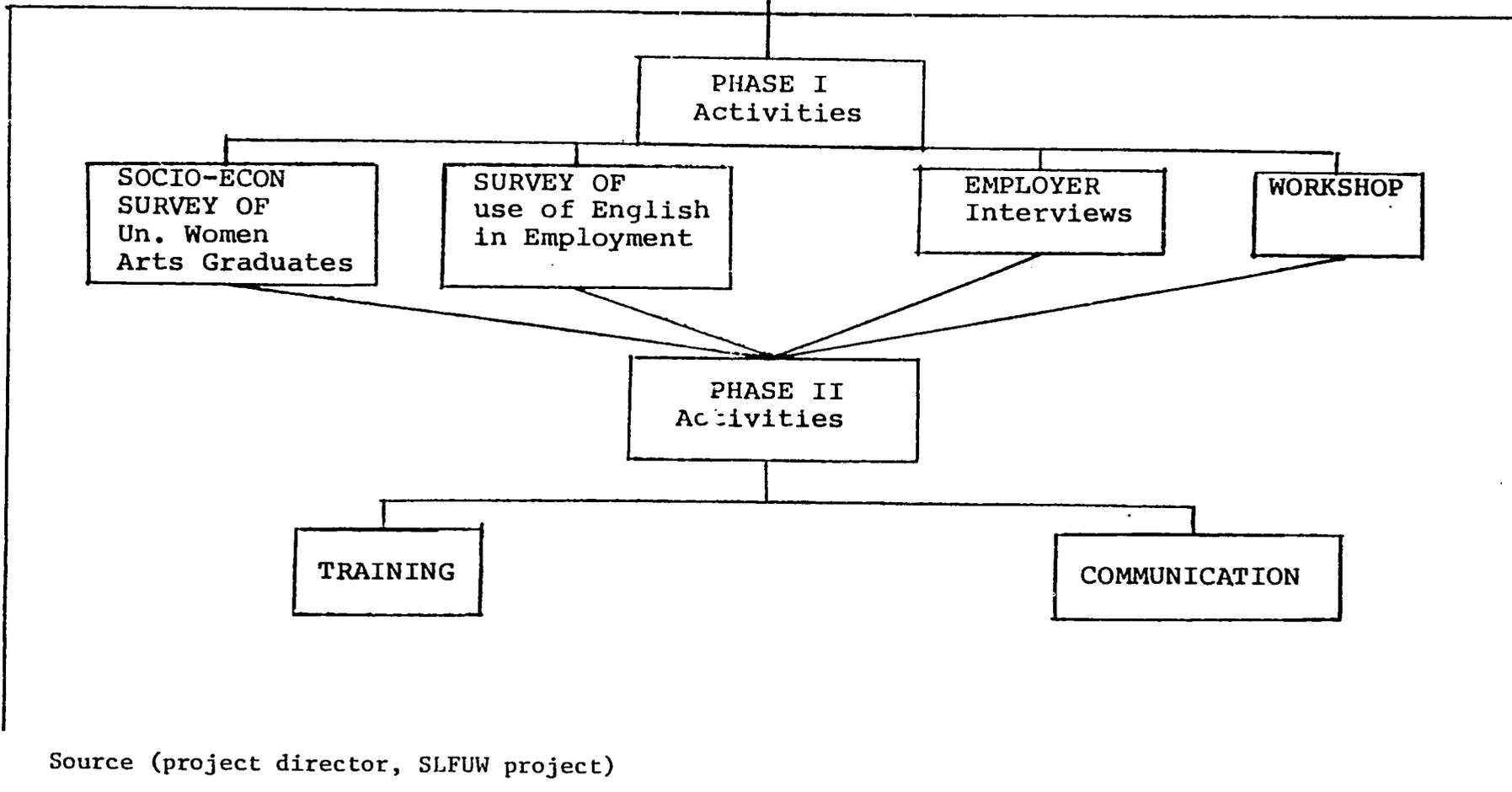
4. study of the use of English in employment
5. interviews with selected employers to define the available job market
6. workshop on unemployment and underemployment of the female arts graduates.

Each of these activities was systematically and meticulously researched. Because the evaluator was not in Sri Lanka during the Phase I year to observe the research, the time and resource limitations of this evaluation do not justify rewriting what has already been well written. The evaluator directs the reader to the "Report on the Study of Unemployment among Women Arts Graduates" by SLFUW which accompanies this evaluation, in which activities, design, implementation, results, conclusions and impact of Phase I of the project are explained in detail. The three major inadequacies in SLFUW's performance in Phase I are identified by the SLFUW as the following:

1. The SLFUW project committee felt that the objectives of the preliminary survey of all female arts graduates could have been combined with those of the follow-up survey. Fewer respondents would have been lost by eliminating a second questionnaire and the time spent in conducting the second survey would have been more productively employed.
2. The job categories identified for which the project eventually provided skills training (accounting, social work, research, computer programming, management, draftsmanship, and hotel services) were the direct result of interviews with selected employers. The project team felt a market survey was needed which specified upcoming openings by field and the companies having these openings. However, the job categories identified by the project as having a high and increasing demand is a consensus shared with every other institution and individual questioned by the evaluator. Management trainees felt misled when their on-the-job training consisted mostly of clerical work, the rationale being that they needed to first familiarize themselves with an office environment before contemplating a true management position. Many of the trainees were already being interviewed and placed in

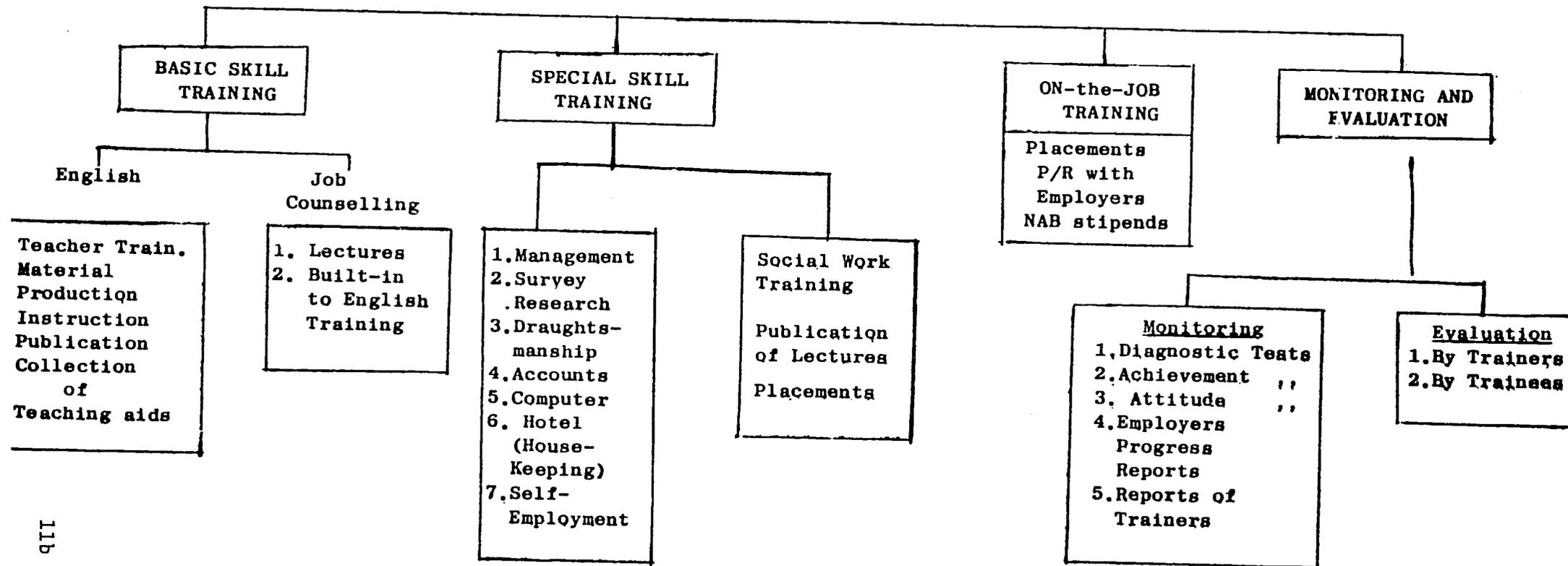


PROJECT ADMINISTRATION



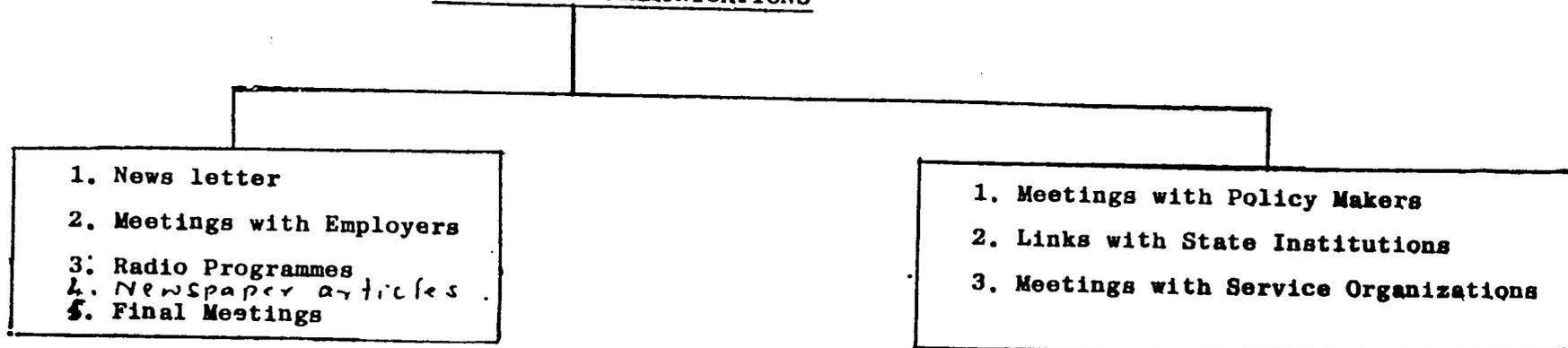
Source (project director, SLFUW project)

PHASE II TRAINING PROGRAMMES



11b

PHASE II COMMUNICATIONS



permanent jobs during the evaluator's site visit. Because of the efforts of the public relations coordinators to contact employers and set up interviews, this last minute workload may have been reduced if more specificity of the job market would have been achieved at the beginning.

3. The project team felt they did not begin planning Phase II action program soon enough. They felt time was wasted waiting for the final results of Phase I (culminated in the employers' workshop) to be tabulated and analyzed before initiating preliminary steps for the planning of Phase II. It is at this point, the assistance of OEF was critical and indispensable. The SLFUW, although a group of highly educated and disciplined scientific researchers, had never really implemented what would be called an action program. At their request, OEF sent a consultant to provide them guidance in how to translate their research efforts into concrete plans of action of a manageable size. For example, the team originally wanted to offer skills training to every unemployed respondent available from the follow-up survey (465). By going through a step-by-step inventory of the resources actually available to provide the skills training, the OEF consultant demonstrated the long-term validity of providing quality training to a smaller group (50) as opposed to providing less adequate training to a larger group. Nonetheless, the SLFUW felt committed to providing at least some training, if only an intensive English course to each of the available unemployed students. In total 169 unemployed arts graduates received training; 107 received on-the-job skills training combined with intensive English job adaptation training, and another 62 received only intensive English/job adaptation training. See Annex 11 and page 17a.

b. Phase II - action program

The major objectives of Phase II included:

1. training women graduates in identified marketable skills:
 - a. teaching functional English for business and professional communication
 - b. skills training
 1. teaching classroom of job skill theory
 2. on-the-job training

2. training women graduates in job adaptation skills
3. creating public awareness of the need to absorb women into the economy and communicating to the prospective employers the specialized skill training that the trainee is receiving
4. assisting women graduates in contacting potential employers
5. affecting changes in the educational system and the hiring perspectives of employers.

2. Analysis of Phase II

a. Selection of trainees

Trainees were selected for the project based on their response to a mailing that was sent to each unemployed arts graduate respondent to the follow-up survey of Phase I, regardless of income level (see Annex 4). The mailing requested their 1, 2, 3 preference of the indicated job categories. The project, after first making an effort to assure themselves that the person's indicated preference corresponded, at least to some extent, to interests reflected in her university education, they matched them with available on-the-job training slots already offered by employers (either as a result of the workshop or other contacts), the potential trainees availability for the training and her ability to find transportation to class or relocate temporarily in the city. It was the intent of the project to provide some kind of training to each respondent to the second survey who could be available, whether it be only basic skills/ESL, only on-the-job placement experience or a combination of both.

b. Objectives 1 and 2:

1. "training women graduates in identified marketable skills"
 - a. teaching functional English for business and professional communication
 - b. skills training
 1. teaching theory in the classroom
 2. on-the-job training
2. "training women graduates in job adaptation skills."

These two objectives represent the crux of the project. Functional

English was taught to 186 trainees either in a 6 weeks intensive English/job adaptation course prior to on-the-job training or an 8 weeks course or integrated with on-the-job training. Final testing for their competency in English took place during the evaluator's site visit. As a consequence, the results were not yet available at the time of the evaluator's departure. Nevertheless, throughout all of the interviews with the evaluator, the prospective employers providing on-the-job training indicated that the English of the trainee had improved markedly from their first month in training.

The SLFUW project requested from a variety of sources English as a second language (ESL) material, and then did a major readaptation of the materials relevant to the Sri Lanka environment and culture. They also create their own materials. A list of the type of materials the project has developed is included in Annex 7. As will be noted, many of the job adaptation exercises are included with English material. They are invaluable to the growing ESL needs of Sri Lanka. It is everyone's hope that the funding will be accessed to print the materials soon.

The project, having taught English, not as a traditional university course but as ESL or functional English, has made major inroads in pioneering ESL for Sri Lanka. The Sri Lanka educational system is just beginning to acknowledge the need to teach functional English and not English as a traditional elective subject, where one learns only to read and write the language. The SLFUW project will have been the first to develop the needed materials for teaching and training the teachers needed for teaching them. Most of the teachers in the SLFUW project were originally teachers of traditional English but are now proficient in ESL and are already being sought by the University to teach ESL. One teacher, who has been asked by the University to teach, interestingly enough, was not already a professor of English but learned to teach ESL with the project. As a matter of fact, the evaluator is presently sending brochures to the project staff, requested, by them, on the degrees available in ESL through the universities in the United States.

Job adaptation skills were taught the trainees in conjunction with their English as a second language course (please note materials list in Annex 7). In fact, much of the self-confidence building skill exercise served also as ESL exercise. Combining these two objectives was essential in that the ability to speak English is inseparable from the confidence needed to do so. For example, the personnel manager of a hotel with on-the-job trainees commented that "trainees know more English than most of the people they work with, they just won't speak up and use it." As a consequence, a lot of the training involved exposing the trainee to the urban working world. The reader must remember that the trainee has come from a low-income rural area, with an average income of less than \$30 a month, and although she went to the University, the campus which she attended was most likely in a rural area. She took courses such as Buddhist philosophy and the history of Sri Lanka, totally in a vacuum from the urbanized business environment. This is indicated time and again by the project director's comment regarding the surprisingly little worldly knowledge the trainees brought with them to the project. This was also due in part to the fact most newspapers are in English and not Singhala, the native language of the trainees. One of the ESL exercises involved teaching reading comprehension of the newspaper, developing the habit of reading the newspapers regularly and training them in how to use the newspaper to look for job opportunities. Job adaptation training, of course, took place during the trainee's on-the-job placement. Much of the assertiveness seen growing in the trainees by the employers was described by the employers and project staff trainees alike as a direct result of the on-the-job training, positively reinforced in their job adaptation/ESL training.

The ESL/job adaptation training was provided in a variety of modes, either as an:

1. Intensive six week basic skills/ESL course followed by an ongoing once a week course integrated into the on-the-job training schedule

2. Only an intensive eight week basic skills/English course with no subsequent on-the-job training, or
 3. A basic skills/ESL course integrated into the on-the-job training schedule (this group received no prior intensive course).
- See Annex 11 for specific breakdown of the ESL training.

In retrospect, the project feels that more time is needed to bring the trainee to a higher English proficiency and assertiveness level prior to being placed in on-the-job training. This feeling is shared by most of the potential employers as seen in the final evaluation they were asked to do on the project's skill training. The project judges that up to six months rather than six weeks of prior English training is necessary. This would avoid compromising the trainee's experience gained on the job because of a strong lack of assertiveness and English skills.

On-the-job skills training was not originally included as an objective in the proposal. The proposal merely stated that classroom training would be provided for particular skill areas. Not until the employers at the employers' workshop strongly recommended and offered on-the-job training placements for the trainees did the SLFUW decide to add it to the training scheme. See Annex 17 for the letter and materials sent to prospective employers by the project in search for on-the-job trainee placements.

129 entered and 109 trainees were in the process of completing classroom theory and on-the-job training in either:

- accounting
- social work
- research
- management
- draftsmanship
- hotel services

Of the total, 22 had dropped training, making a drop-out rate of 5.8%. The on-the-job training ran approximately 11 months with the classroom theory given on Saturdays. An ongoing English class was attempted as a part of one working day, but the employer some-

times did not allow the trainee to leave her work site to participate in the class claiming it was too disruptive to her work schedule. It is interesting to note that of the 22 that dropped training, 21 reportedly dropped because they found permanent employment, one dropped for "personal reasons."

A sample of the kinds of private companies that had demonstrated interest in hiring the trainees (other than companies which already had on-the-job trainees) include:

1. Lever Brothers - 5 accountants
2. Planters association (see letter in Annex 16)
3. Brown's Group and Co. (business in hotels, airlines, travel agents) - accountants and bookkeepers
4. Hebtulabhoy and Co. (transport of tea) - accountants
5. United Tractors - accountants and management
6. Whittal and Bousteads (hotel business) - accountants

Placing trainees in on-the-job training situations is a new concept for Sri Lanka and needless to say, requires quite a bit of cooperation from the offering employer. Although most of the employers complained of the lack of confidence and shyness the trainees originally demonstrated, they were, nevertheless, impressed with how the trainees "blossomed" with the exposure to the working world. In general, the employers felt the cognitive skills of the trainees to be superior to those of their counterparts, in addition to the fact that they were university educated while their counterparts were not. Nevertheless, the employers complained that it was time consuming for them to be orienting a trainee when they should be working on their own specific job. Interestingly enough, the two employers who most complained, one a private import business placing account^{ants} / and the other a hotel placing trainees in hotel services, were permanently hiring the trainees. It is the evaluators opinion that the advantage of a university educated on-the-job trainee far outweighs the disadvantages with respect to their employer. The employer is essentially receiving an employee without cost who initially may incur an outlay of time and effort, but eventually becomes one of the better disciplined employees. For example, one of the more appreciated qualities of the trainees

TRAINEE JOB ABSORPTION

Specific skills training	Entered training	Drop outs	Known definite absorption 7/27/81	Number placed	Waiting for interview (vacancy known)	Total trained
Accounting	11	2	5		4	
Social work	23	1				
Research	15	0	5*(3)		7	
Computer programming	2	2				
Management	45	12	4*(1)		9	
Hotel services	13	4*(5)	3		1	
Draftsmanship	20	1	2		10	
TOTAL (7/27/81)	129	22				107

17a

Notes: Number of placements not known at the time of evaluation.

Average entry salary of each permanent placement - 600 Rs (\$37.00).

Each absorption has promotional possibilities according to interviews with employers by project director.

Research (3)* Want to absorb 3 at SLIDA but need to wait conversion process from government agency to statutory board (corporation) because as a government institution they cannot absorb them because of government freeze. Conversion should happen in July-August.

Computer programming* English skills needed too deficient. Did not perform well at aptitude test. Finished first 6-week module, did not go to the 2nd one.

Management (1)* One trainee has found job, but dropped it to take teaching job.

Social work* PLAN told me informally that he was absorbing the trainees with him.

Hotel services (5)* One of these 5 transferred to management training.

expressed to me by the employers was their punctuality.

The evaluator observed a course being taught to the trainees in drafting. (Accompanying this evaluation are some photographs of the drafting trainees and their work.) The particular professors of this course were from the School of Engineering at the National University who offered the course on Saturdays. The professors felt that just one day per week was not sufficient to bring the arts graduates up to par to a beginning draftsman, but it did allow them to at least enter a job as a "tracer" which would lead to a full draftsman position after a number of years experience. The professors felt that the students were very enthusiastic and disciplined relative to their other students in engineering. One professor was delighted to have given the course, because he now has the course designed for and the experience in teaching his discipline to individuals who are not technically familiar with the material. The ability to conceptualize the course, making it understandable to lay persons, was considered the greatest challenge he had confronted in teaching.

Many of the possibly more human problems that can develop in fully preparing the rural trainee to function in an urban environment are easily overlooked when drawing up an employment and training scheme. The trainees were placed on a tremendously rigorous schedule of on-the-job and classroom training with which they had no familiarity. Most of the trainees were also living in the city away from home. The stipend they were provided was inadequate for room and board requirements. Because of the frustrations that developed from an overburdened schedule, not speaking the language, and having to adapt to an unfamiliar environment, the trainees needed someone in the role of a counselor, to which the project director began feeling she did not have the time to devote. As a consequence, she did arrange to experiment having a person play the role of a counselor for the last training class in social work. This, she learned, absorbed much of what otherwise had been time demands on her.

It was the general consensus among most of the teachers and employers that more time was required for each area of training. The SFLUW project committee has learned much about the rural university educated Sri Lanka female and what the present day Sri Lanka economy demands of these women to make them employable. Many of the job placements secured by the trainees did not require a university degree, although most did require a proficiency in English and/or some proficiency in math or science. Upon first glance, this might seem self-defeating for the project. However, the advantage, acknowledged by both the employers interviewed and the SFLUW project staff, is the greater promotional possibilities for the trainee as a result of her university education. For example, the training in management required that the trainees first learn the basic systems involved in operating an office. On-the-job training, therefore, really became training in clerical functions. Regardless, a high percentage of trainees dropped out of the "management" training. The evaluator interviewed two management trainees and they expressed their frustration with not being trained as a "manager." The project director sympathized with them, but the attitude expressed by the employers was that "these women have never even been in an office before ..." The expectation, of course, and one reinforced by the employers themselves is that these trainees will be promoted more readily than their counterparts without university education. To whatever these trainees will eventually be promoted remains to be seen.

There is an interesting distinction between the government sector jobs and the private sector jobs. Usually, in the private sector virtually the only needed qualifications are assertiveness and mastery of English. Most companies are willing and many times prefer to train their employees. The government sector, on the other hand, does not require, necessarily, a proficiency in English. It does require a skill proficiency with the appropriate academic standards set by the government. The problem, here, therefore, is that the trainee in the government sector cannot be absorbed in permanent employment because she would be discriminating against those that are coming into the system through the standardized

channels, bringing the appropriate credentials. The evaluator does not know whether this was considered by ^{the} project during design stage.

Two further constraints with respect to job absorption include political influence and accreditation. The evaluator asked the trainees what they identified as the principal major barrier to them getting employment and they replied almost unanimously "lack of political pull." It is the evaluator's understanding that many jobs at all levels, especially in the government sector, are dependent upon one's party affiliation. Since a new party was just elected to power in 1979, the evaluator imagines there have been many people of the old party left without work. This was evident in some of the frank comments made to the evaluator by the trainees that "I can't get a job because my father was in the old party." The existence of an old-boy network is common knowledge to the population in Sri Lanka and something the project understood had to be tolerated.

Accreditation was, in the evaluator's opinion, another significant constraint to the skills training component of the project. The evaluator asked the SLFUW committee if university accreditation could be secured for the training course, investing in the training a greater tangible, more marketable value in the form of legitimate university credit. The SLFUW committee reacted quite quizically to the question stating that such schemes were still not acceptable in Sri Lanka. Moreover, the British education system was inhibiting in such regards.

As mentioned earlier, the project team, although not obligated to do so, felt committed to securing jobs for the trainees. Their commitment was based on a fear of creating even greater frustration in the trainees who have just spent another year in a remedial program beyond their 4 years at the university and may still not find a job to even begin paying off their vast debts to the government for their university loans. Interestingly enough, the evaluator found in interviews with the trainees that they were indeed

growing anxious to find a job, ^{although} they all thoroughly appreciated the SLFUW project training. Their experiences and exposure to a more worldly environment were seen as an invaluable aid in the process of enabling them to work in a professional capacity in their country.

