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AGENCY FOR INTERNATIONAL DEVELOPMENT
PROJECT IDENTIFICATION DOCUMENT FACESHEET
To Be Completed By Originating Office

TRANSACTION CODE
 A - Add
 C - Change
 D - Delete

PID
 2. DOCUMENT CODE
 1

3. COUNTRY/ENTITY
 JAMAICA

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 digits)
 532-0083

6. BUREAU/OFFICE
 A Symbol B Code
 Q5

7. PROJECT TITLE (maximum 40 characters)
 SKILL TRAINING

8. PROPOSED NEXT DOCUMENT
 A 2 - PRP
 3 - PP
 B. DATE MM YY
 8 82

10. ESTIMATED COSTS
 (\$000 or equivalent, \$1 = 1)
 FUNDING SOURCE
 a. AID Appropriated 16,555
 b. OTHER 1.
 U.S. 2.
 c. Host Country 6,832
 d. Other Donor(s)
 TOTAL 23,387

9. ESTIMATED FY OF AUTHORIZATION/OBLIGATION
 a. INITIAL FY b. FINAL FY

II. PROPOSED BUDGET AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH CODE		E. FIRST FY		LIFE OF PROJECT	
		C. Grant	D. Loan	F. Grant	G. Loan	H. Grant	I. Loan
(1)	610	610	610	480	6500	960	6605
(2)	620	635	635	360	3000	480	3740
(3)	660	660	660	660	2000	1320	3600
(4)							
TOTAL						2760	13,945

12. SECONDARY TECHNICAL CODES (maximum six codes of three positions each)

13. SPECIAL CONCERNS CODES (maximum six codes of four positions each)

14. SECONDARY PURPOSE CODE

15. PROJECT GOAL (maximum 240 characters)
 To establish a trained human resource base that will facilitate the economic recovery program.

16. PROJECT PURPOSE (maximum 480 characters)
 To establish an improved skill training system responsive to the GOJ's economic policies and labor market needs.

17. PLANNING RESOURCE REQUIREMENTS (staff/funds)
 Staff: 1) four AID/W staff officers Funds; 1) Mission operating expense budget
 2) four contract personnel 2) PD&S Funds
 3) ESF Funds

18. ORIGINATING OFFICE CLEARANCE
 Signature: *Frank R. ...*
 Title: Acting Director, USAID
 Date Signed MM DD YY: 03 82

19. Date Document Received in AID/W, or for AID/W Documents, Date of Distribution
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532-0083

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SKILLS TRAINING

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I. PROJECT BACKGROUND

A. EXECUTIVE SUMMARY

After years of stagnation and decline, the Jamaican economy achieved modest real growth in 1981. Although the government appears to be making good progress with its economic recovery program, some obstacles to recovery remain and the probable pace of recovery may be slow. One of the major obstacles is the shortage of skilled, semi-skilled and technical manpower existing alongside high unemployment and underemployment.

The purpose of this project is to establish an improved skill training system responsive to the labor market needs and the government's economic policies. While many elements of a skill training system currently exist within private and governmental institutions in Jamaica, the system is fragmented, and the elements function inefficiently and in relative isolation from one another. The overall objective of project activities, then, is to upgrade the skill training system, provide a mechanism for eliminating duplicative functions, and increase the relevance and efficiency of the skill training system. The ultimate goal of the project is to establish a trained human resource base that will facilitate the economic recovery program.

Project activities will focus on five component areas where assistance is needed. These are: a) assisting in the creation and operation of a National Industrial Training Board (NITB) which will, among other things, regulate, evaluate, certify, fund, promote and coordinate new and existing training programs in order to assure that private sector requirements are met; b) upgrading and expanding several non-formal skill training programs and services within the Ministry of Youth and Community Development; c) upgrading and expanding formal technical level skill training services and programs within the Ministry of Education; d) assisting the Jamaica Industrial Development Corporation by strengthening its ability to conduct flexible skill training programs for individual industries and private sector firms aimed a first time supervisory personnel and middle managers; and e) establishing a revolving loan/grant fund to be administered by the NITB enabling private and voluntary organizations to supplement their resources with funds to carry-out skill training programs of particular interest to the NITB.

By the end of the project, it is expected that a more nearly adequate supply of appropriately trained skilled, technical and supervisory level personnel will be available to meet Jamaica's requirements for its long-term goal of sustained economic growth. It is also anticipated that a more flexible skill training system will be capable of removing short and long term human resource bottlenecks and providing appropriate skills training and related services to the unemployed and underemployed. Moreover, it is expected that the NITB will ensure better coordination and increased relevance of skill training institutions and will assist private establishments

including....

including private and voluntary organizations in training new employees and upgrading currently employed or experienced workers.