A major problem did arise with the project in regard to securing a stipend for the trainees. The evaluator does not know why the project did not originally contemplate at least some necessity of a trainee stipend. Because the records reveal that the trainees come from households with incomes of less than \$192 per year, any relocation or even travel would involve an increased outlay of funds for the trainees' support. Ultimately, the National Apprenticeship Board (NAB) of Sri Lanka agreed to provide them a stipend of 300 rupees (\$18) which the trainees were asked to return when possible (although the request is not legally binding). Conversations with project staff reveal that developing the administrative mechanism and relationship with the NAB was an inordinately time consuming bureaucratic nightmare, and the stipend eventually proved to be inadequate. The Ministry of Youth Affairs and Employment, in their scheme to virtually duplicate the project, is heeding the mistakes made by the SLFUW's pioneering efforts in employment and training and is increasing the stipend to about 550 rupees (\$34).

c. Objectives 3 and 4:

Objective 3 - "creating a public awareness of the need to absorb women into the economy and communicating to the prospective employers the specialized skill" and

Objective 4 - "assisting women graduates in contacting potential employers"

These objectives have been elements that have permeated most of the project's activities. The trainee was given many ESL exercises which involved how to contact employers, how to look for a job. They were given frequent exercises in reading the classified section of the newspapers and following through on any potential

job opportunities advertised. During this final stage of the project, the public relations committee was organized to be solely responsible for contacting potential employers, explaining the quality of training and setting up interviews for the trainees. When the evaluator was on site, she witnessed calls and letters coming in requesting interviews for trainees. Many inquiries began to come even from businesses who had not been directly contacted by the project staff itself but had heard by word of mouth from other employers. (See Annex 16). A workshop was also planned for late August to invite potential employers to meet the trainees.

The project director feels the public relations committee set up to contact employers began functioning a little too late in the life of the project. Although informal relationships had been maintained by the project with employers all along and a lot of publicity had been generated as a result of the employers conference over a year ago (see Annex 25), an ongoing systematized effort to keep informed of the job market and to publicize to prospective employers of upcoming availability of the trainees would have alleviated some of the anxiety that the evaluator noted was beginning to build toward the end of the project. Unfortunately, the project staff relied too heavily on the trainees themselves to "hustle" for jobs. It was obvious their shyness was not going to be overcome sufficiently in just a year's training, nor did they have sufficient free time in their schedules to job search.

The employers workshop at the close of the research phase I generated a tremendous amount of publicity (see Annex 20) and proved to be not only an invaluable planning tool to strategize the following action phase of the project, but also an excellent mechanism for generating publicity for the project (see report of Phase I). The project was going to have a further workshop in late August to bring together prospective employers and the trainees.

d. Objective 5: - "affecting changes in the educational system and

the hiring practices of employers"

In Sri Lanka the job market changes overnight because of the developing economy. Educational systems respond to these changes slowly. The outlays of funding and trained personnel required to adapt the educational system more appropriately to the job market are practically prohibitive in a developing economy. What develops, therefore, are stopgap measures such as remedial intervention employment and training schemes like the SLFUW project. In turn, a project such as theirs influences or "applies pressure" to the educational system, along with possibly other measures, as a part of the process of development.

The SLFUW project was, indeed, a pioneering effort in combating Sri Lanka's unemployment crisis. The government considers expending effort and dollars in making the country's university arts graduates marketable as the most appropriate population with which to work because the government has already invested in educating them in the universities. The SLFUW project for all its intent and purposes, is being duplicated by the new government's Ministry of Youth Affairs and Employment (see Annex 18). The Ministry admitted to the evaluator that the SLFUW project was really "one jump ahead of the government" having been able to have had the resources for designing and implementing a training scheme for Sri Lanka's unemployed arts graduates as efficiently as they did. (Of course, he qualified this by saying the government also had approved a similar project in 1979 -- at the beginning of the new government -- corresponding with commencement of the SLFUW project, but "you must understand how much red tape is involved between the time the government approves funding and when it is eventually appropriated.") (He also followed this by a request to the evaluator for AID funding ...) In addition, the chairperson of the SLFUW project committee has been asked to sit on the Ministry's Planning Committee for Employment and Training because of her work with the SLFUW project.

The fact that the SLFUW was training exclusively women was also seen by the government as very appropriate with respect to the

present unemployment situation. The Middle East is attracting inordinate quantities of the skilled male labor force from the surrounding Asian countries. As if the unemployment situation was not sufficiently acute, as soon as Sri Lanka can produce skilled labor, they leave in droves for much higher paying jobs in Saudi Arabia, for example. The skilled females, on the other hand, refuse to go to the Middle East because of what is considered a prohibitive cultural environment for a professional woman. Maids have begun to go to the Middle East but if any of the rumors that abound in Sri Lanka as to what happens to them are valid, they are only going out of dire desperation for employment. Consequently, the Sri Lanka government sees the female population as the most stable and, therefore, a better guarantee on their investment in training. Annex 19 is just one of the many articles appearing in the newspapers reporting on new non-traditional training ventures with women.

D. Evaluation conclusions and recommendations

1. The SLFUW project exceeded the general objectives identified in the proposal. The project targets, on the other hand, were much too ambitious for the resources allocated (see Annex 10). The evaluator sees the targets served more as ideals for which to strive.
2. Project identification and preliminary proposal development by OEF with SLFUW appears to have been carried out in an exceptionally professional manner (quantifiable preliminary data collection and lack of organizational in-fighting). The minimal but critical technical assistance in action project planning provided the project by OEF was considered to be invaluable by the SLFUW. The SLFUW, because of this assistance, has learned to design and implement an action program, something in which they were previously inexperienced. Its relative success as a pioneering effort to impact unemployment has won the SLFUW credibility and professional influence in the Sri Lanka government.
3. The project itself is now an employment and training model being used by the Ministry of Youth Affairs and Employment (see Annex 18). Since the project responds to an unemployment problem not uncommon in developing countries, it has strong replicable potential. The key factor, of

course, is identifying an intermediary organization like the SLFUW that holds sufficiently sophisticated research skills with a non-paternalistic commitment to economically enabling low-income populations.

4. The expertise of the SLFUW project director would be a useful resource for other Asian or other third world countries working in employment and training programs.

III. Evaluation for the Regional Legal Services for Women

A. Introduction

1. Project development and objectives

The regional legal services project is being implemented through local intermediary organizations within three countries of Central America: Honduras, Nicaragua, and Costa Rica. Originally the project was to be implemented with an organization in the Dominican Republic rather than with one in Nicaragua. During her initial introductory visits to each organization and country selected, the OEF technical advisor hired to implement the project decided that the organization in the Dominican Republic was not institutionally capable of managing the responsibilities involved (review amendment to grant no. AID/LAC - G 1352). At such time the OEF technical advisor herself initiated negotiations to implement the project in Nicaragua. As a result of the change in organizations, it is important to keep in mind that the project in Nicaragua began operating in May, 1980, six months later than the other two projects in Costa Rica and Honduras.

Because time and resources appropriated for the evaluation were limited, the evaluator was only able to visit the Nicaragua and Costa Rica sites of the regional project. Although 2/3 of the regional project was observed, overall evaluation is rendered inconclusive because the socio-economic and political configuration of each country varies significantly, and it is in response to these configurations as to how legal services projects develop. This response, coupled with the varying levels of institutional capacity already being brought to the project by each participating organization exacts varying configurations of technical assistance from OEF. As a consequence, these major variables render generalizations about the Honduras project or OEF's role in it (derived solely from observations of the projects in Nicaragua and Costa Rica) unreliable. In fact, these major variables require that each project be considered independently from the other.

Goal

" ... The improvement of the socioeconomic conditions of Latin American women by improving the legal status of women via legal reform and a more equal implementation of civil and other legal codes."

Objectives

1. "To establish legal service centers that provide legal services, counselling and/or referral to other socioeconomic services for low-income rural and urban women in Nicaragua (substituted for the Dominican Republic), Costa Rica, and Honduras;"
2. "To educate women throughout these countries regarding their legal rights as well as available legal and socioeconomic resources to help them improve the quality of their lives;"
3. "To improve the de jure status of women in these countries;" (legal reform)
4. Although the following is not listed in the proposal as a specific objective of the project, as will be explained, proves to be a principal objective with regard to the role of OEF:

"... strengthen the capabilities of these local women's organizations and associations to carry out the objectives identified in 1, 2, and 3 above."

The implementation of the regional legal services project (RLSP) is carried out through intermediary/local organizations identified by OEF in each country. For this evaluation it is essential to separate out OEF's role from that of the local organizations, hence the necessity for the evaluator to emphasize the importance of sub-objective #4 above. OEF's technical advisor's role is to enable the organization to implement the project proposal. The project, in effect, is not that of OEF's but that of the organization's. Objective #4 is really OEF's objective so that the organization can accomplish #'s 1, 2, and 3. How close each organization gets to reaching these objectives depends on a combination of three factors: 1) the particular needs of women within the political and socioeconomic dynamics in each country; 2) the institutional capacity each organization already brings to the project; and 3) the technical assistance provided by OEF.

2. Pattern of application of objectives by country

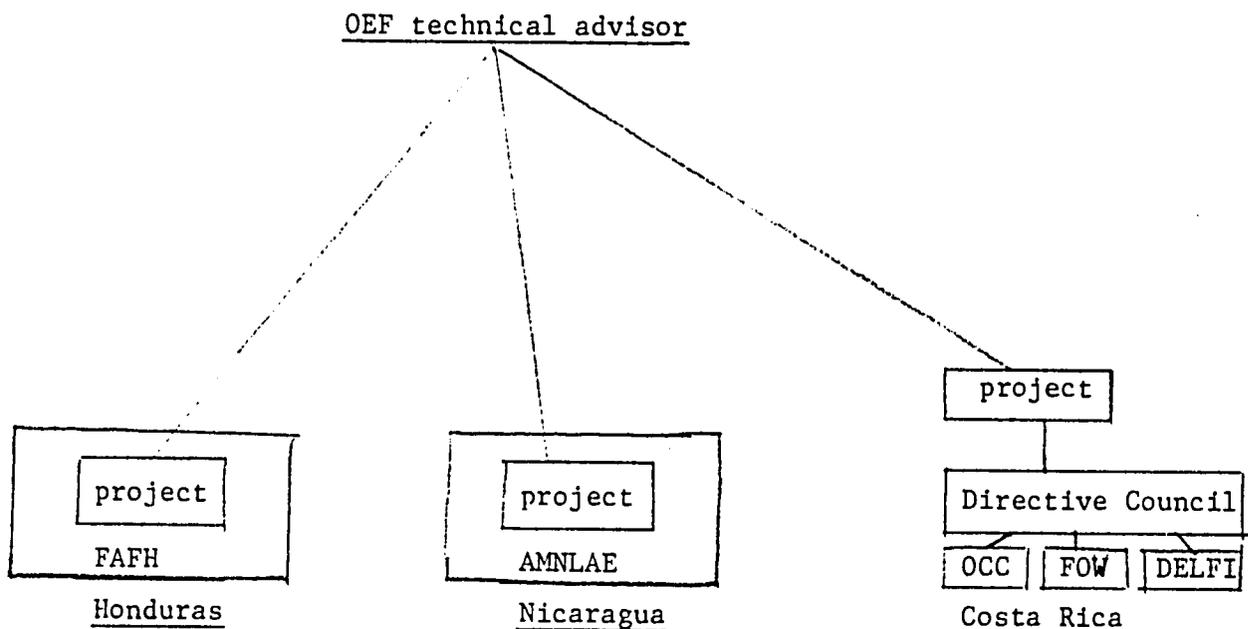
The statement that an overall evaluation by RLSP is inconclusive because only two sites of the RLSP have been visited can be appreciated when the variations in the implementation of the country are understood.

One, or a collection of groups were identified by OEF in each of the three countries as being interested in providing some sort of legal services as part of their own organization's stated goals and objectives. Because of the political makeup of each country and institutional capacity of each organization vary considerably, each organization implemented the goals and objectives according to its ability ^{respond to} its country's socio-economic and political framework. OEF encourages the organization to take the responsibility in deciding the direction the project should take. For example, the legal project in Nicaragua has identified legal reform as a more urgent need than legal services for women because 1) the unique post-revolutionary processes going on in Nicaragua allow for change more easily and 2) the fact most of the legislation under consideration has not been changed in Nicaragua for many decades (it is generally recognized that Nicaragua's civil code, for example, is considerably backward in comparison to that of Costa Rica and Honduras). The organization also has a greater institutional facility to do legal reform than legal services because they, as an organization representing a membership of 20,000 women, have a member on Nicaragua's co-legislative body, the Council of State (more or less equivalent to the U.S. Congress). This actually makes the organization part of the power structure vesting in them the responsibility to promote reform appropriate to their constituency.

On the other hand, the legal services project in Costa Rica (although more energy has actually been spent on developing institutional strength) identifies their primary desired objective as delivery of services rather than reform. As the project director in Costa Rica stated, "the laws in Costa Rica already reflect equality with regard to sex. Our problem is 1) educating the populace, both male and female, to the existence and significance of these laws, and 2) providing the services so that the laws can be applied effectively." The fact that more energy has been spent on the organization's development rather than delivery of direct services is due in part to the particularly awkward organizational structure used to oversee the project. The structure is the collective

participation of three distinctive organizations learning to work together by collaborating on this project through the mechanism of a directive council.

3. Organization of the Regional Legal Services Project



The Regional Legal Services Project is implemented through the following structure: OEF hires a person with a title that vacillates somewhere between project director and technical advisor. In actuality, this role is essentially acted out as that of technical advisor with each of the project sites having a project director. For example:

- The Federation of Honduran Women's Organization (FAFH) has a project director for their legal services project;
- the Association of Nicaraguan Women "Luisa Amanda Espinosa" (AMNLAE) has a project director for their legal project;
- the Integrated Labor and Economic Development for Women (DELFI), the Organization of Costa Rican Citizens (OCC) and the Federation of Voluntary Organizations (FOV) collaborate on a directive council which appoints a director to its legal services for women and family project.

To a greater extent in Costa Rica than in Nicaragua, the project itself is attempting to meet objectives other than those already established by the organization. (Although, it must be noted that one of the organizations

involved in the Costa Rica project did make an attempt and failed at delivery of legal services . Interestingly, the OEF technical advisor was never made aware of this by the organization.) An additional contrast is the project staff which, in Costa Rica, is hired by the directive council outside of any of the three collaborating organizations. In Nicaragua, the staff of the project is the staff of the organization and in many instances has other responsibilities besides the project. For example, the project director in Nicaragua made it clear to the evaluator that "the project is not a separate unit within the organization, it is the organization." In a sense this is true because legal reform is one of the principal objectives of AMNLAE, and as a consequence the project and the organization have evolved into one entity to a certain extent.

4. Methods used in the evaluation

a. Interview/discussion

- key project staff and committee members
- members of other institutions or groups collaborating with project
- direct beneficiaries of project
- local USAID personnel

The evaluator attempted to follow a structured interview, but in light of certain constraints (see annex1) placed on the evaluation outside of the control of the evaluator, she was in no position to impose her format at the expense of interrupting already planned activities of the project. These constraints will be identified in the following section. Consequently, either very open ended interviews or discussions were held.

b. Observation

The evaluator was fortunate to have been included in a variety of the ongoing activities of the projects:

- committee meetings
- delivery of legal services
- pre-assembly meetings

c. Document/file review

- those which the evaluator could assess

(Footnote: The evaluator would like to express her appreciation to the OEF technical advisor for the use of her project reports. Since the evaluator was not able to gather much documentation^{on} either of the two legal services projects nor spend sufficiently extensive time with staff, she drew heavily from the progress reports to fill in inconsistencies in her information.)

5. The "Regional" quality of the Regional Legal Services Project as was inferred earlier, the regional legal services project presents a semantics problem in that each project site is in effect a separate and independent project in and of itself. Nonetheless, this is not to say that there is not a regional quality to the project. On the contrary, the two regional seminars held with the three projects have inspired a cross-fertilization of ideas on various legal service models and legal reform possibilities. A variety of comments were made to the evaluator from both countries as to how the seminars helped the groups set further goals, refine the ones they had, and stimulate creative thinking. The project in Nicaragua found the first seminar particularly helpful because the Nicaragua project was brought on six months after the other projects and, thus, had the opportunity to learn from preliminary efforts tried by the others. The project director in Nicaragua commented that "we were able to formalize our particular strategy more clearly after having heard the results of other groups' initial experiences, and we learned for example, that Nicaragua was behind other countries with regard to a family code." As a result of this awareness, Nicaragua has initiated an actual exchange of information of the various legal systems existing in each country between the project groups. The seminars were also especially useful in maximizing OEF's technical assistance. The evaluator, through review of examples of materials used during the seminars, learned that the OEF technical advisor utilized and disseminated a wealth of OEF-designed training materials, such as: idea development exercises; planning tools; applying a theoretical framework to a specific project; steps to developing a training plan; planning and programming exercises; formulating objectives; inventorying resources; evaluation approaches; legal services models; life skills exercises; and carrying on group discussions. It is interesting to note that during an interview with the evaluator, a lawyer on

Nicaragua's Council of State expressed that "all those color-coded materials used at the seminar have been the most effective tools I've found to use in my work with the Council of State, as well as with all the other legal groups with which I work in international conferences. They are priceless."

The regional quality of the project, therefore, is not reflected in standardization of each project, rather in particular comments such as the one above that indicate 1) a better understanding of neighboring countries and 2) an increase in knowledge of technical tools.

6. Summary

The following identifies the major issues to be considered as the reader makes conclusions with respect to the regional legal services project:

- a. The evaluation was beset with a number of complicating factors (see memo under separate cover) that inhibited a more systematic evaluation.
- b. Because of the contrasting political and socioeconomic configurations in each country and varying levels of institutional strength brought to the project by each organization, each project site should be evaluated in terms of three separate projects.
- c. OEF's role in the legal services project is primarily responsive, providing 1) a general enough framework of goals and objectives in an organized fashion to accurately reflect the specific goals and objectives expressed but not fully formalized by the organization involved; and 2) providing the technical assistance for the organizations to carry out the goals and objectives.

OEF has focused its energies in the areas where the project has required it. For example, Costa Rica, because of its already complicated organizational arrangement, required that OEF invest much of its efforts in developing institutional strength to help them focus on the project at hand in a way that would override any one organization's interests. On the other hand, in Nicaragua, the project feeds off and moves forward on its own ebullience and "commitment" -- to such an extent that it can lose sight of its destination. In this case, OEF plays more the role

encouraging greater reflection and documentation of their ambitious actions. Additionally, since the kind of technical assistance OEF provides/^{such as} various non-formal adult education approaches to problem solving and participatory involvement in planning and programming designed to reach a low income population, all essentially reflect, in a more specific manner, styles of work processes that coincide with many of the Nicaraguan values, there is no "attitude" problem so to speak, with those involved in the legal services project in comprehending this. On the contrary, the group in Costa Rica, with the exception of two or three key individuals, does not demonstrate a serious understanding based on experience or involvement with the beneficiary population for which it is supposed to be providing legal services and hence does not reflect an appreciation for some of the style of technical assistance provided or even for that matter, agreement with the objectives of the proposal. For instance, the coordinating chairperson of the project in Costa Rica made a point of telling the evaluator that the "legal services doesn't necessarily have to be for only lower-economic income women; middle class women have problems, too."

In sum, perhaps the most distinctive impression gained from observing OEF in the field is that the women within the intermediary organizations see the project as "their" project and invest in it accordingly. On the other hand, the problematic area for OEF is in identifying those organizations which have the potential to relate to and access the channels of influence within their countries while not losing touch with or understanding of the designated beneficiary population.

B. The Legal Project of AMNLAE in Nicaragua

1. Staffing and organizational pattern

The project in Nicaragua is incorporated within the organization AMNLAE (Asociacion de Mujeres Nicaragueness, Luisa Amanda Espinosa). As mentioned earlier, AMNLAE claims a membership of 20,000 women. This figure becomes more significant when seen in relationship to a country with a total male/female population of no greater than 2.4 million. The organization is structured on a national and departmental level and as a consequence of the revolution of July 19, 1979, evolved from another pre-revolutionary organization AMPRONAC (now defunct). Contrary to the other groups in

Honduras and Costa Rica, the OEF technical advisor responsible for the regional legal services project and not a prior OEF project development person made the first contacts with and selected the organization in Nicaragua.

AMNLAE became familiar with the project in March, 1980 and became officially included in May, 1980. The organization was in its own formative stages when it became familiar with the project. Because the objectives of the project were to a more specific extent the general goal the organization eventually formalized as its own, the evaluator assumes the project proposal in some ways helped AMNLAE to focus their activities. Their stated objectives are:

1. To guarantee emancipation of the woman.
2. To promote a more conscious and qualitative participation of women.
3. To combat the manifestation of institutional inequality and general discrimination of women by the organization in which she is involved.
4. To promote and stimulate cultural and technical improvement of women in order to qualify them for participation in social and economic activities over and above those involving under-employment and towards those opportunities traditionally reserved for men.
5. To promote greater status of domestic maid work elevating it to a category of work socially recognized by putting emphasis on the creation of child care services for the working women.

The legal project within AMNLAE focuses on the specific objectives of legal education and legal reform. Legal services is perceived as a need but more so as a necessity following major legal reform. The unique ability of the project to concentrate on legal reform is vested in AMNLAE having a member on the Council of State (comparable to U.S. Congress) as a representative of its 20,000 members.

Summary of project activities

The two principal activities of the project are developing the organiza-

tional capacity and accompanying mechanisms for the preparation of legislative proposals to be presented to the Council of State and organizing and following through on broad based discussions in the form of assemblies (town meetings) held throughout the country for the purpose of consultation with and education of women on the issues contained in the legislative proposals. In addition, preliminary negotiations are presently being held with the University in an attempt to establish a legal services center.

Roles of project personnel

Since the project is fundamentally woven into the fabric of the organization, with many individuals doing a variety of overlapping tasks, it is sometimes difficult for an outsider to separate out roles and responsibilities specific to the project. Nevertheless, the following positions make up the project team:

- the project director
- coordinator of AMNLAE's activities in the urban area and secretary
- head of organization commission
- coordinator of international projects
- administrator (male)
- advisory council of lawyers
- representative to Council of State

The offices of AMNLAE are housed in Managua. Submittal and presentation of reforms, understandably, takes place in the Council of State. Since the organization is both national and departmental, there are also offices throughout the country. Keeping to an on-going schedule of assemblies requires strong link-ups and coordination with these departmental offices coupled with a reliable means of transportation.

During the evaluator's visit, personnel of AMNLAE were terribly busy in meeting an early September, 1981 deadline to have their reform "Patria Potestad" (parental authority and child custody) ready for presentation to the Council of State. Consequently, and with respect to the other factors already mentioned, the evaluator was unable to spend what would be considered sufficient time with any one person involved in the project.

2. (Objective 4) - "Strengthening of women's organizations that are coordinating the legal service centers" -- a. outputs

In order to fully conceptualize the totally fluid environment within which the organization AMNLAE is working, one needs to experience a revolution -- or at least to have been closely associated with one beyond the intellectual and professional level. In Nicaragua, all pre-revolution systems have been dismantled and re-organized. Everyone in all policy making positions at all levels of organization are new and many inexperienced in administration. Those who were guerillas in the revolution are now leaders having to take on the totally new roles of setting policy and administering a government that is continually having new systems installed. Since this total revamping of an administration is something few have really experienced, it may be difficult to fathom having every value, systems, behavior, etc., of your environment sanctioned differently than it had been up until July, 1979.

The atmosphere is pregnant with what many like to term commitment - identified by an apparent willingness to work overtime, volunteer free time, work for minimal salaries, and remain (in stark comparison with that experienced in Costa Rica) significantly unconcerned with personal differences. Ideals for every activity are sometimes set unrealistically high and not prioritized. (For example, the legal project, with its limited technical and financial resources aims to develop a complete Family Code within which are contained numerous laws, each one needing to be dealt with individually.) Within AMNLAE, there is an unmistakable air of many people doing many activities and taking on responsibilities which they never had an opportunity to have before.

It is in this environment that the OEF technical advisor is providing institutional and development assistance. Some of the more formalized technical assistance training has been provided within the following formats: two regional legal services workshops of four days duration; one workshop on models of legal services; and a series of training workshops held during every week to two week visit the OEF technical advisor makes to the project site. During the evaluator's site visit, for example, the technical advisor had prepared a mini-workshop for the project team on the following:

1. delegation of authority

2. analysis of time use
 - weekly activities plan
 - daily list of activities
3. meetings
4. how to say "no" without offending

The following is a list of ideas identified in one interview session with a volunteer of AMNLAE as to where OEF has made major contributions to the organization:

1. "mastery of concrete accounting system..."

As an example, the evaluator was able to observe the OEF technical advisor do some excellent trouble-shooting in precisely this area. During the evaluator's interview with the project director, she asked whether there was any area in which they had problems with OEF. It was understood that on the contrary, the relationship was dynamic and a useful one -- except for the system used for funds disbursement. Apparently, reimbursement for costs had been delayed for two months. The project could therefore not depend on the arrival of the reimbursement/advance to cover the ongoing costs. The head of the international projects finally brought her concern to the attention of the OEF technical advisor who spent a number of hours with the project personnel going through their accounting systems in detail. In the process, such problems as inconsistent recording of dates and incomplete documentation were identified. The technical advisor also found sources of funds in the project's budget that were not being used, because the project was unclear on the line item flexibility available. Nevertheless, the principal difficulty with regard to fund disbursement was delays caused by the diplomatic pouch system used by OEF to mail checks and irregularities in the Nicaragua mail system. All the other minor errors succeeded in masking the root of the problem, causing unnecessary strains on the working relationship. Had it not been for the OEF technical advisor's patience and understanding of the accounting system, the problem would never have had as clear a resolution and understanding by both parties.

2. "ability to do a participatory discussion session."

The following is a glimpse at the kind of specific understanding

of group dynamics required by the technical advisor. The evaluator and the OEF technical advisor observed the project director lead a preparatory training meeting of promoters (eight market women and community organizers) for an upcoming assembly. An objective of the meeting was to familiarize the participants with the material that was going to be discussed in the upcoming assembly and in the process motivate group participation. Although the evaluator felt the participatory response by the group was relatively successful, the OEF technical advisor took particular note of the style of delivery, stating that, although the project director was gaining more confidence and skill in managing groups, she still required a better sense of the dynamics if the project expected reliable feedback from their assemblies or expected to further train others in group dynamics. We mentioned, for example, that during her delivery, the project director strongly encouraged the group to speak up and contribute their feedback and comments on the material presented. When a woman finally felt comfortable enough to make a comment, the project director unconsciously cut her off in mid-stream. As if unaware of the woman's effort to contribute, the director began repeating again to the group "we women must speak up. I encourage all of you to speak what you're feeling and thinking. As women, we must learn to speak up."

These seemingly insignificant incidents can be responsible for the success or failure of a particular activity -- being able to bring them to the attention of the person involved in a constructive manner requires skill in observation, training and diplomacy of the technical advisor.

3. "setting more realistic objectives."

4. "setting priorities." Although still believed to be an area where much work was needed.)

Contributions from OEF stated by the project director as having been valuable to the project were the training sessions in:

- planning methods
- how to avoid waste of human resources
- utilization of time
- efficiency
- the materials in the regional seminars

In addition, OEF was seen as "flexible" and "solid."

Organizational strengthening is also provided by OEF through a number of individuals directly related to the project. For example, a lawyer who works on the Council of State is very interested in the project and invests her time giving it technical assistance. The lawyer sees as one of the principal keys to success of the project's legal reform efforts is the ability of AMNLAE's member to the Council of State to give a timely and effective presentation of legislative proposals. According to the lawyer, such an effective presentation depends on AMNLAE's ability to "not parrot what they feel the government wants to hear but to assertively address and present the needs expressed by the broad based population from which they have been gathering feedback." Because the lawyer is highly respected by AMNLAE, the OEF technical advisor has been wise to consolidate training approaches and materials with her so that 1) the project gets continued and consistent support while OEF is not in the country, and 2) the technical assistance received holds greater credibility by having come from a Nicaraguan as well.

b. Problems

The zeal and enthusiasm with which the project is implemented has its drawbacks. The rapid pace of all activities as a result of the revolutionary processes going on in the country causes an attitude of "no time for technicalities." For example, although the project director appreciates the technical assistance provided in the area of long range planning, she nevertheless stated to the evaluator, "you never know what's going to happen in two weeks from now." In a real sense, she is correct. Because structures and systems of the government are in continual flux, each activity, in order to survive, needs to know how to continually respond and readapt to this flux. The OEF technical advisor agreed that "long range planning" is the area in which she must concentrate much of her energy. Comments gleaned from her conversations: ... "not getting it written" or "not used to looking back at plans..." reflect this. The one interview the evaluator was able to have with two members of the project pointed out the ambivalence of their particular attitude toward such concepts as plans and precision. For example, the following are answers to the evaluator's questions:

- Q. What are the objectives of your organization? (Apparently, in an effort to second-guess the evaluator's position, the immediate response was:)
- A. We don't have quantitative objectives ...
- Q. Have your objectives changed during implementation of the project?
- A. The objectives don't change but the programming, yes, changes. Anyways, established programs are of no use right now, only general objectives are necessary.
- Q. Did you encounter any constraints in planning and implementing the project?
- A. The project is not isolated. It is part of the revolution -- the process -- the project adapts itself to the situation.
- Q. What has been OEF's contribution?
- A. Program planning, utilization of time and efficiency.
- Q. What do you identify as weaknesses in the project?
- A. One needs to avoid rigid projects.
- Q. What is your opinion of OEF's relationship to the project?
- A. OEF has been flexible and solid with us.
- Q. What improvements can you suggest for the project?
- A. We need more training in how to give conferences and hold meetings. We need funding to do a scientific research on the legal system in Nicaragua.

It is apparent that the organization 1) does not feel it can afford to prioritize their needs and follow through on such activities as long range planning and scientific investigation but 2) understands they are necessary.

3. Objective 3 - "To improve the de jure and de facto status of women in these countries." (legal reform)
- Objective 2 - "To educate women throughout these countries regarding their legal rights as well as available legal and socioeconomic resources to help them improve the quality of their lives."

These two objectives are not divided programmatically in the Nicaragua project and given ^{the} particular political reality, it is apparently a pragmatic approach.

a. Outputs

The project has concentrated on the preparation of legislative proposals for consideration by the Council of State. This has involved research on the issues, consultation with women from various social sectors, drafting legislation, lobbying support from other institutions and defending it in the Council of State.

Since the Council of State opened in May, 1981, AMNLAE has presented one proposal (the adoption^{law}) which has passed. They are presently preparing various chapters of a legislative proposal for a family code, which they will begin presenting in September, 1981.

The OEF technical advisor pointed out the significance of having had the adoption law pass. AMNLAE specifically chose to begin with the adoption law because it was deemed less controversial than some of the up-coming aspects of the new family code presently in preparation, such as Patria Potestad (child custody and parental authority). They were able to present this first legislative proposal without a lengthy struggle and hence gained credibility as a member on the Council of State. In addition to gaining credibility, they also gained the necessary experience in the process of developing legislation.

The methodology they have developed to prepare legislative proposals includes research, consultation, meetings, drafting legislation and presentation to the Council of State. The research strategy involves a collection of existing statistical and other information relevant to the legislation from the various ministries, a comparative analysis of similar legislation from other countries and a study of the current Nicaragua legislation.

Consultation takes the form of assemblies (town meetings) held in various departments (states) of the country. For example, in developing the adoption law, twenty assemblies were held in the capital city alone in such areas as the market place, hospital, government agency, or a neighborhood. The assembly is organized through the network of AMNLAE departmental offices and usually attracts a crowd of 20 to 110 participants. The assembly meeting includes a presentation of the present law (rewritten in lay person's terms) and a discussion of its weaknesses and possible modifications. The promoter, trained by AMNLAE to hold these meetings (as indicated earlier, they are usually women

from the community representing some leadership position) familiarize themselves with the material and receive some preliminary guidance on the basics of data gathering. They are asked to carry out the ensuing discussion so that responses can be categorized by 1) consensus of work group 2) positions of sub groupings 3) individual opinions. The meetings are all taped so that the responses can be checked for accuracy.

The preliminary meeting observed by the evaluator was designed to prepare promoters to give an assembly on the issue of Patria Potestad (parental authority, child custody). The project director, leading the discussion, first read the law and encouraged input. The issue at stake was that the current law designates the "father" as primary authority over the child and not the mother. Moreover, it covers only children born within a legal matrimonial contract. One woman recounted her case of having had the father of her 4 children abandon the family when all the children were young, then recently return to claim them as his. Although the present law states that the father has legitimate authority, the woman replied, "there is no question as far as I am concerned, that I have the authority." This discussion as well as the ensuing ones were very useful in understanding the variety of contexts and circumstances from which the women draw to identify their problem of, let's say, parental authority and child custody.

Shortly following these preparatory meetings, assemblies are held and legislation then drafted based on a combination of the research and the result of these assemblies. An advisory council of lawyers is asked to review it. For example, as a result of the preliminary research and the above particular discussions, AMNLAE's position will be to extend parental authority to the mother and to include children born out of a legally established marriage.

In order to make a presentation and open it up for debate, four other members of the Council of State must support the presentation. AMNLAE works through a variety of public media to gain this needed support for proposals. They have time on television and radio and have also organized public forums and community theater performances of their issues. Unfortunately, the evaluator did not have the opportunity to observe any of their use of media, except for a newsletter.

The evaluator asked the project director which were the primary issues AMNLAE had identified for presentation of reform proposals. She stated the following as the major need areas expressed by consensus of the women in the first assembly meetings of 1980.

- 1) Parental authority/child custody
- 2) Maternity rights
- 3) Rape to be considered a public rather than a private crime
- 4) Equal pay
- 5) Family patrimony
- 6) Integration of prostitutes into society

The project director drew three major priorities from these need areas in which AMNLAE will begin drafting legislative proposals:

- 1) Wife beating
- 2) Parental authority/child custody
- 3) Habitation rights

b. Problems

The evaluator was not able to sufficiently interact with the project staff to understand the relationship between the major need areas identified and the three priorities, nor was she able to acquire a comfortable understanding of what the staff perceived as major problem areas. Moreover, the documentation was not accessible to identify progress and/or lack of on each of the specific activities.

There are many questions as to the details of each phase of the research on the legislative proposal, such as: how is the pattern and frequency of assemblies determined or what methods of statistical analysis are applied to arrive at conclusions on need areas. Based on a variety of comments and observations, many of these research processes do not seem standardized. In fact, the project itself reflects an apparent contradiction with respect to their appreciation of scientific research. On the other hand, the project director and director of international programs expressed the need for financial assistance to do a scientific investigation of the Nicaragua Legal Code, but on the other, the evaluator was told that quantitative objectives were not necessary. This contradiction may well be in part due to the revolution's philosophical rejection of science because of

its virtual lack of consideration for any quantitative factors and therefore inhumane as opposed to the necessity of the project to get a firm handle on the substance of the legal system in order to produce adequate reforms.

The concomitant unexpected cancelling and rearranging of meetings and activities observed by the evaluator also decreases their control over the frames set to accomplish objectives. For example, the training to be given by the OEF technical advisor was cancelled and postponed to a later date. The evaluator's first meeting with AMNLAE was postponed, and a meeting at the national headquarters on the significance of Patria Potestad was cancelled. In addition, a theater presentation on legal issues was cancelled.

This is not to say that the need to improve execution of a variety of these processes is not recognized -- although not made directly evident to the evaluator, by reading the kinds of technical assistance the project has requested from OEF (specialized training workshop on research methods, both conventional and participatory, and a workshop on time management and organization) as well as the comments made with respect to OEF's contribution, reflects an understanding of an effort to target their problem areas.

4. Objective 1 - "To establish legal service centers that provide legal services, counselling, and/or referral to other socioeconomic services for low-income rural and urban women ..."

a. Outputs

Although the project team clearly places their primary efforts in legal reform for women, the establishment of legal service centers has remained on their agenda from the beginning because of the continual reinforcement from the lawyer in the Council of State and the negotiations currently in progress with the University to establish one. From the evaluator's discussions with the lawyer, it is apparent that more specific plans are in the making. In fact, the lawyer told the evaluator she had already prepared a course for law students who would eventually participate in delivering legal services to women. Moreover, many of the materials to be used are adaptations from those provided by OEF.

A further suggestion for legal services made by the project director was to use assemblies held in various neighborhoods and among different social sectors to educate the populace on the legislative proposals as a further local monitoring mechanism for the legislation after it is passed. Her rationale was that since the populace was aware of it and had provided their input to the legislation, they, in effect, own it and, consequently, have a responsibility to its implementation. This idea was never elaborated.

b. Problems

Legal service delivery is counterproductive if more frustration is created in the client because of lack of follow-through on each case. The evaluator assumes that the project's commitment to time frames and an orderly system of objective accomplishment will have to be more tightly controlled if the project wants to avoid this and embark on a successful direct delivery of services.

5. Evaluation conclusions and recommendations

1. In light of the current cautious relationship between the United States government and Nicaragua, an evaluator representing USAID should never have arrived without proper and sufficient introduction. Time is essential to build relationships of absolute trust and confidence. The slightest misunderstood action can create an atmosphere of distrust and suspicion.
2. The OEF technical advisor has been exceptionally perceptive in gauging her relationship with AMNLAE. She should continue to strengthen her relationship with the Council of State lawyer who understands the necessity for and has an expertise in long range planning and is respected like a sister among the project team. Together they can reinforce the importance and usefulness of long range planning to the legal project.
3. Although the evaluator was not able to observe the files kept for the project, gathering from comments made by the OEF technical advisor, documentation of activities, recordings of meetings and other events, etc., are not extensive. The evaluator would recommend making an effort to impress upon the project team the importance of maintaining such documentation if only for historical records during this unique time in Nicaragua's history.

4. More experience is needed in understanding the potential value of evaluations, both conventional and preparatory.
5. More media materials should be designed and printed from the project's activities to use as training materials.
6. OEF should provide the project even more materials on legal systems in other countries to assist their comparative analysis of legal codes and to generate further ideas and strategies for reforms.
7. More training needs to be given to AMNLAE members on the departmental level so as to alleviate some of the responsibility concentrated on one or two national level personnel for organizing and implementing the assemblies.
8. The needs of the community need to be more accurately analyzed and categorized. This would then serve in preparation of specific training materials for the eventual delivery of legal services.
9. There is a critical lack of books and legal reading materials in Nicaragua. Much of these materials was destroyed during the war. Now, since most of the country's resources must be spent on their priority needs of food and machinery, there are no resources for printing. Access to any materials is crucial to the project.
10. There needs to be funding provided to the Nicaraguan government to gather major statistical data. No one knows exactly what exists in the country. There are no recent or accurate data on population, per capita income, literacy rates, major exports and imports, education, health, etc.
11. In general, more training in long range planning is required -- thinking precisely about what is feasible given the other simultaneously occurring events, and the available human resources.
12. The evaluator recommends that some precise thought be given both by the PVO and OEF to where the funding will come from next. For example, to pay the project director's salary or the gas that is being used for transportation to assemblies throughout the country. The evaluator was told that because the legal project is essentially the essence of the organization itself, the project will continue after the funding for this project stops. The organization's fund

raising and proposal writing department is beginning to receive funds from a variety of European countries which may eventually be usable for the project. For example, the project director indicated that the United Nations just provided them with a substantial grant. The evaluator does not know the amount.

13. The type of relationship between the OEF technical advisor and the local USAID mission is apparently appropriate to the situation. The OEF technical advisor maintains open communication with the local USAID mission and the local USAID mission is supportive and non-judgmental. Since the evaluator could not identify any source of conflict or misunderstanding, it may be worthwhile to examine the relationship more closely in an effort to establish workable guidelines for future centrally funded PVO projects.

C. Legal Services for the Woman and Family Project, Costa Rica

1. Staffing and organizational pattern

The project is carried out through the collaboration of three distinct organizations:

- DELFI -- Desarrollo Economico Laboral Feminino (Integrated labor and economic development for women)
- OCC -- Organizaciones de Ciudadanas Costa Riccenses (Organization of Costa Rican citizens)
- FOV -- Federacion de Organizaciones Voluntariados (Federation of Voluntary Organizations)

The collaboration is acted out through the mechanism of a directive council which meets once a month. The members of the directive council include the president and executive director of each participating organization, with the president of DELFI acting as the coordinating chairperson.

Because the directive council, vested with the responsibility of carrying out the legal services project, is not recognized as a legal body in and of itself, one of the three organizations was chosen to lend its own legal status in order for the contractual financial agreement to be signed with OEF, and thus to have an appropriate channel through which to disburse funds. DELFI became the organization to provide this function and, consequently, holds the responsibility for financial coordination and sign off. Up until October, 1980, DELFI also had the responsibility for the financial administration of the project, at which time the OEF technical advisor was forced to transfer this responsibility to the project's director because of consistently inaccurate bookkeeping.

In theory, the council is responsible for policy making and hiring of staff which includes:

- Director of project and coordinator of educational program (this woman was a former employee of FOV and director of the Human Development program sponsored also by OEF in Costa Rica)
- Coordinator of the legal service center (this women, a social worker, was originally responsible for the educational component of the project)

- Administrative assistant
- Legal advisor -- one fourth time -- (this woman, a lawyer, was the previous project director)
- Communications specialist -- one half time
- Volunteer social worker for legal services center.

The project director regularly and other staff periodically sit in the directive council meetings.

The directive council meetings are held in DELFI's headquarters. In addition, up until August, 1981, both the project staff's functions and the legal service functions were administered out of two back rooms of the DELFI headquarters. The legal service center functions were then transferred to a more appropriate location, operating out of two donated offices in a neighborhood church. Up until August 25, 1981, the project administrative staff continued operating out of the back rooms of DELFI, but have since transferred to a new location where both administrative staff and the legal service center are consolidated into one building.

Summary of project activities

1. "Resolution of internal problems seems to have claimed an inordinate amount of project energies" (regional legal services progress report, January to July, 1981.) This "activity" was thoroughly substantiated during the evaluator's site visit.
 2. A structured legal education program has been developed, pilot tested, evaluated, and revised. The program is currently being extended.
 3. Eight pamphlets, roughly corresponding to the legal units in the educational component have been published and distributed. More are being prepared. (See annex 8).
 4. The second attempt at the delivery of direct legal services is in its negotiating stage with the University of Costa Rica who has offered to provide law students for the center. Meanwhile, clients are currently accepted and being provided with socioeconomic referral or assistance.
2. (Objective #4) - "Strengthening of the women's organizations that are coordinating the legal services centers."
 - a. Outputs

As will be explained later, the outputs have been minimal, although the

efforts of the OEF technical advisor have been consistent and, according to the interactions the evaluator observed and materials reviewed, are of good quality, that is, they are delivered in a non-imposing manner, clear and relevant to the problems at hand. Interestingly, in spite of the difficulties encountered between the directive council and staff, the project activities go on more or less as programmed.

Outputs, if translated as indications of growing potential for 1) a more harmonious relationship between the directive council and the staff and 2) a useful and efficient directive council, can be identified as follows:

1. A new director, identified by the OEF technical advisor through a tip from a Peace Corps volunteer, was hired in August, 1981, with proven skills in project management and inter-personal relations. She had been project director for the apparently very successful OEF sponsored Human Resources Development project in Costa Rica. In contrast to the response to most other interview questions, responses with regard to the new project director were consistently positive among virtually all members of the staff and directive council with the exception of the coordinating chairperson. The coordinating chairperson, on the other hand, displayed a "wait and see" attitude.
2. Directive council members and project staff were able to finally maneuver the coordinating chairperson into agreeing to allow the project's administrative staff to move out of the DELFI headquarters and into the building which would house both the administrative staff and legal services functions. This may, on first impression, seem insignificant, but it is resolution of issues such as these that have continued to sap the energy and resources of the project. For example, the project, as a result of this problem, was at the brink of disintegration. All staff had threatened to resign because the project, in its physically confining location in DELFI, was not able to continue. The evaluator experienced, first hand, the wasted time and energy the resolution of this situation demands as well as the diplomatic expertise required of and displayed by the new project director in concert with the OEF technical advisor, to finally bring the issue to a close.
3. The directive council, staff and technical advisor have developed written policy statements regarding the areas of authority and responsi-

bility of the directive council, staff and DELFI in general policy making, administration, programming, implementation, and evaluation. These functions and divisions of responsibilities were further specified in several documents describing the system of communications and administration.

4. Three proposals drawn up by the staff with the assistance of the technical advisor were approved by the directive council:

- a. detailed programming for the next 9 months
- b. descriptions of all individual staff functions
- c. a budget for the remainder of the project.

5. The directive council approved the increase in staff. (The project director position, up until the placement of the new project director, had been part time.)

b. Problems

The unique structure of having three organizations collaborate by means of a directive council which in itself is not a legal entity, and therefore requires that one of the organizations lend their legal status to facilitate legitimate disbursement of funds to the project, has proven to be an inefficient and wasteful arrangement. In effect, it is left vulnerable to exploitation by institutions and/ or individuals involved. A poignant example of this is found in the circumstances that surround DELFI's original refusal to permit the project staff to move out of their headquarters and into another building along with the legal service center. Because DELFI has provided the legal status necessary to disburse funds for the project and thus had the responsibility of signing any financial arrangements, it had attempted to wield its power to thwart the move to another location by threatening to refuse to sign the contract on the rent of the building. In response to an interview question, the president of DELFI told the evaluator, "DELFI has the maximum power because we sign the contracts." The obvious power vested in the legal representation has, on the one hand, made the directive council seriously question what their own role and power as a council is and, on the other hand, has effectively confused situations to the extent of discouraging any recognizable, consistent, and serious investment of enthusiasm and energy by the council members. Ironically, one of the first comments the president of DELFI made to the evaluator was "the coordination of the

council is excellent."

There is a general consensus that the motives behind DELFI's decision to thwart the move of the project were based on 1) DELFI's desire to gain greater control over the project and DELFI's belief that if the project remained within the DELFI headquarters, it would more readily be associated with the organization. 2) DELFI's purportedly bankrupt financial situation; however minor the contribution to the rent of DELFI's headquarters made by the project, it helped alleviate the financial instability. It is also important to note that the project does not yet have its own bank account but remains in the special account of DELFI's president.

The evaluator feels it is necessary to point out certain contradictory circumstances in order that OEF's role is fairly scrutinized with regard to the selection of DELFI for the project.

First of all, DELFI is thought of highly by USAID/CR and not so highly by members of other local institutions in Costa Rica. For example, the comment made to the evaluator by USAID regarding DELFI was "(DELFI) is the most competent, most organized, and most interesting of the three institutions collaborating on the project." In contrast, the law school as well as a government agency indicated to the evaluator in so many words that "(DELFI) knows how to play the international funding game."

DELFI's role is curious even in regard to its perception of the legal services project. For example, there is not only an indifference to focusing specifically on the legal needs of the lower-income women as outlined in the proposal but an outspoken position, as was expressed to the evaluator, that "it makes no difference whether the project is specifically serving the poor; the middle-class women also have legal problems." Mention must be made that this apparent disregard of the needs of low income women may have also just been a tactic to avoid permitting the project to move out of DELFI's headquarters which are located in a primarily middle-class neighborhood. (The other argument used to restrain the move was that the project was "theirs" and that the OEF technical advisor had no right to "impose" her suggestion [a decision which had been reached by the other members of the directive council] of moving the project to a location more likely to reach low-income women.)

The lack of collaboration, contribution, and understanding of the problem

addressed in the project proposal by the directive council only exacerbates an already administrative nightmare. First of all, according to USAID, one of the principal reasons for even having the three organizations participate in one project was precisely because it was known that the three organizations were viciously competitive, and, it was reasoned, this might dissipate some of the competition. Secondly, perhaps as a result of this competition, the three organizations hold a limited concept of their participation in the project not understanding what their contribution could be or not wishing to alter their own previously established activities, despite repeated discussion of the issue with OEF's technical advisor. This was confirmed by the technical advisor and USAID. Thirdly, according to the ex-director of the project, not one member of the council visited the operation of the legal services center when it opened the first time. In fact, the evaluator's interviews revealed very limited serious interaction of the three organizations with a broad base of lower economic income groups.

Needless to say, the role of the OEF technical advisor has been a difficult one at best. Comments by members of the directive council with regard to her performance generally implied that she had initially imposed her point of view and tried to make decisions without consulting the council. Nevertheless, they were quick to indicate that the OEF technical advisor had improved. On the other hand, every member of the project staff described the OEF technical advisor's role as invaluable; the advisor was conciliatory, useful, diplomatic, committed, and, according to the administrative assistant, indispensable -- in that "every time she leaves all the plans for the project come to a halt." Note must be made that the OEF technical advisor's role is further frustrated by harbored feelings of anger by the directive council in response to the result of the OEF sponsored critical one year evaluation. Every council member made sure to indicate to the evaluator that they were not in agreement with the evaluation and were offended by it. In addition, the fluctuation of the monetary denomination had caused some havoc with the budget and has made the OEF technical advisor a convenient target for financial complaints.