The total project costs are estimated to be \$23,387,000 of which AID will grant \$3,864,000 and lend \$12,691,000. The GOJ's contribution will be \$6,832,000.

B. ECONOMIC AND DEMOGRAPHIC OVERVIEW

Jamaica has the unenviable record of suffering negative growth in seven of the nine years since 1973 - the only country in the world to have suffered such economic distress. The real per capita income in 1980 was one-fifth lower than its level at the beginning of the period. Other manifestations of the economic collapse have been a chronic balance of payments deficit declining rates of growth in most productive sectors, a large fiscal gap, and critically high levels of unemployment and under-employment. The economic crisis has been exacerbated by sharp declines in foreign investment and tourism, accompanied by heavy outflows of both financial and human resources.

The economic situation in 1980 was characterized by government-private sector mistrust, large and growing balance of payment deficits, falling output, growing public sector fiscal deficits (as revenues fell and as the GOJ attempted to ameliorate the unemployed through public sector employment) and large and growing rates of unemployment and under-employment.

The administration of Prime Minister Edward Seaga, elected in October 1980, has outlined a program for recovery which is intended to reverse in three years the seven years of negative growth. The government's economic recovery strategy is, in essence, a private sector - and export-led development model.

Since the lack of foreign exchange has been a fundamental problem in recent years and a prime cause - and manifestation - of the prolonged economic deterioration, the government has made its first priority the stabilization of government finances and the creation of a mood of investment confidence. The strategy has three phases: (i) in the short-run, large-scale balance-of-payments assistance will be used to finance imported basic food, raw materials, spare parts, capital goods and other essential commodity inputs for agriculture, manufacturing and tourism; (ii) the greater utilization of existing capacity is expected to increase foreign exchange earnings from exports and tourism in the medium term; and (iii) in the longer-run, increased new investment from both domestic and foreign sources

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is expected to achieve a sustainable balance-of-payments pattern.

On the basis of preliminary results (1981), the Seaga administration's performance appears to be generally favorable. The government has formulated a strategy that includes both recovery and restructuring aspects. The recovery strategy has been in large part implemented and, the outlook for production increases is favorable. On restructuring, the government appears to be making progress and if new investment projects come on stream, the government's strategy has a good chance for success.

It should be recognized however, that the remaining obstacles to recovery remain daunting and the probable pace of recovery may be slow. The Jamaican industrial structure may be badly distorted as a result of past policies and the existing capacity is both antiquated and badly deteriorated. Skilled, technical and semi-skilled manpower have emigrated in large numbers and must be upgraded and replaced. The servicing of the large public sector debt will act as a drag on the Jamaican economy for many years to come. Export markets may be difficult to penetrate, particularly since Jamaica apparently expects to compete for the same markets with many of the other Caribbean basin nations. World prices for traditional crop and products like sugar are low and world demand for bauxite has slumped. In short, Jamaica's economy is fragile and although the Government's economic medicine seems to be working the new footing is still tentative and perilously susceptible to failure.

The total population of Jamaica at the end of 1980 was an estimated 2.2 million. More than 51% of the population was 19 years and under. The 15 to 64 age group, which is potentially the country's labor force, represents 53% of the population. A quarter of a million youngsters are in the age group 15 to 19; more than 850,000 are school age.

Data from 1980 indicate that 26.2% of the labor force is unemployed. Young people and women are particularly disadvantaged groups within the labor market as 48.1% of young people aged 14 to 24 years, and 38.6% of the women, are unemployed. Moreover, substantial numbers of those counted as employed are under-employed. Over 70,000 workers are idle in the agriculture, manufacturing, construction and commerce sectors. More than 100,000 of the 296,000 unemployed people have no previous employment. Less than 10% of the labor force has received any professional, vocational or apprenticeship training, and more than 82% have not received any training of any kind.

Emmigration.....