The OEF technical advisor conceptualized the problem at hand in the following way: 1) "Both the staff and board's (directive council) inability to distinguish between implementation and policy making functions. 2) The three

participating organization's limited concept of their participation in the project. 3) The staff's failure to be sensitive to the contributions the three organizations could make to the project. 4) The attempt by DELFI to assume itself in a very literal way the provisions of the project agreement with OEF."

The strategies used by the OEF technical advisor to resolve these issues have already been included as outputs to meeting these objectives.

c. The selection and project development process

The evaluator probably found that getting a grasp of the preliminary phases of the development of the regional legal services project in Costa Rica the most difficult. The key actors involved were either not available or no longer with OEF. Because the evaluation was done during August, many individuals were on vacation: the USAID/CR representative (although the evaluator spoke briefly with her on the phone), the director of OEF, and although no longer an employee of OEF but potentially accessible because of her being in the Washington area; OEF's ex-regional director for Latin American projects.

Nevertheless, the evaluator was able to piece together some particulars which may prove useful in doing an assessment of OEF's approach to the selection of this particular project and, in the process, provide some recommendations. The reader must be reminded, much of what follows is conjecture and must be read with such understanding.

There is a long history of OEF involvement in Latin America. Originally, OEF did short-term training workshops to enable prominent and potential female leaders. As a result, a handful of these Latin American women were brought on as consultants for OEF, the evaluator imagines, because of their familiarity and involvement with Latin America. Meanwhile, OEF was evolving from its more traditional role of working with established and generally voluntary women's groups towards groups with a more action oriented serious commitment to community development issues. (In fact this the evolutionary process in orientation is also mirrored within established women's groups the world over - the organizations in Costa Rica as well as with the organization evaluated in Sri Lanka are useful examples.)

OEF's key Latin American consultant seems to have developed relationships with the three groups presently involved in this project in Costa Rica, resulting in an apparently very successful Human Resources Development project with FOV of Costa Rica. (As was mentioned, the dynamic Costa Rican woman who was the director of this project is now the director of the legal services project. She contends that her present abilities have emerged because of the training received from OEF in that first project.) Delfi, because its stated goal is improving the economic status of women, the evaluator imagines, helped persuade OEF to identify DELFI rather than the other two organizations as the legal channel for the proposed legal services project. In addition, the other organizations involved imply that the decision was directly affected by the personal trip made by DELFI's president to OEF in Washington prior to the proposal being finalized. If anything else was involved in the decision to work through DELFI, they overlooked it or had no evidence of the lack of apparently real involvement with broad based community groups and the questionable reputation of DELFI among surrounding groups despite USAID/CR's expressed greater approval of DELFI over FOV or OCC. The fact that all three organizations were requesting funding from OEF must have prompted OEF, especially being aware of a high potential for USAID/CR's approval, to work out a collaborative arrangement whereby all three could be involved simultaneously.

According to USAID/CR personnel, the local USAID/CR mission was not notified of the approval of the proposal nor of its subsequent funding until a month, or so, later. The evaluator was told by USAID/CR personnel they did not see the project paper to provide comments. Of course, the local mission was furious with both OEF for not having kept them informed, and with USAID/W for not having consulted with them prior to approval. This seems to point, not only or necessarily to an error on OEF's part, but, with respect to contractually funded projects, to a lack of clarification of guidelines for the relationship between USAID/W and the local missions. In turn, the PVO has inadequate guidance for relating to both levels of the AID bureaucracy.

If the comments by USAID/CR are correct, another apparent error, this time on the part of OEF, was that the proposal was written and approved in Washington without prior review of the proposal by the three groups involved.

Unfortunately, the OEF technical advisor for the regional legal services project was hired after approval of the grant and, consequently, inherited the project's legacy. The files indicate that during her introductory visit to the organizations, she immediately recognized their deficiencies in implementing the project and considered requesting that OEF allow her to look for another organization with which to work. She resisted doing so, not willing to cause reactions of strong disapproval and anger from USAID/CR which were expressed by them when she made the prior decision to drop the organization ANA in the Dominican Republic for precisely the same reasons she found in Costa Rica. Needless to say, the result has been a waste of OEF's technical expertise, and USAID/W funds in resolving internal difficulties, when these resources might have been better employed in reaching the designated beneficiary population.

In sum, the selection process used by OEF in this specific project proved to be superficial and/or hasty. It was further constrained by the lack of clear guidelines from USAID.

Ironically, despite having been plagued by continual internal difficulties at the directive council level, the programmatic activities of the project have been able to develop in a fairly dynamic way, with future prospects promising.

3. Objective 3 - "To improve the de jure and de facto status of women in those countries."

This is not a priority for the legal services project in Costa Rica. It is the general consensus that the Costa Rican legal code is conceptualized fairly with respect to sex. Suffice it to say, that on a comparative level the Costa Rica legal code is recognized by both Nicaragua and Honduras as being more adequate with respect to women than the codes of the other two countries. For example, Nicaragua has no family code and looks to the one in Costa Rica as a standard to which to aspire. Furthermore, in contrast to the one in Nicaragua, the project in Costa Rica does not bring with it the access to channels (i.e., member in country's legislative body) by which legal reform can be effectively accomplished.

4. Objective 2 - "To educate women throughout these countries regarding their legal rights as well as available legal and socioeconomic resources to

help them improve the quality of their lives."

a. Outputs

In an effort to avoid rewriting information already written, the following sections marked in quotes are excerpted directly from the OEF technical advisor's progress report of January - July, 1981. The evaluator elaborates only in areas where more detail is needed.

"In the early months of 1981, the staff completed work on designing a structured legal education program, including research on the legal content, design of each learning unit (8 in total), development of materials, etc. In addition, they developed criteria for program recipients and facilitators. In February 24 volunteers -- law students, teachers, and others -- attended a two-day training workshop.

During March, April and May, the staff and volunteer facilitators pilot tested the program with 4 groups of women (80 participants) who were selected as being representative of a cross-section of Costa Rican women in relation to age, education and socioeconomic status. (Although the program was originally designed for low-income women only, the project board (directive council) insisted that middle class women be included also.) Data from the pre- and post-tests and the weekly session evaluations were used to analyze and evaluate the results of the pilot application of the program. From this analysis, the staff concluded that the participants had considerably increased their knowledge about the content of the law with regard to family and personal rights, child support and social security."

The 8 themes of the 8 units included:

- rights as a person
- equality
- liberty
- rights to education
- rights to a spiritual, social and sexual life
- rights to establish a family
- right to work
- right to receive basic necessities from spouse or closest relatives when one is unable to support him/herself (alimony).

Each unit was designed to follow specific structured, non-formal adult education teaching methods. In a conversation with the evaluator, one of the trained facilitators stated having enjoyed the workshop and felt

that among the group she, in turn, thought "the reaction was very positive." The following were some of the teaching methods she listed as having learned during the workshop:

- design of large posters in graphic style to attract interest
- role play to dramatize a situation
- broken telephone game
- participatory evaluation

The evaluator also interviewed two of the recipients of the 8 unit course who the project staff stated were from the lower economic income bracket. One was a man in his late twenties (and the only male who joined the course), and the other was a woman with 16 children. They both were very enthusiastic about the course and felt it should be provided more frequently in their communities. The evaluator asked the woman what she learned, to which the woman responded, "everything is 50-50." The woman added that she had her 12-year old daughter accompany her to the course after becoming aware of the relevancy of the material. She went on to say that "my husband treats me different." (She did not explain how.)

The young man, too, seemed very pleased with the course and only felt that the word "women" should be dropped from the title so more men would be inclined to participate. The man listed the "getting to know you" exercise and the "role play" as the most interesting and useful activities. He said the course built a sense of community among the participants in that, although everyone was from the same neighborhood and knew each other by appearance, the course brought them together and provided an opportunity of getting to know one another. The woman added that she was terribly shy at the beginning but through the exercise learned to have no difficulty in speaking up in groups. The man made note that this change in assertiveness was evident among the majority of the participants during the course. (30 began the course and 15 continued and finished. Of the 15 all were said to be wives and mothers, except this one man.)

(Note: The particular situation of the male participant interested the evaluator. Although he enthusiastically expressed complete understanding and agreement with equality of the sexes as is represented by the legal codes of Costa Rica, he explained the distinction between legal and social codes. For example, he stated that women should not play contact sports or engage in heavy physical labor because women are to be protected "like petals on a flower." The evaluator then asked that if the law

did not restrict a woman from playing such sports or engaging in heavy physical labor, did he feel the woman should, therefore, be allowed to do so if she so desired. He replied he supposed she could, but he would not approve because it just "woudn't look good." Suffice it to say that such attitudes go beyond the power of the law!)

The evaluator noted that the evaluation, which included the pre- and post-tests used during the course and the weekly evaluation sessions, was systematic in its quantitative measurement of the data and reflected the participant's acquisition of a greater knowledge of her legal rights.

A survey of major service agencies to determine the areas of greatest need for legal information was completed and impressed the evaluator as being potentially very useful. The following are samples of the type of measurements the survey offers:

1. Legal problems referred to by women most frequently

- labor
- family
- rights of children
- alimony
- mistreatment of children
- divorce
- tenant
- penal
- violations
- abuses
- incarceration

or others such as:

2. The female's knowledge of her rights
3. The style of language used when referring to a legal problem
 - legal terminology
 - some legal terminology
 - popular terms
4. Occupational sectors to which women belong
5. Rights of women that are violated
 - alimony
 - maternity rights
 - just working conditions
 - making one's own decisions
 - education
 - working outside the home
 - family planning

6. Entities or persons who limit a woman from exercising her rights

employers
family
husband
father
children
institutions
religious
judicial
educational
cultural patterns

7. Position of the man with respect to a woman

dominant
limiting
equal

The publicity received by the pilot project generated support and expressions of interest from a number of relevant institutions, especially the Ministries of Culture and Labor and the law school of Costa Rica. Contacts made with DINEDECO (National Community Development Agency) and the Women's Office of the Ministry of Culture resulted in offers of personnel from both of these institutions to work as facilitators in the education program and access to groups with whom these agencies are already working. The evaluator interviewed the head of the women's office and was made personally aware of her enthusiasm to involve her community promoters in training programs to become facilitators. The law school has offered students to participate in the program as well.

In conclusion, the evaluator shares the OEF technical advisor's opinion that the "current plans to extend the program show promise of making a definite contribution to the needs of Costa Rican women to become aware of their legal rights and the resources available for insuring their exercise."

As described by the OEF technical advisor and observed by the evaluator, the activities currently underway include:

1. Development of 8 new learning units eliminating 4 of the group. Selection of the new units will be used on the original needs survey and will stress legal rather than philosophical content. The research on these new units has been going on for several months with the assistance of two law students loaned to the project since April. The final product will be a "Facilitator's

Manual," a complete guide to the delivery of the program. More pamphlets will also be published.

2. Coordination with DINADECO and the Women's Office (as well as FOV, COO, and DELFI) to select and train at least 50 facilitators and to identify and motivate at least 40 groups to participate in the program.
3. Availability of the staff to offer to larger and/or "sporadic" groups legal education in areas of specific interest to them.

In addition, the project has received commitments from two television stations to have access to ten minutes air time per week on their women's program to develop a legal education component. The directive council recently hired a communications specialist to work in areas such as these.

b. Problems

The relative merit of the content selected for each of the 8 units of the course was not evaluated, but by some observations was weak as to its legal content. According to the technical advisor of OEF, the staff admitted to not having used the results of the survey of major service agencies to determine the parameters for specifying the legal information offered in the eight units. The OEF technical advisor wrote "the selection of content was made by the then project director who applied her own personal orientation to the content of both the learning units and the (corresponding) pamphlets (used in class.)" As was already mentioned, the following units will be based on the needs survey stressing specific legal information rather than the traditional philisophical contents of civics.

The actual ability the facilitators acquired to teach the 8 unit course after the two-day training seminar cannot be judged accurately because 1) only 7 of the 24 trained actually gave the course; 2) each of the 7 facilitators that gave the course only did so in a team with the project staff who trained them.

Although the potential has been tapped to follow through on a fully developed and expanded education effort, a great deal of organization and coordination is still required. The institutional strength to follow

through on this depends in part on a guarantee of harmonious relationships with the advisory council and the ability of the project director to promote in the advisory council a commitment to the project's activities that rises above their personal interests.

5. Objective 1 - "To establish legal service centers that provide legal services, counselling and/or referral to other socioeconomic services for low-income rural and urban women in (Nicaragua), Costa Rica and Honduras.

- a. Outputs

The one attempt by the directive council to establish a legal service center with the project was made without preliminary research and before a project director was employed to monitor its administration. It was a collaborative effort with the law students which eventually failed. It is interesting to note that according to the principal lawyer who worked in coordination with the project, "not one member of the council even visited the center while in operation." No formal analysis has been made as to its failure.

Subsequently, the project began handling legal cases from their administrative offices in the back of the DELFI headquarters with limited success; an average of one client or less each week would arrive at the office.

The OEF end of year one evaluation recommended that the project establish a center in a more appropriate location. After having their recommendation blocked by the advisory council for seven months, the center has finally been opened in an area appropriate to serving low-income women. Appropriateness was determined by the University's law faculty's research. Some of the following factors were considered:

1. Large female voting population
2. High migration from rural areas
3. Low-income population

Although the delivery of the legal services had not actually begun during the evaluator's visit, clients were being taken to 1) collect the socioeconomic data necessary to identify the legality of the problem 2) to provide referral to any needed social service agencies available. The service had only been operating 4 days when the evaluator visited and already 7

cases had arrived at the project. Publicity of the legal service project had been arranged through the network of church newsletters in the vicinity. The evaluator observed the delivery of service to one client who identified her problem as follows:

I have 3 children by a man who is married to someone else. This man abandoned me, leaving me with these 3 children, two of which are mentally retarded. I was receiving approximately \$3.00 every 15 days from this man when I won the lottery. I invested the money I won in a savings and loan cooperative that folded. I work ironing clothes and do not have enough to support my children.

The action taken by the legal services project was a formal request to increase her child support. There will also be an effort to locate special services for her two mentally retarded children.

The evaluator read the files on the other seven cases and the following types of problems were identified:

1. Mistreatment of mother by son
2. Unspecified psychiatric problem
3. Mistreatment of wife by husband
4. Husband attempting to remove wife from home claiming the property was his

b. Problems

The only difficulty foreseen, other than whether the advisory council will provide the necessary support, is the relationship with the University to provide lawyers for the project. Negotiations have begun with the University for law students to provide services. A proposal specifying the project's expectations for the law school contribution was being negotiated during the evaluator's visit. The evaluator met with the lawyer who will be, in part, responsible for the coordination, and she sensed he merely wanted to collaborate with the project in order to have another expense-free arrangement where his law students can do their practicum. In fact, he himself was obviously not in agreement with the objectives of the project. For example, he stated: 1) "I've always been reserved on the idea of only directing legal services to the female" and 2) "I don't want to be a referral office." (Although he later contradicted himself on this issue and said he did agree to providing referral services.)

Since the University is a powerful, established institution, the project staff must be able to work out a sufficiently formalized collaborative relationship for overcoming such attitudes through a specific letter of understanding and frequent interaction, to avoid the confusion that resulted over the control of the center by the project in the first effort to collaborate with the University.

6. Evaluation conclusions and recommendations

1) The foregoing indicates that the selection process and proposal development phase for the Costa Rica component of the Regional Legal Services Project was not sufficiently in depth. Although the evaluator has not been able to speak with any individual from OEF involved in this phase of the project, indirect information from members of the project's directive council, USAID/CR and the OEF technical advisor indicates:

- a) USAID/W and USAID/CR had not communicated at all with respect to the project;
- b) OEF did not communicate, whether intentionally or not, with USAID/CR;
- c) OEF did not, according to a USAID/CR representative, share the project proposal with the local groups involved prior to approval of the project;
- d) The role of the directive council was not defined;
- e) There was not enough analysis of the groups chosen with regard to their understanding and commitment to legal services;
- f) USAID/CR's assessment of various community organizations does not necessarily correspond to or reflect that of established institutions in the country.

Based on the above, the evaluator recommends that 1) USAID/W and USAID/CR develop some useful guidelines for implementation of centrally funded projects. For example, in centrally funded projects the PVO must have a clear understanding to what extent it must make its selection process of local organizations correspond to the preferences of the local USAID mission. These guidelines can then be used by PVOs to help determine the nature of the relationship they must maintain with the local USAID mission; 2) OEF look more seriously at the nature of the relationship the local organizations selected to implement a project maintains or

strives to achieve with a broad based low-income population; 3) a proposal that includes specific organizations at some preliminary stage must be developed in conjunction with those organizations.

2) In view of the potential brought to the project in Costa Rica relative to the potential brought to the project in Nicaragua, the outputs of the project in Costa Rica have been minimal. Moreover, the time and technical resources invested by the OEF technical advisor in the project in Costa Rica far outweigh that which has been invested in the projects in Nicaragua and Honduras with far less results. With the benefit of hindsight, if the project was to be evaluated in strict cost effectiveness terms, it should have been terminated during the OEF technical advisor's first introductory visit. Nevertheless, despite the endless internal conflicts, the potential to produce an effective legal services project has finally been consolidated and every effort should be made to allow the project to come to fruition.

3) If the advisory council continues to confuse its role of policy making with the role of implementation and, in so doing, threatens to thwart the currently programmed activities, the project personnel should immediately move to separate the project from the council and incorporate themselves as a legal entity. In other words, measures must be taken to no longer permit waste of time and technical resources.

4) Fund raising efforts must begin immediately if the project plans to continue. Although there has been an offer of funds from the National Legislative Assembly, there have been no further indications of fulfilling the offer.

5) Project design and implementation has not been frequently based on input from the beneficiary population. For example, although some information was systematically collected from the beneficiary population, it was not systematically relied upon to direct the project.

6) The project personnel had not clearly defined their relationship with the University of Costa Rica to provide the project's volunteer law students at the evaluator's time of departure. This relationship is crucial to developing a successful delivery of legal services. If the project insists on implementing the service prior to developing a detailed letter of agreement in conjunction with the law faculty and before establishing a familiar, comfortable working relationship with them through frequent interactions

in meetings or by phone, then the delivery of the service will suffer. Serious consideration must also be given to whether the one key lawyer's fundamental disagreement with the overall objectives of the project will ultimately negatively affect the project.

7) To better meet the objectives of the project and relate effectively to the delivery of legal services, the education component must provide practical legal information. The present content of many of the first 8 units is more appropriate for a civics class.

8) Although the data collection used at various stages of the project was systematic, the ensuing interpretations of them were not. For example, various categories were not standardized from one statistical analysis to another in order to allow for comparison, and the size of the population used in various statistical analyses varied from one category to the next. It may be useful for the OEF technical advisor to review with the project staff basic approaches to analysis using the research materials already compiled as an example of some of the errors to avoid.

D. Evaluation Conclusions and Recommendations for the Regional Legal Services Project

1. The Regional Legal Services Project is satisfying one of the elements necessary in meeting the goal of improved socioeconomic status for women through educating women about their legal rights, reforming legislation to more effectively represent them, and providing legal services to exercise those rights. The project in Nicaragua, through their assemblies, has educated literally hundreds of women on their rights with regard to adoption and now with regard to child custody and parental authority. The project in Costa Rica has educated, in one form or another, approximately 100 women with regard to a number of their rights from alimony to property rights. However, it is not yet possible to measure in either the project in Nicaragua (because of its magnitude) nor in Costa Rica (because of its administrative weaknesses) whether these project's outputs will be sufficient to impact the socioeconomic status of women. The project in Honduras, on the other hand, judging by comments from the technical advisor, has, for example, provided title to land for 150 women and unionized nurses. These outputs can more readily be interpreted as having directly improved the socioeconomic status of women in Honduras.

2. Projects within the regional legal services project vary to such a significant extent that each one must be judged independently.
3. According to documentation, the project in Honduras is dynamically meeting all the objectives of the proposal. The OEF technical advisor indicates that of the three projects, the one in Honduras is more than meeting its goals. This is confirmed by the available documentation on the project in Honduras.
4. The technical assistance provided to the projects is on a community development, participatory model involving the use of many non-formal adult education training approaches. This style of assistance has generated enthusiastic responses by both projects.
5. The traveling involved in a regional project can be very demanding on the technical advisor. In view of an unnecessarily complicated project in Costa Rica, requiring an inordinate amount of time and energy, it is difficult for the evaluator to assess whether a regional project involving three countries is too expansive to provide the needed technical assistance. A conclusion cannot be reached because the variables involved are too numerous, including: the quality of the project director, the institutional strength of the local organization, the location of the countries, the types of technical assistance and activities involved, etc., etc.
6. One of the principal outputs of the project with respect to its regionality is the network of linkages which have been developed between the individuals and organizations involved in the three projects through the regional seminars. This has led to a sharing of information and a greater understanding of each country's particular development configuration. Nevertheless, the regional relationships are restricted in that the development of each project's activities demands most of the available resources.
7. The educational components of both projects have replicable features: The idea of the town meeting as an educational tool, such as used in Nicaragua, for example, could be resurrected in poor communities in the United States. Community theater, which is similar, has for years been successful in educating various minority and low-income populations with respect to rights and identity. A series of short thematic courses delivered with non-formal education techniques, such as done in Costa Rica, could be easily replicable in almost any low-income urban neighborhood and undoubtedly with just as much success.

IV. Overall Evaluation Conclusions and Recommendations

1. Both the Sri Lanka skills training project and the legal services project in Costa Rica mention the lack of flexibility in receiving advances on their funding as a critical problem. The evaluator is not aware of whether USAID or OEF sets the funding procedures. The problem was mentioned often enough to have interfered with the implementation of the projects. For example, if one month had unusually high financial demands, a ceiling on the advance would not allow the project to receive sufficient funds to meet the demands required at that time. The evaluator suggests that the adequacy of the system and ceiling allowed for advances be researched in depth and measures be taken to avoid having funding mechanisms interfere with the implementation schedule of the project, otherwise relationships with local organizations and ultimately project quality will be compromised.
2. The recent cuts in OEF/Washington staff have adversely affected the cohesive relationship of the field projects to OEF/Washington. Although the operation of the projects continue, OEF/Washington is not able to remain as familiar with their projects in the field because the key Washington positions responsible for generating the necessary documentation to do so no longer exist. Because the OEF/Washington staff is going through re-organization, this condition may be temporary. It might eventually be possible to restore the continuity in relationships with the field. On the other hand, a looser relationship with the field, requiring less programmatic accountability to Washington may be the new pattern of administration sought by OEF and, in such case, all new projects brought on board will be geared to this level of expectation with the relationship to OEF/Washington.
3. Funding provided for projects designated as "women's projects" is inadequate. The evaluator observed professional women working continually overtime at less than appropriate reimbursement for their skills because the project they were implementing was not funded adequately. The projects may be successful, but not without having physically exhausted the personnel involved and unfortunately reinforced the pattern of "women's projects," producing more with less because women were willing to sacrifice salary and

time to have the opportunity to do the project. For example, the evaluator imagines that if an employment and training scheme of the magnitude and complexity of the SLFUW skills training project were to be funded for, let's say, the Sri Lanka Ministry of Youth Affairs and Employment, the funding level would be greater. The evaluator is sure the Ministry would not agree to having to operate the project out of a one-room office with no access to a telephone. As it was, the project director in Sri Lanka worked herself into exhaustion. Since the "burn out" quotient is so high, projects such as these will not usually have the reserves of enthusiasm or time to even consider sustaining the project's activities through other means after the original funding source ceases.

4. The evaluator notes the lack of cohesiveness within the OEF/Washington staff which may or may not be the result of their recent staff reductions. There could be a closer working relationship, for example, of both administration and the leadership with the program staff, in order that the functions of each role are shared and understood by the other as to its particular value in the operation of the program. This, in turn, could be shared with the projects in the field. For example, the evaluator observed a budget problem in the field almost burgeon into an unnecessary crisis because of a disagreement of perception between OEF/Administration and program staff of the needs of the local organization implementing the project. It may as well be useful to familiarize the local organization with the overall operation of OEF in order that they can understand some of the constraints under which OEF also operates.

5. The evaluator is not aware of any other private voluntary organization that has more effectively promoted projects for and by women that come as close to having a national impact in the development of the country involved. Virtually every person involved, either directly or indirectly with both projects evaluated, has been a woman. The projects have succeeded in enabling women to design, implement, and administer projects and programs, giving them the continuity to develop their abilities and credibility within the power structure of their countries.

6. Income generation for women is OEF's stated priority. Both projects directly addressed two of the many major constraints women face to be able to generate income: knowledge of their legal rights and acquisition of marketable skills. The two projects having addressed these two constraints directly, have

made positive contributions to the process through which women (like men) pass in gaining sufficient control of their environment for income generation.

7. The experience with the Regional Legal Services Project in Costa Rica has convinced the evaluator that OEF must take greater care in assessing the legitimate commitment of the potential intermediary organization to low-income female populations and its standards of professionalism (void of relatively overt self-interest and manipulatory actions) prior to selection. It is unfortunate that the stereotype of the traditional, established women's voluntary organization was so reinforced on the evaluator's site visit to Costa Rica.

8. The participatory evaluation procedure used by OEF (see Annex 21) is valuable in promoting group cohesiveness and encouraging critical self-evaluation which, in turn, reinforces greater "ownership" of the project by the local organization and its beneficiaries. However, when the circumstances become unusually problematic, especially where more than one organization is involved (such as in the case of the Regional Legal Service Project in Costa Rica), a disinterested perception of the problems may be more effective.

9. Both projects had inexcusably inadequate facilities. Although not intending to imply the need for luxury, there is no justification for running projects of national implication out of shoeboxes. For example, one project with 7 staff, desks and files, was administered from a 12x12 ft room without a meeting room or telephones; the other, with 4 staff, was administered from 2 6x4 ft rooms, with all calls coming into the offices through another organization.

10. Needless to say, quantitative indicators are usually set for a project to measure its success. USAID and PVOs, such as OEF, need to arrive at further agreement on qualitative indicators to measure relative "success." Although less tangible and more difficult to achieve, they are nevertheless being developed and applied more frequently by development institutions, for example, such as those listed on page 1 of the evaluation.

V. ANNEXES

<u>Annex</u>	<u>Title</u>
1	Constraints to Evaluation of Regional Legal Services Project: Memo to Debbie Mace PVC/USAID
2	Evaluation Inquiries
3	Methods of Evaluation and Evaluator's Schedule in Sri Lanka
4	Evaluator's Schedule in Nicaragua
5	Evaluator's Schedule in Costa Rica
6	Sub-committees of Project in Sri Lanka
7	ESL Materials of Project in Sri Lanka
8	Eight Pamphlets of Educator Component in Costa Rica Legal Services Project
9	Report on Training of SLFUW Project Director by OEF Washington, D.C.
10	Original Project Targets and Actual Accomplishments to date (7/81)
11	Number of Trainees that received Basic Skills Training/ English as a Second Language
12	Mailing sent to unemployed respondents following Questionnaire for Training in Marketable Skills Selection
13	An example of an Evaluation of Program by Trainers as Employers
14	An Example of an Evaluation of Program by Trainees
15	An Example of an Evaluation of Program by Trainers as Professors
16	An Example of a Letter from a Prospective Employer expressing interest in Trainees
17	Materials sent to Prospective Employers to seek on-the-job Training Placements
18	Letter indicating the duplication of SLFUW Project by the Ministry of Youth Affairs and Employment
19	News Articles on the SLFUW Project
20	Miscellaneous News Articles
21	The OEF Participatory Project Evaluation System Guide
22	Framework for the OEF Participatory Project Evaluation System
23	Summary of SLFUW Project Phase I Findings
24	Report on The Study of Unemployment among Women Arts Graduates
25	Report of Workshop on Unemployment and Underemployment
26	Photographs of the SLFUW Project

M E M O R A N D U M

TO: DEBBIE MACE, PVC
FROM: CAROLYN ROSE *Carlyn*
DATE: SEPTEMBER 14, 1981
SUBJ.: CEF REGIONAL LEGAL SERVICES PROJECT -- CONSTRAINTS PLACED
ON THE EVALUATION

It was not possible to control a number of factors which inhibited doing a more in-depth evaluation. These factors are being pointed out in hopes that the particular circumstances which they represent will be avoided when similar evaluations are carried out in the future.

a. Last minute switch in projects to be evaluated. It is the evaluator's understanding that the last minute cancellation of the site visit to the project in Ecuador for her originally planned evaluation was the result of a prior decision to not do an evaluation in Ecuador. This decision had been reached between the Development Officer of the Office of Private and Voluntary Cooperation within the Bureau of Food for Peace and Voluntary Assistance of USAID and USAID/Ecuador. This decision subsequently was never communicated to the project manager responsible for this evaluation in USAID/W. Neglecting to communicate this decision to the project manager necessitated having to switch projects and sites in mid-stream and, as a result, inhibited a more thorough evaluation in the following ways: Three days of consulting fees were wasted in reading the files on the project in Ecuador, when time and funds could have been spent on the project finally evaluated. The decision on the replacement for the project had to be reached hastily between OEF and USAID because of the already severe time constraints placed on the overall evaluation. An agreement was made to evaluate 2/3 of the Regional Legal Services projects and to have it coincide with the OEF technical advisor already in the field. The evaluator was allowed 1/2 of one day to familiarize herself with the project by reading files. Because there was no time, OEF was unable to communicate appropriately with enough lead time to each project the purpose and arrival of the evaluator, so that each project could adjust its schedule accordingly. The arrival of an evaluator from USAID with very little forewarning was taken as an act of disrespect by both countries. It was particularly

as such in Nicaragua, because this was the first of the two countries visited. The project was allowed less than 24 hours lead time prior to the evaluator's arrival. Tense relationships were exacerbated by the presently cautious and tenuous political relationship between the U.S. and the Nicaraguan government. Understandably, the project had its schedule arranged for that week, prohibiting the evaluator from spending extensive time with any of the project staff. Nevertheless, they were as accommodating as possible insofar as allowing the evaluator to accompany them on project activities, although the files could not be assessed.

With respect to Costa Rica, although that project had 5 days notice of the evaluator's arrival, the coordinating chair of the directive council nevertheless made it formally clear to the evaluator in the council's meeting that the lack of formal notification of the evaluation by letter with purpose and bio-data included was inappropriate.

b. The site visit to the legal services project in Costa Rica by the Development Officer, FVA/PVC, USAID, prior to that of the evaluator. A visit to the legal services project in Costa Rica by the Development Officer, FVA/PVC, USAID, was unbeknown to the evaluator but was continually brought to her attention by the project council members. The Directive Council naturally assumed there was some relationship between the two visits -- especially since both took place relatively unannounced. Whatever the purpose of the Development Officer's visit, the evaluator observed it being used as a divisive strategy on the part of one member in the project's Directive Council. As a member of the council told the evaluator, "AID did the evaluation (Development Officer, FVA/PVC, USAID's visit) without consulting with us or with OEF, which caused much resentment among project staff toward OEF and AID."

c. Threat of mid-term project termination. Soon after the evaluator began her site visit, rumors began to spread with regard to USAID funding cuts for the legal services project. According to a Costa Rican newspaper the possibility was imminent that USAID funding for social projects would be stopped by the new U.S. administration. The following comments are examples of the reactions to the rumors

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Memorandum to Debbie Mace from Carolyn Rose-Avila
September 14, 1981
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of funding cuts: "If this kind of AID is cut, Communism comes in more easily."
"The U.S. government does not understand the consequences (of such an action) in the third world." "AID is living a contradiction, they apply one criteria and don't follow it, they have contradictory obligations." "The U.S. government does not care what the consequences are of a loss of confidence and respected opinions ... All this does is feed a resentment that already exists between much of the third world and the United States." "To cut contracts is unethical." "We feel as if someone is playing with us." Needless to say, when such information spread, assumptions were made as to the purpose of both the evaluator's visit and that of the Development Officer from FVA/PVC, USAID.

If indeed any such action is taken with regard to the legal services project, the evaluator requests from USAID a formal disclaimer from any involvement in policy decisions that may eventually affect the current projects visited by the evaluator.

d. Although not directly related to the evaluation at hand, it should be mentioned that all the pre-arrangements OEF made with its project in Ecuador had to be cancelled when sites were switched. Such scheduling and re-scheduling wastes valuable time, creates false impressions and causes unnecessary strained relationships at all levels of the funding chain.

Needless to say, the combination of the above factors impeded the evaluation process.

Evaluation Inquiries

1. What are the goals and objectives of OEF?
- 1.A Have these goals and objectives changed? How? Why?
2. What are the goals and objectives of the _____ project?
- 2.A Have the _____ project goals and objectives changed? How? Why?
3. Are the goals and objectives of the _____ project, goals and objectives of the beneficiaries themselves? How do you know?
- 3.A How was population selected in which project addresses?
4. How have beneficiaries participated in the design, decision-making, implementation and evaluation of _____ project?
- 4.A What effect has this had on direction/outcome of _____ project?
5. What are the criteria OEF uses to decide to follow-up a project request? What do you look for in a project? What vital signs?
- 5.A What were key assumptions made in _____ project?
6. Where there any constraints that had to be addressed when designing _____ project? How did you plan to overcome them?
- 6.A Did any societal constraints develop during implementation of _____ project? How were they overcome or how did they impact on project?
7. Does the _____ project incorporate valued traditions?
8. Does the _____ project incorporate an investment of risk and effort on part of the beneficiaries?
9. How do you see the income generation focus in the _____ project?
- 9.A Is income generation perceived as a need in the _____ project? How was this determined?
10. What was the objective of the skills training component in the _____ project?
- 10.A What have been the strengths and weaknesses of the _____ skills training component?
11. Has there been any change in the economic and political climate surrounding the _____ project? How did it impact on project? How did you respond?
12. Looking at the _____ project overall, is it being undertaken as originally esigned? If not, what specifically changed and why?
13. Have the expected outputs of the _____ project been achieved? Why or why not?

14. What have been the unexpected outputs of the project?
15. What are the benefits for the participants of the project?
- 15.A What have been the costs to participants of _____ project?
16. (deleted)
17. What has been the impact of the project?
18. What new relationships have been built with other institutions, groups and individuals, both local and international, as a result of project?
- 18.A Are there any other organizations doing similar activities or which have the same goals in mind? Have any formal information networks been established?
19. Is the original reason for _____ project still valid?
20. Do you feel the human, financial, and technical resources have been sufficiently available for project?
21. Is the anticipated budget for project being met? What is the budget history? Increments, major resource shifts, etc., why?
22. Has OEF been meeting its projected timetable on project? Why or why not?
23. How do you see OEF/Washington communicate procedure with the field project? What is it and any suggestions for improvement?
24. Is becoming self-sustaining a component of the _____ project? How is this being done? What progress has been made? What does the potential look like, how?
25. What kind of technical assistance and/or managerial support did/does OEF provide _____ project? What kind of staff training was provided?
26. What do you view as the _____ project's strengths?
- 26.A What do you see as the _____ project's weaknesses? How might it be improved?
27. What have been the major lessons learned with the _____ project?
- 27.A How are you following through on these lessons?
28. What do you see as the future potential? How are you going to realize this potential?

Methods of evaluation and evaluator's schedule in Sri Lanka

Methods of evaluation included:

- interviews (open-ended and structured)
- discussion
- observation
- document review

Schedule of activities:

Saturday, July 18

11:00 a.m. - arrived in Sri Lanka

Sunday, July 19

10:00 a.m. - met with Lakshmi Perera, SLFUW project director - worked out schedule of activities

11:30 a.m. - lunch with Wilmala de Silva, ex-president of SLFUW - discussed historical context of SLFUW project

Monday, July 20

9:30 a.m. - interview with Mahesen, USAID PVO officer - to identify local USAID knowledge and opinion of SLFUW project (taped)

- informal discussion with Alice Shimomura, acting program officer USAID

12:30 p.m. - lunch with SLFUW project steering committee - discussed in-depth the historical context of English as a second language

3:00 p.m. - work meeting with Lakshmi Perera, project director - discussed organization and administration of project (taped)

Tuesday, July 21

8:30 a.m. - work meeting continued with Lakshmi Perera - same discussion

10:30 a.m. - meeting of social work faculty of social work project trainees - observed and recorded activities of the faculties regular scheduled meetings

- | | | |
|-----------|--|---|
| 1:00 p.m. | - evaluation meeting of social work faculty with steering committee of project | - observed group evaluation of project and steering committee's procedure for overseeing project activities |
| 2:00 p.m. | - lunch with social work faculty and SLFUW steering committee | |
| 3:30 p.m. | - left for field visit to Kandy with Venetia Gamage, social work trainee coordinator | - visited a series of on-the-job training placements |
| 5:30 p.m. | - visited trainee at a government rural school for crippled children | - observed trainee and placement arrangement |
| 7:00 p.m. | - meeting with Venetia Gamage | - discussion of role of women in employment |

Wednesday, July 22

- | | | |
|------------|--|---|
| 10:00 a.m. | - on-the-job trainee site visit to PLAN, INT | - went with trainees on job duties, then interviewed them through interpreter |
| 11:30 a.m. | - meeting with director of PLAN, INT | - discussed his role in providing on-the-job training placements |
| 2:00 p.m. | - on-the-job site visit to city mission | - visited and informally interviewed two trainees |
| 6:00 p.m. | - return to Colombo | |

Thursday, July 23

- | | | |
|-----------|---|--|
| 8:30 a.m. | - meet director and course director of SLIDA (Sri Lanka Institute of Development Administration) | - informally discussed their role in setting up training course for SLFUW project trainees |
| 9:00 a.m. | - visits to on-the-job training institution with Selvy Thiruchandran, coordinator of project's public relations | - formally interviewed supervisors and trainees at both institutions (partially taped) |
| | 1. Anglo Asian Company
private sector - accounts trainee | |
| | 2. Galle Face Hotel
private sector - accounts and housekeepings | |

- 2:00 p.m. - visits to on-the job training institutions - formally interviewed supervisors and trainees at both institutions (partially taped)

Friday, July 24

- 8:30 a.m. - meeting various trainee groups at their final English exam - interviewed a variety of trainees while they were waiting to take exam
- 3:00 p.m. - meeting with all of the English/basic skills teachers - group discussion on their role in SLFUW project
- 4:30 p.m. - meeting with SLFUW project relations committee - discussion of future plans and possibilities of project (taped)
- 7:30 p.m. - dinner with Marsiri Diaz, member of SLFUW - discussion of manpower needs in Sri Lanka

Saturday, July 25

- 9:30 a.m. - visit in session draftsmanship training class at university - observed classroom activities
- 11:00 a.m. - meeting with draftsmanship professors of trainees - interviewed one professor and discussed school system in Sri Lanka (taped)
- 7:00 p.m. - dinner with Selvy Thiruchandran, public relations coordinator of project - general discussion of Sri Lanka's employment problems

Monday, July 27

- 9:30 a.m. - meeting with the Secretary to the Ministry of Youth Affairs and Employment - interviewed formally on role of project and other employment schemes (taped)
- 12:00 p.m. - meeting with Dr. Kalpage, Secretary to the Ministry of Higher Education - discussed unemployment problems in Sri Lanka and role of university curriculum
- 4:00 p.m. - meeting with SLFUW project committee - discussion of my first impressions

Tuesday, July 28

- 10:00 a.m. - meeting with Lakshmi Perera, project director - formal interview (taped)

Evaluator's Schedule in Nicaragua

Wednesday, September 12

- 9:00 a.m. - met with representative to Council of State and Director of project
- 10:00 a.m. - observed Council of State proceedings
- 12:30 p.m. - business lunch with project director
- 2:30 p.m. - meeting with USAID/N

Thursday, August 13

- 7:30 a.m. - travel to department of Leon to observe and participate in preparatory session for an assembly
- 3:00 p.m. - meeting with coordinator of international programs and project director
- 4:30 p.m. - meeting with lawyer to Council of State who provides technical and moral support to legal project in AMNLAE

Friday, August 14

- 9:00 a.m. - informal discussion with North American volunteer proposal writer for AMNLAE
- 3:00 p.m. - meeting with USAID/N

The evaluator was also able to observe the OEF technical advisor providing some very specific technical assistance in the role of a trouble shooter for the project.

Evaluator's Schedule in Costa RicaMonday, August 17

- 10:30 a.m. - arrived in Costa Rica from Nicaragua
- 11:30 a.m. - participated in meeting with project staff and Interamerican Institute for Human Rights
- 12:30 p.m. - meeting with project director and legal service staff over lunch

Tuesday, August 18

- 11:00 a.m. - Interviewed president of DELFI who is also coordinating chairperson of project's directive council
- 11:30 a.m. - interviewed the treasurer of DELFI who is also a member of directive council
- 3:00 p.m. - meeting with project's administrative assistant
- 4:00 p.m. - visited building being proposed as the new site for project's administrative and legal service functions

Wednesday, August 19

- 9:00 a.m. - introduction to and observed meeting of the directive council
- 12:00 (noon) - interviewed both members of council who represent the organization FOV
- 2:30 p.m. - interviewed member of council who represents OCC
- 4:00 p.m. - meeting with USAID/Costa Rica

Thursday, August 20

- 9:00 a.m. - interviewed legal advisor who is also ex-director of project
- 10:00 a.m. - interviewed communications specialist for project
- 11:30 a.m. - informally interviewed Dean of Law School, University of Costa Rica, who

- 12:00 (noon) - is collaborating with project to provide law students for the legal services center
- 4:00 p.m. - worked with OEF technical advisor
- 6:00 p.m. - informally interviewed lawyer who is responsible to the Dean of the Law School for coordinating all practicums of the law students
- 6:00 p.m. - visited legal services center to observe delivery of services and informally interviewed volunteer social worker

Friday, August 21

- 9:00 a.m. - interviewed facilitator trained by legal services project to give course on legal rights for women
- 10:00 a.m. - interviewed coordinator of legal services center
- 11:00 a.m. - interviewed the director of the office of women and the family within the ministry of culture who is collaborating with legal services project to extend education component
- 3:00 p.m. - interviewed two beneficiaries (one male and one female) of legal services project course on rights of women

Saturday, August 22

- 10:00 a.m. - interviewed legal services project director
- 12:00 (noon) - read files and documents

Because the evaluator's site visits coincided with the schedule of the OEF technical advisor, much time was also available for the evaluator to discuss the project with her.

PROJECT STEERING COMMITTEE

1. Dr. Mrs. Wimala de Silva - Chairman
President Sri Lanka Federation of University Women (1977 - 1979)
2. Dr. Swarna Jayaweera - Professor of Education *Outgoing president (1979 - Sep 1980)*
University of Colombo.
3. Dr. Hema Goonetilleka - Lecturer Department of Sinhala
University of Kelaniya.
4. Prof. Chitra Wickramasuriya - ~~Associate~~ Professor of English
University of Colombo. *Head of the Dept of English.*
5. Miss Thana Shanmugam - Research & Training Officer
Agrarian Research & Training Institute, Colombo.
6. Dr. Mrs. Elsie Kothalawala - Professor of Education: Open University *Sri Lanka*
(Senior Lecturer (Child Psychology)
University of Colombo - Prior to July 1981)
7. Mrs. Malsiri Dias - Executive Secretary
IYC Secretariat, Colombo. *(seconded to the Ministry of Planning and plan implementation from the Dept of Sociology, Uni. of C.)*
8. Mrs. Sujatha Jayawardena - Free Lance Broadcaster
9. Mrs. Jezima Ismail - ~~(Ex Officio)~~ President SLFUW
(replaced Dr Swarna Jayaweera on Steering Com. Principal - Muslim Ladies College.)
10. Mrs. Maya Senanayake - (Ex Officio) Treasurer SLFUW
11. Mrs. Sita Arunthavanthan - (Ex Officio) Secretary SLFUW
12. Mrs. Lakshmi Perera - Project Director

PHASE 11 - ACTION COMMITTEE

1. Mr. J. Hilton - British Council Representative
2. Dr. R. Cabraal - Training & Personnel Manager
Lever Brothers.
3. Mr. D. Nesiah - SLIDA Consultant
4. Prof. C. Patuwata-
vithana - V.C. University of Moratuwa.
5. Mr. L. Gunsekera - Director Social Services
6. Mr. W.A. Jayawardena - Director - External Agency
Open University.
7. Mr. K. Kodituwakku - Ministry of Youth Affairs ^{Director, Youth Affs}
- and Employment ^{and Planning Divisi}
8. Mrs. Ranjini Manuel-
pillai - Deputy
Manager - Bank of Ceylon.

Co-opted

9. Mr. Justin Samarasekera - Director: Justin Samarasekera
Associates *Institute of Architects / private sector*
10. Mrs. P. Heenatigala - Director Ceylon Hotel School
11. Mr. Asoka Gunawardena - Consultant: Sri Lanka Institute ~~of~~
of Development Administration
SLIDA.
12. Mr. Sarath Wickrama-
singhe - Head of Dept. of Teacher Training
University of Moratuwa.

And Steering Committee members.

COMMITTEE OF LESSON-WRITERS

Lesson Writers of 1st Intensive Course

1. Dr. Mrs. Wimala de Silva - Project Chairman
2. Mrs. N. Gunasekera - Senior Instructor of English University of Colombo.
3. Mr. D.A. Siyambalapitiya - Senior Instructor in English University of Colombo
4. Mrs. H. Don Lewis - Instructor in English University of Colombo
5. Miss N. Mahesan - Instructor of English University of Colombo
6. Mrs. Deepani de Silva - Instructor in English University of Colombo
7. Mrs. S. Samaraweera - Visiting Instructor in English University of Colombo
8. Mrs. Sita Pieris - Instructor in English University of Colombo
9. Mrs. S. Thiruchandran - Visiting Instructor in English University of Colombo
10. Miss Nirmalani Gunawardene - English Research Assistant University of Colombo

Lesson Writers of Follow-up English Programme

1. Mr. D.A. Siyambalapitiya - Senior Instructor in English University of Colombo
2. Mrs. Ajitha Gunaratne - Teacher, English Project
3. Mrs. Shalini Amerasinghe - Teacher, English Project
Visiting Instructor in English University of Colombo
4. Mrs. Swarnamali de Silva - Teacher, English Project

SUB COMMITTEE FOR THE ENGLISH TEACHERS' WORKSHOP

1. Dr. Mrs. Wimala de Silva - Project Chairman
2. Prof. Chitra Wickramasuriya - Associate Professor of English
University of Colombo.
3. Miss Nalani Mahesan - English Instructor
University of Colombo.
4. Miss Muriel Dharmaratne - English Instructor
University of Colombo.
5. Mrs. N. Gunsekera (Convenor) - English Instructor
University of Colombo.
6. Mrs. Deepamali de Silva - English Instructor
University of Colombo.
7. Mrs. M. Gunawardene - Project Assistant

all members of ...

SUB COMMITTEE MEDIA

1. Dr. Mrs. Hema Goonetilleke - Lecturer Department of Sinhala University of Kelaniya
2. Mrs. Vijitha Fernando - Journalist - Associated Newspapers Ceylon Ltd.
3. Miss Sirome Gunasekera - Journalist - Associated Newspapers Ceylon Ltd.
4. Mrs. Rosemary Mayne Wilson - (wife of Australian High Com.)
5. Mrs. Sujatha Jayawardena - Free Lance Broadcaster
6. Mrs. Chitra Ranawake - Director SLBC
7. Mrs. Goolbai Gunasekera - Vice Principal
Sujatha Vidyalaya. Colombo.
8. Miss Sumana Saparamadu - Journalist - Associated Newspapers Ceylon Ltd.
9. Mrs. Jezima Ismail - President SLFUW
Principal - Muslim Ladies
College.
10. Dr. Mrs. Wimala de Silva - Project Chairman
11. Mrs. Lakshmi Perera - Project Director

SUB COMMITTEE FOR DEVELOPING CREATIVE THINKING

1. Dr. Mrs. Wimala de Silva - Project Chairman
2. Mrs. Jezima Ismail - President SLFUW
Principal - Muslim Ladies
College.
3. Mrs. Lakshmi Perera - Project Director
4. Prof. Daphne Attygalle - Professor of Pathology
Faculty of Medicine
University of Colombo.
5. Mrs. Charmion Tousaint (wife of U.S. Ambassador)
6. ^{Dr.} Mrs. Thelma Gunawardena - Entomologist - Department of
^ National Museum.
7. Miss Clodagh Nethasinghe - Librarian - CISIR
8. Miss Thana Shanmugam - Research & Training Officer
Agrarian Research & Training
Institute Colombo.