TABLE 1: Projected Employment by Economic Sector 1981 - 1985

Industry Group	High Estimate			Low Estimate		
	1981	1985	Percent Change	1981	1985	Percent Change
Agriculture, Forestry and Fishing	271.5	339.0	24.9	254.8	287.2	12.7
Mining & Refining	7.9	9.1	15.2	7.8	7.6	- 2.6
Manufacturing	78.3	107.7	37.5	74.0	84.1	13.6
Public Utilities	4.8	5.3	10.4	4.7	4.9	4.3
Construction	26.9	46.0	71.0	25.5	32.7	28.2
Distributive Trade	77.0	95.1	23.5	74.9	79.9	6.7
Public Administration	109.9	113.7	3.4	109.9	113.7	3.4
Other Services	155.7	189.6	21.8	151.9	167.0	9.9
Total Employment	732.0	905.5	23.7	703.5	777.1	10.5

Source: National Planning Agency

Emigration statistics from the three major receiving countries (U.S.A., Canada, and the U.K.) reveal that more than 400,000 Jamaicans emigrated over the period 1960-1980. Extrapolations of recent trends suggest that more than 22,000 persons who were professional, technical and managerial workers and more than 31,000 persons who can be considered skilled workers emigrated in the period 1970-1980. In the decade Jamaica lost approximately 31% of its professional and managerial manpower and 13% of its skilled workers. In recent years, annual emigration has been nearly one-half of the annual output of professional, technical, managerial and skilled workers. Even these data must be considered under-estimates insofar as they fail to include other countries of destination and the numbers of emigrants who do not enter through official channels.

As may be noted in Table I, the National Planning Agency has prepared two preliminary estimates of projected employment to 1985. Both estimates are based on a project growth in Gross Domestic Product of 23.6 percent in the period 1981-1985, but the high estimate assumes output per worker will remain at 1980 levels while the low estimate assumes that productivity will increase during the period. The leading economic sectors are expected to be construction, manufacturing, agriculture and services.

The GOJ has set a 1985 target unemployment rate of 15%. To achieve this target, an annual average of approximately 45,000 jobs would need to be created, or a growth of 5.6% per annum.

In spite of the optimism of the GOJ, soft world markets, the shortage of foreign exchange, modest new investment projects, skill shortages and likely credit constraints may conspire to dampen the nation's economic outlook. The Mission expects that Jamaica will experience slow economic recovery over the next few years and, as a result, employment may grow more slowly than the GOJ anticipates. When all factors are considered - economic growth, replacement demand, loss of skilled workers due to emigration - it would appear that the 1980-85 requirements for skilled, semi-skilled and technical manpower will be as much as 80,000 workers.

C. STATEMENT OF THE PROBLEM

A statement of the problem requires the identification of many shortcomings that characterize the Jamaican economy, the labor market, social attitudes and training system.

A negative growth economy over the past eight years has resulted in excessively high unemployment and underemployment. In addition, enticements abroad and the absence of adequate employment reward systems in Jamaica have contributed to a rampant emigration of thousands of skilled, technical and managerial workers each year.

Efforts.....

Efforts to replenish the supply of skilled workers and provide skills to new labor market entrants are hampered by an inefficient skills training system that has the following characteristics:

- An absence of labor market data and information to predict skills demand
- No authoritative coordinating body that regulates the provision of training based on current or anticipated demand
- A fragmented system of skills training whereby as many as seven ministries (not to mention other government agencies and Private Voluntary Organizations) are involved in skills training
- A limited relationship with the Private Sector
- No effective formalized placement and follow-up service
- A geographical distribution of facilities and programs that are not equitable and do not necessarily relate to geographic demand
- Unnecessary duplication of programs and facilities
- Persistent cultural attitudes against working with one's hands
- Lack of national certification and job standards

Internally, skills training institutions and programs are characterized by the following:

- Out-of-date curricula that have been as much as ten years in existence without review and modification
- Skilled training programs that are rigidly structured to last one year regardless of the particular skill
- A need for new skills programs to support the economic recovery
- The lack of new instructional technology that could reduce costs of training
- The absence of appropriate instructional materials to enhance an instructor's effectiveness

Jamaican....

Jamaican institutions responsible for skill training activities are aware of the problems highlighted above and are in the process of making first steps towards implementing appropriate improvements. In many cases, however, they lack the technical expertise and the access to innovations and improvements which are available in the developed countries. In addition, strained GOJ budgets do not permit the retaining of present staff or provide the materials which are necessary to improve or expand the skill training system.

D. STRATEGIES AND PRIORITIES

1. HOST COUNTRY

In its party manifesto, "Change Without Chaos: A National Programme for Reconstruction," the current GOJ recognized the need to ease the skills shortage and reduce unemployment if its private sector led economic recovery programme was to succeed. One of the pre-election plans called for closing the skills shortage gap and drastically reducing unemployment by providing two Youth Development Centres (YDCs) in each parish. The central objective of the YDCs was to impart technical skills in a disciplined atmosphere. Graduates would have the basic academic and technical skills needed to enter specialized training courses in agriculture or industry, apprenticeship programmes or direct employment.