SUB COMMITTEE FOR TEACHER PUPIL RAPPORT WORKSHOP

~~Representatives of the Sri Lanka Education Service Principals' Union~~

1. Mrs. Jezima Ismail - Principal - Muslim Ladies College
(SLE.C Principals' Union)
2. ~~Mrs. Siranocce Gunawardena~~ - ~~Principal - Ladies College Colombo~~
3. Mrs. Kalyani de Zoysa - { Principal - Devi Balika Vidyalaya.
Member SLE.C Principals' Union
4. Mr. Atukorala - Principal - Nalanda Vidyalaya. (S.E.C.)
5. Mrs. Hema Jayasinghe - { President: Sri Lanka Education Service
Principal - Visakha Vidyalaya. Principals' Union
6. Mr. P.S. Gunsekara - { Principal - Thurstan College.
(SLE.C Principals' Union)
7. Dr. Mrs. Wimala de Silva - Project Chairman
8. Mrs. Barbara Gunasekera - { Principal - St. Pauls Balika
(SLE.C Principals Union) Vidyalaya.
9. Mr. P. Sangaralingam - { Principal - Hindu College Colombo.
(SLE.C Principals Union)
10. Mrs. Dulcie Windsor - { Principal - Gothami Balika Vidyalaya.
(SLE.C Principals Union)

SUB COMMITTEE FOR POLICY MATTERS

1. Dr. Mrs. Wimala de Silva - Chairman
President Sri Lanka Federation
of University Women (1977-79)
2. Mrs. Jezima Ismail - (Ex Officio) President SLFUW
Principal - Muslim Ladies College.
3. Miss Thana Shanmugam - Research & Training Officer
Agrarian Research & Training
Institute, Colombo.
4. Dr. Mrs. Elsie Kothalawala - *Prof. of Education: Open ~~city~~
(University, Sri Lanka (from ~~ology~~)
1st July 1981)*
5. Prof. Miss Chitra Wickramasuriya - *Previously - Senior Lecturer
Child Psychology (University of Ck)*
Associate Professor of English
University of Colombo.
6. Dr. Mrs. Hema Goonatilleke - Lecturer - Department of Sinhala
University of Kelaniya.
7. Mrs. Malsiri Dias - Executive Secretary
IYC Secretariat, Colombo.
8. Mrs. Sujatha Jayawardena - Free Lance Broadcaster
9. Mrs. Lakshmi Perera - Project Director

SUB COMMITTEE FOR PREPARING RECOMMENDATIONS to be placed before
SLFUW Council

1. Mrs. Sushila Niles - *Senior Lecturer: Univ. of Colombo
Curriculum Development Unit
Department of Education*
2. Mrs. Lakshmi Wijeratne - Member SLFUW
3. ^{Dr.} Mrs. Elsie Kotelawala -
4. Dr. Mrs. Wimala de Silva - Project Chairman

SUB COMMITTEE FOR EVALUATION

1. Dr. Mrs. Wimala de Silva - Project Chairman
2. Dr. Mrs. Elsie Kothalawala - (Prof. of Educ. Open University .
Senior Lecturer
University of Colombo previously)
3. Mrs. Sushila Niles - Senior Lecturer :
University of Colombo.
4. Miss Thana Shanmugam - Research & Training Officer
Agrarian Research & Training
Institute, Colombo.
5. Mrs. Lakshmi Perera - Project Director

SUB COMMITTEE FOR PUBLIC RELATIONS

1. Mrs. Nirmala Williamsm - 1st Vice President SLFUW
2. Mrs. Sumana Fernando - Asst. Secretary SLFUW
3. Mrs. Jezima Ismail - President SLFUW
- * 4. Mrs. Selvi Thiruchandran - Coordinator - ^{Council} Member SLFUW .
5. Mrs. Lakshmi Perera - Project Director

Materials used in ESL course in project of Sri Lanka

- A picture speaks a thousand words (series)
- Eye-witness (re-adapted)
- In touch (for conversation, re-adapted)
- Functional English - self-study course in writing skills
- What's your opinion (self-confidence building)
- Speed tests (for comprehension)
- Topical lesson (to improve general knowledge)
 - e.g.: job satisfaction
 - conservation of forests
 - women in pre-war Japan
 - women in the Armed forces
- Conversation dialogs
 - e.g.: at the bank
 - at the reception desk
 - meeting people
 - asking and giving directions
 - finding your way
- Writing skill exercises
 - e.g.: PATTYAPOLA'S experiment in energy letter writing
(borrowed materials from Open University)
 - filling applications
- Strip stores (re-adapted)
- Poetry and jazz chants
- Lecture series (for listening, comprehension of various English accents)
 - e.g.: women and protein
 - women and employment
 - what is health
 - superstitions
 - population explosions
 - conditioning through various sex stereotypes

palmistry and astrology
women and franchise
job adaptability
job attitudes
presentation at interviews

- Demonstrations

e.g.: hair care)
 dress) appearance for jobs
 dressmaking)

- Language games (for self-confidence)

e.g.: describe and draw
 gift game

- Film

- Role play

- Formal and informal interaction with English speaking groups
(for example, the trainees held a coffee with the U.S. Ambassa-
dor's wife, the Indian Ambassador's wife and the Australian
Ambassador's wife. They would bring pictures to promote dis-
cussion)

- News of the day

e.g.: news listening
 news reading

- Use of library

- Locally adapted tests

e.g.: diagnostic, achievement, final

LAKSHMI, PERERA

May 5, 1979

Report on Training in Washington

I. With Dr. Karen Peterson, Associate Professor, Head of the Department of Sociology, American University.

A. An overview of Research Techniques and procedures relevant to different aspects of the Sri Lanka Project:

- Nature of the 4 types of inquiry
- The social content of their application
- The quality of the personnel who would carry out the different functions and the training they would need
- The time-chart for completion of the studies.
- The implications of manual tabulation and analysis.

On the basis of these factors a breakdown of procedures was prepared.

B. The 4 Studies

1) The Mail Survey - Research Techniques.

- Listing and categorizing of information to be collected.
- Preparation of the main body of questions to be unambiguous, mutually exclusive, quantifiable, with close attention to a logical flow of questions, and skip questions
- Mounting questions on cards and preparation of Final Draft Questionnaire
- The format of the Draft Questionnaire
- Simple, uncluttered lay-out
- Avoiding double-barrelled questions
- Precision of instructions
- Avoidance of open-ended questions in a large survey
- Pre-test requirements for 2000 units (to conduct a pretest of 100)
- Re-designing and final Questionnaire, etc.
- Tabulation Procedures and Analysis
- Preparation of Dummy Tables

- Administrative Procedures for a Mail Survey
 - Maintaining a Master Control book - with names and addresses; Dates of 1st mailing; Dates of response; 2nd and 3rd mailings, of each person
 - Simplification of time-consuming manual functions; the use of a folder-type questionnaire
 - Maintaining a card system with serial numbers of each name, (The questionnaire and reminders, etc.)
 - To date stamp in-coming questionnaires and arrange in batches of manageable size, for allocation to editors and tabulators
 - Use of shelving to keep batches of questionnaire; rather than File Cabinets - Simplifies the sorting out and arrangement in various stages of data processing
2. Editing Procedures:
- Training and detailed procedural instructions to those who would be entrusted with these functions.
 - Use of Green and Red pencil lines for preliminary and final editing
3. Coding - Prepare coding system to be followed consistently, (Before questionnaires are sent out)
4. Tabulation System - To prepare code sheets on foolscap, or have code sheets as required, printed early
- "No Answer" and "Does Not Know" to be clearly defined and Separately coded.
4. Open - ended questions - Procedure for quantifying responses
- Card System or file system to be maintained for each response to every question of each respondent
 - Categories to be sorted out according to the objectives of the Study - Then Code each category
6. Case Studies
- The techniques of Open Interviews
Preparation of Interview Schedules
- Open ended questions
 - Coding procedure as for all open-ended questions -
 - Reporting will be less statistical than the Mail Survey
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- Two different approaches
 - a) An indepth probe into attitudes, aspirations and expectations, general information, etc., of a small group of respondents selected from the respondents to the Mail questionnaire
- Their background would already be available from the Mail Survey, and should be studied first. Then redesign interview schedule before starting the interviews.
 - b) Interviews with "Elite Group" of Employers
 - Study their personal and official background as far as possible before the interview
 - Collect as much information as possible about the establishments they work with
 - Adjust the manner of asking the questions according to the time, place, mood, response, etc., of each individual

C. Reading Material:

Parnes Study: Manpower Research Monograph Labor Dept.
Social Research: Blabbie
Social Statistics: Oppenheim
Questionnaires of the Census Bureau
Professional Mail Survey Methods

II. Additional Meetings

A. Visited the Center for Applied Linguistics

- Collected documents available at center, of teaching material for training of English as a 2nd language

Met Anne Convery, officer in charge of the National Indo-China Clearing House.

- Spoke with Allene Grenier, Directress, about workshops for training of trainers, and tentative arrangements for visiting workshop in Los Angeles on 10th and 11th of May.
- Made note of all reading material available at the center. These materials could be obtained from the publisher.

B. Introduced to ADA ADLER of the Agency for International Development, Department of State, OFFICE OF LABOUR AFFAIRS
She is in a position to monitor any requests for Job Placement and Job Counselling Training of Trainers programmes through her department. This possibility could be followed up for the action phase of the project.

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In addition, funds could be obtained for research projects on aspects of women in the labor market, through PADME RAMACHANDRA- (Director, A.P.C.W.D. of ESCAP). Ada Adler maintains a close link with this unit.

C. Visited Opportunities Industrialization Center (O.I.C.) - The Washington Institute for employment training

Its basic objective is to increase the economic self-sufficiency of those in greatest need in the community.

It is a manpower delivery system whereby attitudes, academic and vocational skills of community residents are developed and motivated to meet the needs of public and private employers as well as the residents themselves.

Of special interest are:

- 1) Its operational network of referrals with government agencies
- 2) Its relationship with the Business and Industrial Community, which ensures support in terms of jobs, technical advice, equipment, contributed services and money.
- 3) Its follow-up system after Job Placement through a close link with the employers. An employee progress report is maintained for every person placed in a job through O.I.C.

D. Visited the Department of Labour. Met Ellen Sehgal in charge of studies on Women in Employment.

Examined several reports and collected relevant sections of the Parnes Study on the Labour Force Participation of Women.

E. Visited the Head Office of the American Association of University Women.

Met lady-in-charge of a special project of the AAUW for Job Placement of Women Graduates.

Obtained Manual: A Woman's Job Search:
Five Strategies for Success.

F. Visited the Office of the American Council on Education (Office of Women in Higher Education)

Met Judy Touchstone. Staff associate in charge of The National Identification Programme, the primary objective of which is to advance educated women in academic administration.

The programme is arranged to identify and list educated women, the positions they hold or not,

- to identify influential people and State and National level Educational Institutions

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- Arrange Seminars to bring together both groups. Thereby influential and key people get to know competent women for future recommendation to good position.

Objective is Visibility and Opportunity through personal contact.

G. Visited I.W.Y. Tribune office in New York.

Met Mildred Persinger, Anne Walker, Vicky Semler and Martita. Looked through all training materials, documentation, slide presentations, etc.

III. Overview of Budget and Financial Statement Procedure

Consultation with Bernard Fiskens.

- A. Maintain worksheet for Cash Flow Budget which records Total Budget which records Total Budget amount, with Projected, Actual and Variance for each month. Financial Statement to be prepared for each quarter beginning March-May.
- B. Checking accounts No (1) and No (2) to be maintained for all cash receipts and disbursements.
- C. Records to be maintained.
 - 1) Cash Book. One page for cash receipts and one page for cash disbursements for each month.
 - 2) 1st Financial statement will be due at the end of May (1st Quarter).
 - 3) Requests for Quarterly Advance will be simultaneously made.

IV. Evaluation Reporting

- A reporting system based on quarterly activities was designed with Mike Marquardt. A total of 10 reports will be submitted.

	Original Project Targets (drawn from memo 5/4/79 Lakshmi to Joyce)	Actual(7/27/81)
1.	350 women trained in a marketable skill area.	129 women (although exceeded official amendment to grant to reduce number to 50 7/22/80)
2.	120 of these women employed or hired within 4 weeks after completing the skill training course.	Not known yet.
3.	An additional 120 of these women will be employed within 6 months after completing the skill training course (January 1982).	Not known yet.
4.	350 women trained in basic English usage and job adaptation skills.	186 @ 190 women (exceeded official amendment to grant 7/22/80)
5.	60 government personnel who will be more aware of and skilled in responding to employment needs of women.	More than 60.*
6.	30 industry employers who will be more aware of and skilled in responding to employment needs of women.	More than 30.*
7.	Three training centers capable of training 350 women per year in employable skills, English usage, and job adaptation (includes staff, resources, facilities, materials).	<ul style="list-style-type: none"> . staff trained for @ 190 Ts. . English material developed. . no resources available. . no center realized (but government has recently donated land to SLFUW which is being considered for a training center).
8.	Government vocational schools and universities will begin steps to change curriculum and policies that will assist women in being educated for employment.	Target met.*
9.	Government agencies and private employers will begin changes in policies and/or practices that are discriminatory toward women in employment (e.g., not considering women for management, night time employment, maternity leaves, etc.).	Target not met (PD feels attitudes have begun to change - evaluator perceive attitude of total indifference to fact that trainees were women. Government felt men were neglected but understood why in this particular project.)

10/1

	Original Project Targets (drawn from memo 5/4/79 Lakshmi to Joyce)	Actual (7/27/81)
10.	Research data and analyses re: 2,000 women, 10 public and 10 private agencies and 36 in-depth case studies.	Exceeded target (data on 2,790 women).
11.	SLFUW will have an increased capability in planning, managing, evaluating projects for women.	Target met.
12.	Increased awareness of public regarding women in employment.	Target met.*

T = trainee.

Number of Trainees that Received Basic Skills
Training/English as a Second Language

1. Training class of October 1, 1980 to August 31, 1981 (Sept-Oct, 1980)

Intensive six week basic skills/English course with a subsequent on-going English class integrated into on-the-job training schedule.

<u>Specific training groups</u>	<u>Numbers</u>
Draftsmen	* 20 - 19 Ts
Management	* 45 - 33 Ts
Research	* 15 - 16 Ts
Hotel Services	* 12 - 7 Ts
<u>total</u>	<u>92</u>

2. (May-June 1981)

Intensive eight week basic skills/English course with no subsequent on-the-job training.

3 dropped out early	
2 at end of training got teaching post	62 Ts

3. Basic skills training/English as a Second Language integrated only into on-the-job training schedule (group received no prior intensive course).

<u>Specific training groups</u>		
Social Work (started March 4)	{	drop outs 22 Ts
Accounts (started Jan. 12)		<u>included</u> 9 Ts
Computer (started April)		1 only received English 1 T
-		1 already had good English)
		<u>total 32</u>

* Ts that dropped during on-the-job training but had received full intensive English courses.

MAILING SENT TO UNEMPLOYED RESPONDENTS OF FOLLOW UP
QUESTIONNAIRE FOR TRAINING IN MARKETABLE SKILLS
SELECTION

SRI LANKA FEDERATION OF UNIVERSITY WOMEN

Project to Enhance the Employability of Female Arts
Graduates.

Letter 1/80.

120/10, Wijerama Mawatha,
Colombo 7.

16.6.1980

To Unemployed Women Arts Graduates
(Respondents to follow up Questionnaire only)

Training in Marketable Skills.

Thank you very much for returning to us duly completed the questionnaire we sent you. We greatly appreciate your co-operation.

We have been discussing employment opportunities for women arts graduates with employers both in the public and private sectors. We find that the opportunities in government are at the moment minimal. We have, therefore explored avenues of employment in non-traditional areas. These are given in Annex A. You may think that some of these jobs are not suitable for graduates. Nevertheless you will see that though you may have to start from the bottom, opportunities are there to develop to very high levels.

We plan to initiate training in skills which we hope will increase your employability.

We are also exploring the possibilities of providing training and placements for some of the unemployed graduates. The numbers will largely depend on training facilities, job placements and stipends that would be available. So we may not be in a position to help you all.

Selection for training will be on criteria required for the job.

We hope to start classes in August/September this year.

- Please (1) read through the annexure A carefully
(2) indicate your first 3 preference in order on annexure B.
(c) return annexure B duly completed by return post not later than 30th June.

A reply paid envelope is enclosed.

Yours sincerely,

Wimala de Silva
Dr. Wimala de Silva.

Project Chairman.

1) Comments: See 0

2. Draughtsman (Building) .

1. Introduction : Draughtsman are required for Engineering, Architecture and various other services. With the expansion of development activities and present exodus of trained draughtsman from the country, there is a high demand for such skills.
2. Job Analysis:
 - (i) Tasks : Printing of letters and numerals. Sketching, Tracing, Preparing and interpreting plans, Inking of Plans and drawings.
 - (ii) Personal Qualities: This job would suit persons who are patient and good at art or drawing. They should also be able to appreciate neatness and tidiness.
4. Selection: By interview and aptitude test.
5. Period of training: 6 months full-time in an Institute or 1 year part-time.
(3 days per week in an Institution).
6. Location of training: By the staff or University of Moratuwa or Technical Institutes in a suitable location.
7. Stipend/Allowance Rs.300/- per month will be paid during training.
8. Placements on completion: After successful completion assistance will be given to obtain suitable placements wherever possible.
9. Salary: The starting salary after training will be about Rs.500/- per month.
10. Career Prospects: Good for enthusiastic persons as salaries upto Rs.2000/- are being paid to those with skill and experience.

3. Computer Programme (Commercial)

1. Introduction: More and more business and other organizations are now installing computers. There is therefore, now, growing demand for persons trained in computer services.
2. Job Description: Preparation of data and writing programmes in relation to work connected with commercial or similar establishment.
3. Job Analysis:
 - (i) Tasks: Writing computer programmes individually or collectively.
Preparation of data for existing programmes.
Modification of existing programmes.
 - (ii) Personal qualities:
This job requires persons who are able to understand English, do simple arithmetic, think logically and do team work. They should also have endurance, be patient and neat.
4. Selection: By interview and aptitude test
5. Period of Training: One day per week for 12 weeks followed by 12 weeks full-time work in a computer centre under supervision.
6. Location of training: The training will probably be handled by the staff of University of Moratuwa at its computer centre.
7. Stipend/Allowance: Rs.300/- per month will be paid during training.
8. Placements on Completion: After successful completion assistance will be given to obtain suitable placements wherever possible.
9. Salary: The starting salary after training will be about Rs. per month.
10. Career Prospects: Very good due to the rapid increase in use of computers in Sri Lanka. There will be a great need for programmers in time to come.

4. Trainee Hotel Services (Housekeeping).

1. Introduction:

With the rapid development of Tourism in Sri Lanka, careers in the Hotel Industry have become perhaps the most lucrative available at the present time.

With the lack of trained personnel to meet these increased demands, it is also one field where a young woman is assured of employment after a short period of specialized training.

Although a young graduate would have to start at the lowest level of a Chambermaid, with her educational background, the right attitude, and on her own merits, the Housekeeping Department in a Hotel is one where she could rise rapidly to Executive level. Emoluments and fringe benefits received are also among the best in any Industry in Sri Lanka even at the lowest levels.

2. Job Analysis:(a) Tasks:

To clean and tidy rooms and sanitary installations assigned to her; to change linen, to answer Guests, summons promptly, to be responsible for meeting Guests requests, to have their clothes cleaned, pressed etc, to undertake the evening check of rooms, to bring to the notice of the Housekeeper any irregularities she has noted while on duty, to hand over to the Housekeeper any articles which guests have left behind in their rooms.

(b) Personal Qualities:

Physical fitness, cheerful manner, neatness, energy, helpfulness, honesty, good moral conduct, discretion.

3. Selection Procedure for Training:

- (a) In Hotel School a written application followed by an interview by Faculty of the School.
- (b) Under National Apprenticeship Board - written application followed by interview by Hotel providing training.

(Upper age limit 23 years for N.A.B.)

4. Duration of Training:

- (a) In Hotel School - 4 months for Basic (Craft) level course.
- (b) In Hotel under Apprenticeship Scheme - one year 'on the job' training.

5. Location of Training:

- (1) Ceylon Hotel School - 4B, Park Street, Colombo 2.
- (2) Under National Apprenticeship Board, in an approved Hotel anywhere in the island - town preferred could be

6. Stipend/Salary during Training:

- (a) In Hotel School - None *
 * Rs.50/- per month has to be paid by student as Course Material fee.

JLFUW. will try to provide a stipend of Rs.300/-.

- (b) Under National Apprenticeship Board Scheme -

Rs.300/- per month as allowance.

7. Likely Placements:

- (a) Ready employment in a Tourist Hotel after training.
 (b) Almost certain absorption by Hotel where apprenticeship is served.

8. Likely Income After Training:

Minimum Rs.250/- per month basic salary plus share of service charge amounting to an average of Rs.500/- per month. Food and accommodation provided in most Hotels outside Colombo.

9. Career Prospects:

Opportunities for career development for the right type of person and rapid promotion from Post of Chambermaid to Floor Supervisor, Assistant Housekeeper and ultimately to Management Level as Executive Housekeeper which brings an average income of approximately Rs.3,000/- p.m. and fringe benefits and can be more than Rs.5,000/- in the bigger hotels. Students who have shown their worth have been appointed straightaway as floor supervisors and have moved rapidly to the post of Assistant Housekeeper.

*It may be possible to arrange for Scholarships for needy students.

5. ACCOUNTANCY

1. Introduction:

The direct avenues of employment are in the accounting and auditing fields. When we consider the tempo of economic development in this country and the multitude of organisations that are being set up, the prospects for employment appear to be ever expanding.

The training and education given to an accountant would not only make him suited for accounting and auditing, but also for other managerial assignments.

2. Job Analysis:

(a) Tasks: Control of resources

Preparation and communication of information regarding organisation required by owners, managers, governmental authorities and others.

Interpreting financial information

Advising on financial matters.

(b) This job requires persons with:

Integrity

Independence

Powers of observation

Analytical ability

Impartiality in judgement

3. Selection procedures:

Pass preliminary exam. of the Institute after registration and following elementary course in relevant subjects (see Students Guide- The Institute of Chartered Accountants of Sri Lanka)

4. Duration of Training:

Three years after Preliminary examination. (One year to Licentiate level only)

Graduates with relevant subjects can apply for exemption.

5. Location of training:

Firms of practising accountants and Management consultants

Public corporations

Reputed private sector firms

(Facilities also available in Auditor General's Department and a few government department).

6. Stipend/salary during Training:

Not less than Rs.300/- p.m. in first year

Regular increments in 2nd and 3rd year.

Trainees with special aptitudes will be able to command high allowances.

7. Likely placements:

Colombo, Kandy, Jaffna

Opportunities likely to be available soon in FTZ, Gallo, Kurunegala and Negombo.

8. Likely incomes after training:

A Licentiate in employment will probably command a minimum monthly income of Rs.1,000/- and an Associate Rs.2,000/-.

9. Career prospects:

One need not look for job opportunities only in the direct line of accounting or auditing. Opportunities would exist in any sector of the economy, where the job specifications required are ability to control, evaluate and report and to exercise managerial functions relating to finance and administration. The opportunities for fully qualified accountants are excellent and can be as much as Rs.10,000/- or more for those with experience.

6. Supervisory Management Positions

1. Introduction: These positions are identified as supervisory level management positions in government departments, corporations and semi-government institutions.
2. Job Description: Such positions will involve the organization of office and/or field work and the management of personnel. Office organization will include maintenance of records, accounts, personal files, collection, analysis and presentation of information relating to progress of work; implementation and monitoring of projects/programmes. These positions involve responsibilities for controlling staff, materials, equipment and cash. Positions in outstations may involve travelling. Likely candidates will be university graduates with a training in management.
3. Job Analysis
 - (i) Tasks

The positions will require ability to analyse and understand work situations and show initiative where systems and procedures need to be altered and adapted
 - (ii) Personal Qualities

It calls for a flexible personality. Further since these positions involve contact with the public and having to work with different groups of people, good public and human relations are a must.
4. Selection procedure: Interview
5. Period of Training: Six months. One month of class room based instruction in management and five months on the job training.
6. Location of Training: Class room instruction is likely to be in Colombo with assistance of an institution such as The Institute of Development Administration. On the job training could be in the environs of Colombo and Kandy.
7. Stipend/Allowance: A stipend of Rs.300/- will be paid during period of classroom training. It is hoped that during the period of on the job training an allowance will be paid by the organization concerned.

7. Research Assistant Position

1. Introduction - With the recognition of the need for sociological data for programmes involving the community, there has been an expansion of job opportunities for trained research workers in survey research.

2. Job Description - These are positions at the 2nd level of a research team responsible for collection, processing and tabulation and analysis of data. The job requires familiarity with social science research methods, such as search for existing data, observation, interviewing and questionnaires as well as sampling and techniques of statistical analysis. Likely candidates will be University graduates with a background in social sciences and/or Maths work.

3. Job Analysis

(i) Tasks

These positions will require the preparation and maintenance of records. Where full assistants are employed effective direction and supervision of their activities will be necessary. The job involves travelling and living in survey sites for continuous periods.

(ii) Personal Qualities

Work involves meeting people and obtaining information from them. Hence personal relations are important. As some aspects of work may be time consuming, patience and perseverance are called for. However, the good research assistant will be able to show initiative and innovations when faced with unexpected situations.

4. Selection procedure: Interview

5. Duration of Training: Six months, with one month of class room based instruction and 5 months of apprenticeship.

6. Location of Training: The class room instruction will be in Colombo. Apprenticeship training may be in locations outside of Colombo.

7. Stipend/Allowance: A stipend of Rs.300/- will be paid for the month in Colombo. Apprenticeship training will provide an allowance for the rest of the period.

8. Likely placements: In addition to research organizations several government departments, voluntary organizations, private sector institutions and international agencies have their research units.

9. Likely incomes: After training initial salary may range from Rs.600/- to Rs.750/- per month. There is also scope for private enterprise after some years of experience.

Self Employment Opportunities

Orchid Cultivation can be successfully carried out with a small capital outlay. Those interested could make inquiries from the Agriculture Department, Peradeniya, or Lakmalsala, Gallo Road, Colombo 3 or the Ceylon Tobacco Co., P.O.Box 18, Colombo.

For those who wish to avail themselves of bank loan facilities for the purpose of orchid cultivation for export, some particulars of the Tobacco Co. project are given below :-

1) Facilities available -

- (i) for small scale cultivation of dendrobiums an applicant could obtain an initial bank loan of Rs.3000/- if the following conditions are satisfied:
 - a) monthly income not less than Rs.520/-
 - b) a savings account in any Bank of Ceylon Branch
 - c) two suitable sureties to guarantee the loan.
- (ii) orchid plants and all other requirements including fertiliser, pesticides could be obtained initially on payment to the Company.
- (iii) field officers will help you with their expertise. They will call on you at regular intervals.
- (iv) the orchid flowers will be marketed through the Company. These have to be handed over at stipulated collection centres.

Land required for such a project (on a small scale) would be at least 500 sq.ft.

Plenty of direct sunlight and water are essential requirements.

Income from such a project will largely depend on individual skill and efficient management.

Self Employment OpportunitiesFood processing

There are opportunities for self employment in the area of processing

and in the production of jams chutneys.

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Those interested on these self employment pursuits will need to set up small scale processing centres on a co-operative basis. It should be possible to obtain Bank loans to finance these small scale industrial units.

The necessary technical training connected with the manufacturing processes could be obtained through the services of the Industrial Development Board. One example of a simple manufacturing process for which you could get the necessary training at the I.D.B. (about 2 weeks' duration) is the coconut cherry cube manufacture. This is a fruit like product made from coconut water for which there is a ready market from the firms which manufacture fruit drinks beverages and foods for export.

You could also contact the District Integrated Rural Development Projects for assistance and advice particularly with regard to marketing of the products.

On-the-job-training:

Addl. Director

Buildings
Department

SRI LANKA FEDERATION OF UNIVERSITY WOMEN

PROJECT FOR UNEMPLOYED WOMEN ARTS GRADUATESEVALUATION OF PROGRAMME BY TRAINERS

COURSE: *Training as Draftswomen* Name of Evaluator: *S. H. N. de Silva*
 Organisation: *Buildings Department*

A. The Objective of this evaluation is to ascertain whether -

- (1) The programme has made the graduates employable in the special area of training.

If the answer is "NO" what are the problems the programme has failed to surmount.

If the answer is "YES" does the programme require strengthening and how?

They should be able to continue their practical work as employees, without a break after their training period. Training should be arranged at the invitation of local firms, where they could be absorbed as employees.

- (2) the programme is replicable.
 If the answer is "NO" why?

B. Topics for Discussion under (1) of objectives

- 1.1. To what extent has the content of the class-room programme/on-the-job training been able to give the required by employers in the field.

- 1.2. What proportion of the trainees would you consider as being acceptable to employers?

100% as apprentice draftswomen to combine with

- 1.3. If the course/job is one not normally taken by graduates has the fact that the trainees are graduates enabled them to follow the course (a) at a faster rate? *No.*

- (b) with greater competence

yes. They would comprehend instructions better.

1.4. Has the fact that they are arts graduates posed any special problems for them in following the training?

No.

1.5. Were there any special problems that the trainees had to contend with? If so, what were they?

*No. The problem
except financial.*

1.6. Were you/your institution able to help them to overcome these problems? If "YES" how?

If "NO" why not?

1.7. What was the attitude of the trainees to the course?
At the beginning -

very keen but worried whether they would be able to follow a technical training course.

Towards the end -

very confident and keen, and show greater enthusiasm.

1.8. Did you notice any changes in personality during the period of training e.g. Were they more self confident than at the start? Were they more responsive? Were they more ready to express their own views? Were they better groomed? etc.

During training, they gained more confidence and were more responsive. They now showed contentment and satisfaction at work, as time went by.

1.9. Is there any built in resistance in the system and employment situation to the employment of your trainees? If "YES" (a) What are they?

Cadre retention of draftsmen is related to the presence of architects. There are more draftsmen + draftswomen than the architects. The cadre of architects has not been filled fully.

(b) Can you suggest ways of overcoming them? *Fill the cadre for architects, and fill them. Automatically, the vacancies for draftsmen will be created.*

1.10. Do/did you have any special problems with the trainees? If "YES" what were they?

No

1.11. Do/did you have any special problems in providing the training? If so what were they?

Time taken for my own duties prevents me giving fuller attention to trainees regularly, except at the commencement of training, when my services were fully given out of mere necessity.

C. Topics for discussion under (2) of objectives

2.1. Do you think similar courses should be repeated for unemployed women arts graduates? *yes.*

2.2. If "NO" (a) What are your reasons?

(b) What suggestions would you make to make this programme replicable?

2.3. If the answer is "YES" to 2.1, will you be able to organize such courses in the future?

This is very difficult as a lot of home work is devoted to the trainees, and the duties of the immediate supervisor are affected. Cannot organize and train in the future.

D. General

3.1. Can you suggest ways in which the project organization and administration could have been improved?

3.2. Given the constraints and in the light of your experience can you make suggestions to improve our plan or give alternative plans to make women arts graduates more employable?

Extend the period of training, both academic and practical to at least two years. First year should be a full time classroom programme followed by practical experience in the second year as apprentice draftswoman

3.3. Any other comments --

Trainees should be given an allowance equivalent to what the similar trainee get in the private sector. If the course is extended to two years, this allowance should be given right through.

THANK YOU

PROJECT PLAN

1. Identify (a) areas where there seems to be job potential and (b) The special needs of the women arts graduates.
2. Select of trainees for different courses based on their preferences and requirements of the job.
3. Provide training consisting of
 - (a) Intensive course in English and job counselling.
 - (b) Continuous English classes.
 - (c) Special skill training through recognized training institutions.
 - (d) On-the-job training.
4. Job placements.

THE SKILLS TRAINING PROGRAMME

NAME: *H. A. Ramage* Ref: No. *414*
 ADDRESS: *No. Police Flats, Slave Island, Colombo 2*
 JOB GROUP: *Management*

Q.1. Your Job Training මමගේ රැකියා පුහුණුව :

The Institution you worked for මම කටයුතු කළ ස්ථානය	Title of your job. ඔබේ දැරූ ලද කමස	Number of months training පුහුණුව ලැබූ මාස ගණන
<i>Grallface Hotel Ltd.</i>	<i>Cashier</i>	<i>12 months</i>

Q.2. Which of the statements apply to your current job?
 Circle the number against each correct answer.
 දැනට කරන රැකියාවට පහත දැක්වෙන විධායිත බිහි කිරීමේ කමසයේ කොපමණ කොටස පිළිබඳව අදාළ පිළිතුරු අංකය පවුලි කරන්න.

Very easy විශාල ලෙසට	①
Difficult අපහසු	2

Sufficient work වැඩ ප්‍රමාණවත්ය	①
Insufficient work වැඩ ප්‍රමාණය අඩුය.	2

Challenging අභියෝගාත්මක	①
Not interesting වැඩ රසවත් නොවේ	2

Too much responsibility වැඩට අධික වගකීම	1
Very little responsibility. වැඩට අධික වගකීම	②

Commensurate with your education මට අධ්‍යාපන පරිමාණයට සමාන වැඩ	1
Not Commensurate with your education මට අධ්‍යාපන පරිමාණයට සමාන වැඩ නොව	②

Q.3. What kind of duties did you perform in that job?
 කතුරේ කටයුතු

Duties you liked doing එම කිරීමට කැමති වූ වැඩ කටයුතු	Duties you did not like එම කිරීමට කැමති වූ වැඩ කටයුතු
All the duties which Superior asked me to do have been done very well without any hesitation	NIL

Q.4. How satisfied are you with the following aspects of your current job training? Circle the number against each correct answer.
 දැනට පෙදි පිරිම රකියාවෙන් පවතින්නේ කෙසේද? එක් එක් පේළියේ අංක අකුරු රවුම් කරන්න.

	Very Satisfied ඉතා සමූහිත	Some what satisfied මධ්‍යම සමූහිත	Somewhat dissatisfied මධ්‍යම අසමූහිත	Very dissatisfied ඉතා අසමූහිත	No opinion අදහස් නැත
The chance to use your ability එබේ කැපීයාවීමට තිබියේ අවස්ථාවැයි.	1	2	3	4	5
Your feeling of accomplishment ඔබගේ ලාභ සේවය බිසා	1	2	3	4	5
Your relationship with fellow workers එබේ කාර්ය මණ්ඩලය සමඟ ඇති ප්‍රභව කාර්ය බිසා	1	2	3	4	5
Your prospects of securing a permanent job. දිගු කාලීනව පවතින කාර්ය සඳහා	1	2	3	4	5
Your relationship with your Superiors එබේ පරීක්ෂකවරුන්ගේ ප්‍රභව බිසා	1	2	3	4	5

Q.5. List any problems you may have had at your place of work.
 එබේ වැඩ කරන ස්ථානයෙහි මුහුණ පාන්නට වූ යම් හැටිවල පිටුපස් කළු සැකස් කරන්න.

NIL

Q.6. Do you feel that both the experience and training you have gained at the institution would be useful to you?

ආයතනයේ මම ලබා ඇති අත් දැනීම් සහ පුහුණුව මම මට උපකාරී වැඩි සිතන්නද?

No 1
 Yes ②

If no, give reasons.

නොමැති නම් හේතු දෙන්න කරන්න.

.....

Q.7. Would you change your current job if you had a choice?

a. වෙනස් මම කැමති නිසාමත් ලැබුණාත් දැනට කරන රැකියාවෙන් මාරුවීමට මම කැමතිද?

නැත/ No 1
 ඔව්/ Yes ②

b. If yes, what would be the title of the job that you now feel you would like to have?

මට නම්, දැන් මම ලබා ගැනීමට කැමති රැකියාවේ නම?

Staff Officer

Q.8. What is the minimum salary each month you would expect from that job?

ඒ රැකියාවෙන් මම බලාපොරොත්තු වන අවම වැටුප් මට්ටම දෙන්න කරන්න.

..... Rs. 1,200/-

For whom would you work if you had a choice?

මන් අයුත් වෙතේ වැඩ කිරීමට මම කැමතිද?

- The Government / රජය 1
- Corporations/Boards / සමාගම්/ මණ්ඩල ②
- Private Sector / පෞද්ගලික අංශය 3
- Self Employment / ස්වයං රැකියාවක් 4
- Work in Family business / පවුලේ ව්‍යාපාර 5

Other (specify in space below) වෙනත් (සඳහන් කරන්න)

.....

Q. 10. What are the main reasons that prevent you from getting a job that you would like to be doing?

එම නමුත් ක්‍රියාවත් ලබාගැනීමට නොහැකි වීමට එබඵ බල හා ප්‍රධාන හේතුන්
 කවරේද?

Lack of a good knowledge of English
 වඩාත් නොද දුටුබි දැනුමක් නොමැති වීම.

Lack of job skills
 ක්‍රියා විලිබ්ද කාර්යක්ෂමතාව.

Other reasons
 වෙනත් හරුලු හැසිවීම.

1. I would not have any influence.....
 2. Those days I didn't have any interest in working Private Sectors. I applied for jobs only in the Government and Corporations. Always unsatisfactory because I didn't have any influence. Now I changed my attitude. I would like to work private sector than the government.
The course of lectures you followed

Q. 11. How useful do you feel your course of Job-Specific Lectures have been?

ක්‍රියා විලිබ්ද වශේ දේශන එබඵ නොහේ ප්‍රඵ ප්‍රයෝජනවත් ප්‍රිබ්ද?

	very useful ඉතා ප්‍රයෝජනවත්	somewhat useful තර්ජනවත්	Not very useful එතර්ජනවත්	not useful at all එතර්ජනවත් නැත	No opinion කිසි දේශන
For the job you are now doing එබඵ දැනට හරු ක්‍රියාවේ	1	2	3	4	5
For future permanent employment ආහඵ ක්‍රියාවේ ක්‍රියා	1	2	3	4	5

Q.12. How useful has your English Instruction Course been?

ඉංග්‍රීසි පාඨමාලාව ඔබට කොතෙක් දුරට උපකාරී වූණිද ?

	Very useful	Somewhat useful	Not very useful	Not useful at all	No opinion
For the job you are now doing ඔබ දැනට කරන රැකියාවේ	①	2	3	4	5
For future permanent employment අනාගත ස්ථිර රැකියාවක් සඳහා	1	2	3	4	5

Q.13. How would you rate your knowledge of English?

ඔබේ ඉංග්‍රීසි හැකියාව කොපමණද?

1. Reading Comprehension
කියවීමේ හැකියාව.

- Very good / ඉතා හොඳයි ①
- Good / හොඳයි 2
- Fair / සමාන්‍යයි 3
- Weak / දුර්වලයි 4

2. Speech / කතා කිරීම

- Very Good / ඉතා හොඳයි 1
- Good / හොඳයි ②
- Fair / සමාන්‍යයි 3
- Weak / දුර්වලයි 4

3. Written / ලිවීම

- Very Good / ඉතා හොඳයි 1
- Good / හොඳයි ②
- Fair / සමාන්‍යයි 3
- Weak / දුර්වලයි 4

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Q.14. Do you read any English newspapers' other than in your
a. classroom?

එම ඉංග්‍රීසි පුවත්පත වෙනුවෙන් වෙන වෙනමද?

No / නැත:

Yes / ඔව්: (2)

b. If yes එවිනම්/

Which of the items listed below do you generally read?	
එම කථානායකයන් විවිධයන් අතර ජ්‍යෙෂ්ඨ පුවත්පතද?	
Head lines and News Items ප්‍රධාන චිත්‍ර: හා අධික තොරතුරු:	(1)
Editorial /ව්‍යවස්ථාපිත	2
Leading Articles / ප්‍රධාන	(3)
Women's Page නායක: පිටුව	4
Junior Page ලිපි පිටුව	(5)
Others (වෙනත්)	6

Q.15. Do you think a good knowledge of English is essential to
obtain suitable employment
පුද්ගලික සේවයක් ලබා ගැනීම සඳහා ඉංග්‍රීසි දැනුම අත්‍යවශ්‍යයකි එම සිහිපත්ද?

No / නැත:

Yes / ඔව්: (2)

Your cooperation in correctly answering these questions
would help us to improve our programme.

THANK YOU

විධිමත්ව පිටුපස පිටුව පිළිතුරු සැපයීමෙන් අප වැඩ පිළිවෙල වඩාත් කාර්යක්ෂම
කර ගැනීමට එම සහයෝගය දෙපවා ඇත.

S.L.F.U.W.

Course Director:

Head of Teacher Training Unit

SRI LANKA FEDERATION OF UNIVERSITY WOMEN University of Moratuwa

PROJECT FOR UNEMPLOYED WOMEN ARTS GRADUATES

EVALUATION OF PROGRAMME BY TRAINERS

COURSE: *Draughtsmanship* Name of Evaluator: *S.C. Wickramasinghe and staff*
 Organisation: *University of Moratuwa*

A. The Objective of this evaluation is to ascertain whether -

(1) The programme has made the graduates employable in the special area of training.

If the answer is "NO" what are the problems the programme has failed to surmount.

If the answer is "YES" does the programme require strengthening and how?

(2) the programme is replicable.
 If the answer is "NO" why?

B. Topics for Discussion under (1) of objectives

1.1. To what extent has the content of the class-room programme/on-the-job training been able to give the skills required by employers in the field.

Basic knowledge and skills needed by a draughtsman have been imparted to the trainees. They have achieved the knowledge component well but their drawing skills are not up to standard. It is felt that another year on-the-job training would bring them up to standard, for employment as draughtsman.

1.2. What proportion of the trainees would you consider as being acceptable to employers?

About 60% would be suitable for employment as 'tracers' immediately and as 'draughtsman' after another year on-the-job training.

1.3. If the course/job is one not normally taken by graduates has the fact that the trainees are graduates enabled to follow the course (a) at a faster rate?

Yes the theory aspect of the course has been received and absorbed at a faster rate.

(b) with greater competence

Not really. On acquiring skills in drawing and gathering speed they have been slow, perhaps as they have passed the suitable age.

1.4. Has the fact that they are arts graduates posed any special problems for them in following the training?
Understanding mathematical and scientific concepts have been difficult.

1.5. Were there any special problems that the trainees had to contend with? If so, what were they?

- (i) *Lack of exposure to situations in construction industry made it difficult for them to visualize practical problems. Also their thinking has mostly been confined to academic exercises.*
- (ii) *Classes being held on Saturdays at Kataladda made it difficult for some students who live far away.*

1.6. Were you/your institution able to help them to overcome these problems? If "YES" how?

- (i) *To a certain extent as exercises in all subjects were based on real situations.*

If "NO" why not?

- (ii) *There was no choice.*

1.7. What was the attitude of the trainees to the course? At the beginning -

They lacked confidence at the beginning being without a scientific background but felt down they were keen and interested.

Towards the end -

Fear of what was in store for them in fact with regard to employment made them somewhat uneasy. About 2% (2/10) dropped out due to personal problems.

1.8. Did you notice any changes in personality during the period of training e.g. Were they more self confident than at the start? Were they more responsive? Were they more ready to express their own views? Were they better groomed? etc.

They were more confident and responsive. They contributed their experiences in drawing office to others in group and exchanged ideas.

1.9. Is there any built in resistance in the system and employment situation to the employment of your trainees? If "YES" (a) What are they?

Government departments insist on 'O' level science background. Furthermore recruitment is generally done through the Job Bank.

(b) Can you suggest ways of overcoming them?

- (1) Channel through Graduate employment scheme under Ministry of Youth Affairs and Employment.
- (2) Try Private Establishments such as International Construction Consortium.

1.10. Do/did you have any special problems with the trainees?
If "YES" what were they?

Unsatisfactory attendance of some trainees.

1.11. Do/did you have any special problems in providing the training? If so what were they?

University of Moratuwa does not wish to have this type of non degree, non engineering courses in the future. Even for this course permission was given to use only the facilities.

C. Topics for discussion under (2) of objectives

2.1. Do you think similar courses should be repeated for unemployed women arts graduates?

Yes, with some modifications in the programme.

2.2. If "NO" (a) What are your reasons?

(b) What suggestions would you make to make this programme replicable?

2.3. If the answer is "YES" to 2.1. will you be able to organize such courses in the future?

Yes, provided a suitable venue with facilities could be found.

D. General

3.1. Can you suggest ways in which the project organization and administration could have been improved?

- (1) Specify specific needs of employers
- (2) Provide feedback from employers regarding progress of each trainee at regular intervals
- (3) Arrange for trainees to visit work sites in addition to drawing office work.

3.2. Given the constraints and in the light of your experience can you make suggestions to improve our plan or give alternative plans to make women arts graduates more employable?

3.3. Any other comments --

THANK YOU

PROJECT PLAN

1. Identify (a) areas where there seems to be job potential and
(b) The special needs of the women arts graduates.
2. Select of trainees for different courses based on their preferences and requirements of the job.
3. Provide training consisting of
 - (a) Intensive course in English and job counselling.
 - (b) Continuous English classes.
 - (c) Special skill training through recognized training institutions.
 - (d) On-the-job training.
4. Job placements.

THE PLANTERS' ASSOCIATION OF CEYLON

AN EXAMPLE OF A LETTER FROM A PROSPECTIVE EMPLOYEE EXPRESSING INTEREST IN TRAINEES



INCORPORATED
 Telegraphic Address: — "PACK" COLOMBO
 Telephone: — COLOMBO, 87013
 Code: — MINTILLY'S

32 Vajira Road
~~XXXXXXXXXXXXXXX~~
 P. O. Box 855,
 COLOMBO 1 5
 CEYLON.

24 July 1981

The Hon. Secretary
 Sri Lanka University Women's Federation
 120/10 Wijerama Mawatha
 Colombo 7

URGENT

Dear Madam

EMPLOYMENT

I understand that you have a project for the placement of graduates in suitable employment and that some of these persons have, after graduation, been taken through a training programme by your Federation, for specialised employment.

I shall be pleased if you will kindly let me know whether any of your graduate trainees will be willing to accept the post of Accounts Clerk/Book Keeper in one of the Provident Societies for which this Association is Trustee. The terms applicable will be as follows -

- a) Salary: Gross earnings will be in the region of Rs.650/- per mensem but this may well go up to Rs.800/- per mensem in the immediate future.
- b) Provident Fund: 15% and 10% by employer and employee respectively.
- c) Leave: As per Collective Agreement.
- d) Medical: As per EPES Medical Scheme.
- e) Functions: Maintenance of elementary books of account.
- f) Prospects: Management level, dependant upon efficiency and diligence.

Should the terms be attractive enough, I shall be pleased if you will kindly forward six recommended names with bio-data and copies of certificates, for consideration.

Yours faithfully

Sepala Ilangakoon
 SECRETARY

csi:rcp



BEAR A TREE

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LETTER INDICATING THE DUPLICATION OF THE SLEFU PROJECT BY THE MINISTRY OF YOUTH AFFAIRS AND EMPLOYMENT

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විකල්ප අමාත්‍ය } 22262
සේනාපති }
22655
22263



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510

සෞචික නවීනතා හා රැකියා අමාත්‍යාංශය
ශ්‍රීමාත්‍රී ඩබ්ලිව්. ජයවර්ධනපාය
MINISTRY OF YOUTH AFFAIRS AND EMPLOYMENT

සෞචික සේනා, ජාතික ලොකීය මෙහෙයුම් සංදායනය, 111/1, ජන මහලයේ ජන මහලය, කොළඹ 2
Fourth Floor, National Lotteries Building, 111/1, Sir Chittampalam A Gardiner Mawatha, Colombo 2

දිනය/Date 04 - 08 - 1980

Dear Sir/Madam,

Graduate Placement Service

The Government has approved the establishment of a Graduate Placement Service for the following purposes :

- (i) To find employment for graduates in the Public and Private Sectors ;
- (ii) For providing training schemes for graduates prior to employment both in Public and Private Sectors ;
- (iii) For providing an employment counselling service for graduates seeking employment ;
- (iv) For providing statistical data to the University Grants Commission with a view to adjusting University Courses.

The Government has also approved the setting up of an Advisory Committee to advise on the implementation of this Service.

02. I am pleased to inform you that the Hon. Minister of Youth Affairs & Employment has decided to appoint you as a Member of this Committee.

03. I shall be glad if you will indicate your willingness to serve as a Member of this Committee.

04. If you are willing to serve as a Member of the Committee, I shall be glad if you will attend the inaugural meeting of the Committee to be held on 18.08.1980 at 4.30 p.m. at the Hon. Minister's Office in the Ministry of Education, where the Hon. Minister himself will address the meeting.

Yours faithfully,

M. S. Karunanatunga
Secretary

Dr. Kamal de Silva
Chairman, Project for Unemployed Women Graduates
- SLEFU
120/10, Wijayamma Mawatha
Colombo 7

EXECUTIVE SUMMARY OF THE FIELD EVALUATION
OF THE
OVERSEAS EDUCATION FUND

I. Purpose (objectives) of Evaluation

Through site visits to two OEF projects in three countries (Sri Lanka, Nicaragua, and Costa Rica), the evaluation was to:

- a. assess the significance, quality and impact of two OEF projects.
- b. assess OEF's methods and capabilities in designing and implementing projects which address the specific needs of women.

Presented briefly below is a summary of the two projects, an assessment of OEF's methods of project design and implementation, and conclusions and recommendations for OEF's program. For a fuller discussion the reader is encouraged to review the more detailed presentation of the projects which was provided to PVC.

II. Synopsis of Projects included in the Evaluation

A. Sri Lanka marketable skills training project for women

1. Purpose and Objectives:

The purpose of the marketable skills training for unemployed female arts graduates was to address the employment needs of young women who had obtained the BA generalist degree but had no marketable skills for gainful employment. It was proposed to meet this objective by:

- 1) identifying major factors that inhibit the ready employability of women liberal arts graduates;
- 2) raising awareness in the public and private sectors of this increasingly serious unemployment problem and seeking support and cooperation for remedial action;
- 3) planning, implementing and evaluating remedial training schemes to enable young women to seek and maintain employment;
- 4) identifying resources for supportive services and additional training in public/private sector and training women in gaining access to these resources and;
- 5) encouraging concerned authorities to re-design the content of education in both secondary schools and universities to meet basic employment needs of women.

2. Problem Being Addressed

While unemployment of university graduates, especially arts graduates, is a common feature in most economically developing countries, a number of particular factors, as a result of 150 years of British colonialism, have made it especially acute in Sri Lanka and especially for its women.

By the time Sri Lanka won its independence in 1948, English had already been for more than a century the medium in which all commercial and professional business was

transacted. It was also the medium in which education in the then private universities was taught and, consequently, the preferred medium of the upper classes. On the other hand, the essentially uneducated rural population always did and continued to use and speak their native medium of Sinhala.

The 1945 provision of free education through the University signaled the upcoming independence and allowed students from both urban and rural low-income brackets to enter the universities. The large influx of monolingual Sinhala speaking students into the University coupled with the country's need to eliminate the vestiges of colonialism spurred a nationalist movement that eventually had passed into law the teaching of all education in only the Sinhala medium.

Although Sinhala continues to be the medium in which education is taught, English continues to be the medium in which all commercial and professional business is transacted. In fact, because the policies of the new government (brought to power in 1979) have been to stimulate as much foreign trade and aid as possible, English is increasingly essential in that it is the principal medium in which this is accomplished. Hence, a main reason for the unemployability of the graduate population is the language barrier. Students are still educated in Sinhala, but they look for work in a primarily English speaking environment.

The following factors compound the problem: Although the government is committed to providing education to the majority of the population (literacy in Sri Lanka is one of the highest in the world, 82% in 1970), it cannot afford to extend the more costly math and sciences curricula to the low-income rural sectors. Consequently, the students in the rural sector receive their education primarily in the arts and humanities only to be later met by a job market demanding manpower skilled in math and sciences - an obvious consequence of the newly stimulated economy. The highly competitive British educational system used in Sri Lanka coupled with the already acute lack of space in the universities only serve to aggravate an already difficult situation. The educational system channels students into different fields of study based wholly on aptitude - in other words, placement on entrance exams decides the field the student will eventually pursue. There is not any significant allowance for a person's preference. Therefore, if the high school student has only been exposed to the arts and humanities, it is not likely she will be academically competent to follow the math and sciences. The highly competitive educational system and the space shortage are dramatically demonstrated by the following figures: of the 40,000 people who take the advanced level exams (those necessary to enter the University), only 25,000 people pass. Of those 25,000 people, there is only space for 5,000. Thus, of those students who can take advantage of the opportunity to go to the University only one in eight is allowed.

As a consequence, the government has spent its resources on educating the country's youth in the Sinhala medium for the arts and humanities field to have them seek jobs in a market demanding English proficiency and skills in the math and sciences. Unfortunately, because the universities recently won autonomy, the government is hesitant to try to influence too drastically the university's curriculum in areas such as the addition of more vocationally oriented subjects and job counseling. This hesitance is exacerbated by the fact the government already tried one vocational training scheme through the universities in the 1970's as a response to the 1971 student uprising, and it failed. Moreover, regardless of the independence won in 1948, a number of indicators demonstrated a persistent false sense of values created by the old colonial educational system, implying that higher education is to refine and not necessarily to prepare one to enter the job market. The evaluator gathered this from 1) an attitude expressed by the Secretary to the Ministry of Higher Education with regard to vocational training

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when he referred the evaluator to the Ministry of Youth Affairs and Employment replying that the issue was not of his concern; and 2) from an interesting response received from one of the arts graduates trainees to the question as to what she principally learned from the on-the-job skills training component. She replied, "I learned how to work with people less educated than I." This person, illustrative of most of the trainees, comes from parents who work in the rice paddies and earn an average family income of \$172 per year (average per capita income is \$220). She is the only person in the family, and possibly in the whole village, who was able to enter the University, much less complete her education. She is forced to face a job market for which the university did not prepare her. Her family expects her to be the most economically successful of all the children and to make major economic contributions to the household, while the government is sending her frequent notices demanding payment on the loan which she took out to cover her room and board at school.

The fact she is a female exacerbates her plight. The female unemployment rate in Sri Lanka is double that of men, while the proportion of male to female students is almost equal. Women also tend to be more often in the arts curriculum than men with women forming less than 25% of the total student enrollment in the country's technical institutes. Many women enter teaching after their university training (70% of teachers are women, although only 16.6% of all university teachers are women). Ironically, one does not need university training to become a teacher.

3. Implementation approach to project and the role of OEF

The skills training project was implemented by the Overseas Education Fund through a local intermediary organization called the Sri Lanka Federation of University Women (SLFUW). The local organization, based on research of the female arts graduates and the job market during phase I of the project (research phase), designed and implemented the skills training provided in phase II of the project with guidance from OEF.

The principal role played by OEF was to respond to a request by the SLFUW to provide marketable skills training to unemployed female arts graduates in Sri Lanka. The response came in the form of assistance in developing the ideas of the SLFUW into a concrete proposal and then giving periodic guidance to the implementation direction of the project. The SLFUW requested specific technical assistance from OEF to help them translate the results of their one year of research on the unemployment problem into an action program. The SLFUW, although a group of professional researchers, had not done an action project previously and found the guidance from OEF particularly useful. After OEF, in conjunction with the SLFUW, identified a director for the project, OEF provided her one month of technical training in Washington, D.C. OEF subsequently maintained a low profile, monitoring the progress reports on the project and responding to any request for technical assistance by the SLFUW.

4. Characteristics of the Beneficiaries

The beneficiaries in the marketable skills training project are of two types: 1) the professional women of the SLFUW who received training from OEF in design and implementation of a remedial skills training project and 2) those unemployed female arts graduates who received the skills training. The SLFUW is a professional organization of university women who had long before recognized the growing unemployment problem among female arts graduates but did not have the financial resources nor the appropriate training to implement a needed remedial training scheme.

The majority of the unemployed female arts graduates in the training came from the "depressed rural sector of the economy, from homes with large families, and had parents with low educational level and low income occupations. One third of the group was married and half of these had spouses of their educational level and economic status."(Report on The Study of Unemployment among Women Arts Graduates, SLFUW, June 1980)

5. Project Accomplishments

The following chart provides a summary of the trainees by skill category and job placement. At the time of departure of the evaluator (prior to the project's completion), 23 of the 107 women completing training had (or were soon to be placed in) jobs. Additionally, 30 of the trainees were waiting job interviews for vacant positions.

Employees also indicated in their own evaluation and to the this evaluator rapid growth in the assertiveness and self-confidence of the beneficiaries.

Finally and most importantly, because of the project's success, the Sri Lanka's Ministry of Youth Affairs and Employment has decided to duplicate the project on a national basis.

6. Project Weaknesses

a. As expressed by the SLFUW, they needed to do a systematic market survey of employment. Although they collaborated with a variety of potential employers on the job trends and developed job descriptions for each area of training based on this collaboration, the SLFUW realized during the project implementation a detailed knowledge of upcoming employment opportunities to provide to the trainees was essential. The project had unrealistically expected the trainees to assert themselves in finding jobs. This deficiency was corrected through addition of this type of training in the job adaptation skills training.

b. As expressed by the SLFUW, they would have had more time for moving from the action phase if they had begun designing it prior to reaching their final conclusions from the research phase. This also indicates that time was not projected in the proposal for a design stage to the action phase of the project, unless it was specifically intended for the SLFUW to design the action phase simultaneously with the concluding activities of the research phase.

c. Time was lost and interest in respondents may have been lost because two questionnaires were sent to female arts graduates during the preliminary stages of the research phase when the information requested could have been combined into only one questionnaire.

d. In developing the budget of the proposal, a provision was not made for a stipend to the unemployed arts graduates who would have to relocate in order to receive the training. This entailed having to negotiate an arrangement with the National Apprenticeship board of Sri Lanka who, although able to provide a stipend, could only provide one that was inadequate. Moreover, to receive the stipend involved an inordinate amount of time in developing the bureaucratic channels through which it could be received because it was a unique arrangement for the NAB. The NAB also requested the stipend be eventually reimbursed. Although this was not considered mandatory, there may have developed an unnecessary psychological obligation on the part of the trainees to meet this debt.

e. Since much of the local community considered the efforts by the SLFUW to provide skills training admirable, some institutions with which the SLFUW contracted to do the specific skills training offered to do it at lower than standard cost. The project director stated that such "bargains" compromised in the long run the quality of the training because the project did not feel comfortable in demanding the quality of service needed because of the charitable arrangement.

f. The 12x12 ft room from which the project was administered could not adequately accommodate seven people, and all the files and desks necessary to implement the project. The room also did not have a phone nor any place to have meetings with either staff, trainees or visitors.

B. Regional Legal Services for Women

1. Purpose and Objectives

The goal of the Regional Legal Services for women project was to improve the socio-economic conditions of Latin American women by improving the legal status of women via legal reform and a more equal implementation of civil and other legal codes. Three Latin American countries participated in the project (Honduras, Nicaragua and Costa Rica).

The specific objective of the project was to assist three local women's organizations one each in Honduras, Nicaragua, and Costa Rica to:

- 1) establish legal service centers that provide legal services, counseling and/or referral to other socio-economic services for low-income rural and urban women in the three countries.
- 2) educate women throughout these countries regarding their legal rights as well as available legal and socio-economic resources to help them improve the quality of their lives.
- 3) improve the de jure and de facto status of women in those countries.

In addition, the project was to strengthen the capability of the organizations and associations to carry out the above objectives. This addition represents the principal role OEF fulfills in meeting these objectives.

1. Problems being addressed

Based on an analysis of the legal codes of Latin American countries relative to women by the Fletcher school of law and diplomacy together with the InterAmerican Commission of women it was determined that

- a) Latin American laws have often defined women's role in a restrictive way, reflecting the assumption that women are always dependent on fathers, husbands, or other male relatives.
- b) A systematic revision of outmodel legal codes, both statutory and customary (since customary often exerts a greater influence on human behavior than formal law) is basic to any policy of improving women's status in society.

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c) Civil codes of Latin American countries are discriminatory in regard to married women, especially regarding family rights. Women are restricted in the right to own property and to receive inheritance (which usually passes from father to son and not to wife - commonlaw or legal - or daughter). Chile and Paraguay go so far as to prohibit employment for a married woman unless she has her husband's permission.

d) Although courts often award children to the mother and impose child support obligations on the father, oftentimes fathers do not provide child support (e.g. 53% of fathers in Venezuela do not meet court-determined child support, 49% in Peru, 43% in Paraguay). In situations where there is no legal marriage between man and woman (as high as 50% in many low-income communities), an even lower percentage of fathers provide child support payments, resulting in even greater economic burdens on the mother.

e) Latin American labor laws offer equality of access as well as equal remuneration for men and women, but in practice women earn on the average much less than men for similar work. In many cases, employment opportunities and advancement are denied solely on the basis of sex. Protective legislation for women results in employers' being able to turn down women for night work and heavy work. The lack of child care facilities (legally required when a certain number of women are employed, but avoided through non-compliance and/or "threats of retaliation to informers") limit employment opportunity for women.

f) Guardianship of children and parental authority resides in the father.

g) Divorce laws discriminate against women, more easily making her the "guilty party" and, therefore, forfeiting many of her economic and social rights acquired during marriage.

h) Although the law provides equal access for men and women to all levels of education, there is, in practice, de facto discrimination in professional and advanced levels of education.

3. Implementation approach and role of OEF

It is important to note here that although this project operated in three countries, the evaluator only observed the projects in Nicaragua and Costa Rica.

In Nicaragua the project was implemented through the Asosacion de Mujeres Nicaraguenses Louisa Amanda Espinosa (AMNLAE). Since AMNLAE has a member on Nicaragua's Council of State (as comparable to the U.S. Congress), and therefore, direct access to the mechanism for legal reforms; and since the Nicaraguan legal code had not been reformed since the 1800's, the project put principal emphasis on the objectives of legal reform and education, preferring to reserve legal services as a more long-range objective to be met only after substantial reformation of the legal code had been accomplished.

In Costa Rica, on the other hand, the project, implemented through a directive Council made up of members from three women organizations, Desarrollo Economico Laboral Femenino (DELFI), Organizacion de Ciudadanas Costarricenses (OCC) and Federacion de Voluntariado (FOV), prefers to concentrate their efforts on education and legal services rather than legal reforms, stating that the legal code in Costa Rica is already considered

one of the most progressive in Central America and equally representative of men and women, but as yet not equally understood or applied.

The project in Nicaragua implements legal reform by excerpting certain sections of the legal code, (for example, the adoption law), translating it into lay persons terms and sharing it on a mass scale in meetings (called assemblies) held with women from every area of the country and from various socio-economic levels. These meetings are used to present the old code and solicit suggestions for its reformation. The code is then rewritten to reflect the consensus expressed by the women in the assemblies, and presented to the Council of State for debate and a vote. In Costa Rica, the project has developed an educational component made up of eight themes to educate women about their legal rights as they appear in the legal code of Costa Rica. It also provides legal and social services for women in collaboration with law students who provide the legal service as a part of their university practicum. The project's social worker provides referral help.

The role of OEF in both projects was to provide on-going technical assistance through workshops, regional seminars and daily collaboration on:

- a) legal aid procedures
- b) public education/communication
- c) organization development
 - organization and committee management
 - budgets and fundraising
 - recruitment of lawyers, social workers, etc.
 - orientation and training
 - planning and programming project management and evaluation of human resource development
 - leadership, self confidence skills for women
 - communications
 - group dynamics
 - motivation.

The OEF technical advisor would spend approximately two weeks in each country almost continually traveling from one country to the next and briefly stopping in Washington to prepare or gather further materials.

4. Characteristics of the beneficiaries and benefits derived from project

Since the proposal didn't allow for a research phase in either the legal services project in Nicaragua or Costa Rica, specific characteristics of the beneficiary population were not arrived at through preliminary activities of the project itself. Regardless, "characteristics" of the beneficiary population in Nicaragua, other than being women, is a moot point as far as the project staff is concerned. Legal reform is directed towards all females in Nicaragua. The beneficiary population observed by the evaluator during the site visit included local market women, housewives and factory workers.

In Costa Rica, the project relied on a previous study by the University of Costa Rica law school to identify the beneficiary population within which the legal services center was established. Although the study was not available, one project staff member said that the study included statistics which indicated, among other things, the community's per capita income level being below that of the overall average for San Jose, Costa

Rica; a higher percentage of female headed households than the overall average for San Jose, Costa Rica; and a higher percentage of the female voting population than the overall average for San Jose, Costa Rica. General opinion indicated that the community in which the legal services were provided represented a good mix of middle- to low- income populations, with a high number of factories employing women, and a large recently-relocated population from the rural areas. The evaluator observed one client in the legal services center and read six files on others. Out of the seven, four cases were for physical mistreatment of the women by either husband or children and two for financial problems, such as refusal by the husband to provide alimony or child support. One was an unspecified psychiatric problem. The characteristics of the beneficiary population who received the educational component during its pilot test included four groups identified by the project staff as both low and middle income.

Benefits derived from this project differ depending on the country in which the project is implemented. In Nicaragua, for example, the benefits have been the opportunity to participate in reforming the legal code through the town meetings and being educated not only as to what is contained in the legal code relative to women but learning the complex process of reforming the legal code. Benefits are expected, of course, from the legal reform once it has been implemented by the specific ministries involved. In Costa Rica, the women who participated in the educational component on women's rights expressed in their final test an increased knowledge of how the legal system represents them and the action that can be taken to receive protection accorded them under the law. Recipients also expressed to the evaluator greater self-confidence in expressing themselves in groups. Since the legal services had just begun operating during the site visit, specific benefits could not be identified. However, already as a result of the project's legal services, one client had been extended legal protection by the state because of mistreatment by her husband.

5. Project Accomplishments

With regard to institutional strength, as expressed by a volunteer staff member, AMNLAE (Nicaragua) has been able to develop a concrete accounting system, understand and participate effectively in participatory discussion sessions, set realistic objectives and better set priorities. Legal reform efforts have included the passing of the adoption law and the current preparation of various chapters of a legislative proposal for a family code to have been presented in September 1981. The presentation and subsequent passing of the adoption law can be seen as AMNLAE's pilot project in which they gained the necessary experience in the process of developing legislation and the credibility to tackle more controversial and challenging issues such as child custody and parental authority, bothh upcoming in their formation of the family code. The legal reform methodology developed by the project includes research, consultation, meetings, drafting legislation and presentation to the Council of State.

In Costa Rica, the project has developed a replicable educational component and has begun delivering legal services to women in collaboration with the University of Costa Rica. Institutionally, the project has established a harmonious working relationship with the overseeing directive council by having developed, and acted on, written policy statements regarding areas of authority and responsibility of the project's directive council and staff in general policy making, administration, program implementation and evaluation.

6. Project Weaknesses

Due to the rapid transitional processes taking place in revolutionary Nicaragua, the project finds it difficult to document any long-range plans, although plans are continually verbally agreed upon by general consensus among the staff. There also needs to be greater training given to the staff in participatory group dynamics skills, including how to organize conferences and speak in public. Those members of AMNLAE at the departmental level who assist the national office in holding the assemblies could especially profit from this kind of training. In addition, accounting skills could be refined and more accessible and organized filing systems would also cut down on time working with budget and fiscal issues.

In Costa Rica, the essential weakness has been the awkward organizational structure of the directive council through which the project was organized. Having three organizations participate on a collaborative council, already known to have been in competition with only one of the organizations providing the legal contractual conduit for the funds, created an unhealthy and ambiguous balance of decision-making power within the directive council. This, in turn, continually interrupted the development of the project. Within the educational component, it has been difficult for the project to move from focusing on general civic issues to more specific issues on the legal status of women. Another overall weakness on the part of OEF was the selection process. There appeared to be an inadequate involvement of the three local organizations in the proposal development phase which led to a very unclear understanding by the three organizations as to their role in the directive council of the project. There was also a concomittant lack of an indepth assessment of the organization providing the legal conduit for the funds.

The lack of guidelines between USAID/CR and USAID/W for the implementation of this centrally-funded project, and the concomittant lack of understanding on behalf of the OEF as to how to structure its relationship between USAID/CR and USAID/W in a centrally-funded project during the proposal development phase, also became an evident weakness in the Costa Rica project.

A final weakness may have been the necessity for the OEF technical advisor to travel continually between the three countries providing assistance. The travel may not have been so demanding if the organizations would have already brought a greater level of institutional strength to the project, and especially if the project in Costa Rica was not suffering from its fundamentally awkward organizational framework.

III. OEF Project Design and Implementation Process

A. General Approach/Role of OEF in Development Projects

OEF implements their projects through a local/intermediary organization identified by OEF in each country. The organization, although usually not from the beneficiary community, is considered to be sufficiently experienced with and committed to the beneficiary community and at the same time in possession of the necessary organizational maturity and influence in the society's power structure to potentially implement a project for a low-income, female population.

This pattern of implementation effectively promotes local organization and community commitment to the project. Because OEF selects a local "intermediary" organization who implements the proposal's objectives according to the organization's perceived needs of the particular beneficiary population, it is essential to separate out OEF's

role from that of the local organization. OEF becomes the provider of technical assistance and not the "doer" of projects. OEF's technical advisor's role is to enable the organization to implement the project. The project is not that of OEF but that of the intermediary organization.

B. Project Conceptualization

OEF generally develops projects in response to needs expressed by a local organization in country, in combination with a review of the available research on the general status of women in the country and the particular needs identified. Conceptualization of a project is usually developed through an interaction between local community organizations and OEF's network of contacts and relationships already in a country or an OEF representative already in country working on another project.

C. Criteria for selection of a local intermediary organization

OEF generally selects intermediary organizations based on its commitment to low-income female populations. The organization should demonstrate this commitment by the articulated goals of the organization and the type of activities it has already accomplished.

Because OEF enables organizations to carry out projects through institutional strengthening (both financially and technically), the intermediary's ability to communicate an enthusiasm, understanding and commitment to the needs of low-income people, and a corresponding potential to effectively implement projects overrides the necessity to demonstrate past major accomplishments. Indeed, if they could do this, there would be no necessity for OEF or anyone else to "enable" them. OEF also evaluates the local organizations legitimacy among the beneficiary population, and its potential access to the established power structure. Furthermore, the local USAID missions' opinions are taken into consideration.

D. Relation of Project Observed to OEF purpose

Both the SLFUW skills training and the Regional Legal Services project for women related directly to OEF's goal of improving the socio-economic conditions of low-income women because they both addressed the constraints women face to being able to generate income: the lack of employable skills, and the lack of knowledge of their legal status within their society and the education necessary on how to establish this legal status.

E. OEF Project Beneficiaries Characteristics

Beneficiaries in OEF projects are of two levels: those women within the intermediary organization who learn to implement the project through financial, organizational and programmatic technical assistance, and the local beneficiaries addressed by the project within the organization.

The women within the organizations observed by the evaluator appear to be middle to upper-middle class with either academically professional standing in their society or recognition by the local society for committing their time and energies to social issues and needs. The project in Nicaragua was an exception to this, representing more University student-age women of the lower middle class. All three categories of women demonstrate access to the power structure in their society either through their

professional and/or personal connections to governmental and legislative bodies in country.

Overall characteristics of the two project's beneficiaries were female, and of low-income relative to world per-capita income scales. The women in the Sri Lanka skills training project were predominantly single, university educated and with major family responsibilities (taking care of widowed father, small children, etc). The women in the regional legal services project were other than single (i.e. either married or co-habiting) with children and having minimal grade school education.

IV. Conclusions and Recommendations

A. Ownership

*Criteria of selection
indications
of institutional
strength*

OEF promotes ownership of the projects by the local intermediary organization. In effect the project belongs to the local organization and not OEF; OEF strengthens the organization to carry-out the project by providing participatory, institutional strengthening technical assistance and programmatic training in action oriented community projects. Since ownership is promoted, USAID and OEF should look more closely at the ultimate responsibility of OEF versus the organizations to accomplish the goals outlined in the proposal.

B. National Impact

The Sri Lanka skills training scheme has been for all intents and purposes, duplicated by the Government's Ministry of Youth Affairs and Employment. The Ministry closely followed the project's development and is learning from the problems encountered. For example, the ministry will increase the stipend to trainees by recommendation of the project's committee. The project's committee chair-woman has also been asked to sit on the ministry's advisory council on unemployment.

The legal services project in Nicaragua has successfully presented and had passed into law in the Council of State, legislation improving the legal status of women in Nicaragua.

C. Role of OEF

OEF's strength and principal role is to institutionally strengthen organizations to carry out project objectives. There is some question on the part of USAID as to whether this role is given sufficient attention. Although the evaluator is not privy to the professional interactions between OEF and USAID, this role is stated throughout the proposal for Regional Legal Services. On the other hand, the proposal for the Sri Lanka skills training presents the intermediary organization (SLFUW) as more of a counterpart working in conjunction with OEF to fulfill the project's objectives.

D. Project Continuity

OEF needs to provide more training to the organizations in looking for alternative funding sources in order to guarantee greater possibility of project continuation.

E. Funding level for Projects

So as to avoid exploiting the women working to implement the project, requests for funding levels should be increased to correspond more readily to time investment and facilities required. In both projects women worked far in excess of the number of

hours for which they were paid, and the projects were housed in unusually small unsatisfactory quarters, with inadequate facilities (no phones, etc.).

F. Research

A preliminary research phase, if only brief, should be built into the proposals of most action projects. Although this was a stipulation in the SLFUW project, it was not in the RLS project.

G. Dual Project Role

If OEF addresses two sets of beneficiaries, separate evaluation indicators should be applied to each beneficiary population. For example, if strengthening the organization which is implementing the project is also an objective, project targets should be set to measure the organization's growth in strength. These targets should include items such as: increase in discipline, improvement in critical self-evaluation, improvement in future orientation, greater influence on local society, greater access to power structure. The projected increase in scale pace of activities should be set and measured prior to and along with the organization's accomplishment in meeting the identified and targeted needs of the beneficiary population.

Did have but did not sign

Participatory Evaluation
if in trouble - outside evaluator
if intention to improve - collaborative
change of behavior (go with local ~~group~~ if disagreement)