Prime Minister Seaga singles out employment as the number one priority for the country and he is aware that unemployment and underemployment can bring about drastic social as well as economic consequence. He continues to search for ways other than "make work" schemes to provide meaningful employment to the disadvantaged classes of Jamaica.

The Prime Minister persistently states in his speeches (assuming an expanded economy) that within the next four years Jamaica will be short 120,000 skilled workers and have a surplus of 265,000 in the unskilled category. The Prime Minister has asked for USAID assistance in the areas of skill training several times in discussions with the AID/Embassy personnel.

2. MISSION STRATEGY

The Mission Country Development Strategy Statement (CDSS) for FY 83 and FY 84 recognizes the acute shortages of managers, technicians and skilled workers as a major obstacle to economic recovery. The FY 84 CDSS also cites the lack of adequate skills training facilities as a major institutional obstacle to be overcome.

Because of the heavy reliance placed on private sector growth as the principal vehicle for Jamaica's development, the USAID strategy, as outlined in the CDSS, calls for greater emphasis to be given to those activities which relieve constraints to this private sector growth. Promotion of skills and managerial training at all levels through public and private (including voluntary) organizations is a key element of this strategy and is likely to remain so for the next few years.

The....

The CDSS makes it clear that there are no simple solutions to economic recovery. A skills training program in and of itself will not result in substantial increases in productivity. Nonetheless if the GOJ hopes to provide incentives and support services to entice foreign capital to Jamaica, a trained human resources base must be present to facilitate such investments.

The mission strategy is to assist the GOJ in removing human resource constraints to economic recovery by encouraging decisions that will create, from the existing fragmented program, an integrated and comprehensive system of skills training that will meet both short and long term skilled manpower requirements. More specifically, we will assist in:

- (1) The creation of the National Industrial Training Board (NITB) with direct responsibility to the Prime Minister which will regulate, integrate and coordinate all important public and private sector skills training activities in Jamaica.

The Mission views an authoritative NITB as a vital part of our strategy. It is the key to this project and indeed essential to the creation of an efficient and effective skills training system throughout the country. If such an authoritative body cannot be created, we will likely 'opt out' of public sector skill training in Jamaica.

- (2) The improvement and upgrading of training facilities and programs administered by the Ministry of Youth and Community Development, the Ministry of Education and the Jamaica Industrial Development Corporation.
- (3) The creation of administrative and financial mechanisms in the NITB that facilitate the use of the private sector (and PVO's) in the provision of skills training programs.
- (4) The provision of managerial level training (not included in this project) to meet long term demand for this level of skills in the public and private sector. The mission will begin shortly a needs assessment of managerial training.
- (5) Meeting the need for technical and managerial talent in agriculture sector (not included in this project). The Mission will consider in the future a GOJ request for assistance to higher level agriculture education.
- (6) Devising reasonable GOJ programs that will encourage the return of skilled Jamaicans to the country (not included in this project). The mission will consider mechanisms that provide sufficient rewards to entice talented Jamaicans to re-emigrate to their homeland.

The.....

The existing Technical Assistance and Training Grant Project #532-0079 complements the above activities by providing resources for the GOJ to bring in on an immediate basis, technical talent for short term tasks.

We assume the existence of a formal Primary-Secondary education system that can provide basic literacy and numeracy skills to all Jamaicans. We will not assist this system where it does not relate directly to the provision of job entry or managerial skills.

3. PROJECT ALTERNATIVES:

The USAID Mission solicited proposals for funding from a variety of public and private skill training agencies and institutions. Major proposals were received from the Ministry of Education (MOE) and Ministry of Youth and Community Development (MYCD) and smaller proposals were received from the College of Art Science and Technology (CAST), the Jamaica Industrial Development Corporation (JIDC) and a number of private sector and private voluntary organizations. The mission staff conducted extensive interviews with GOJ and private sector skill training officials and undertook a preliminary review of a representative sample of programs and institutions. As a result of these activities, a number of alternatives to the proposed project have been considered.

In essence, the proposed project attempts to maximize the limited USAID funds by assisting those programs that are currently relatively effective and that promise to provide substantial impact on the economic recovery program. The proposed project will also redirect skills training programs to better address private sector requirements and ensure better employability of program graduates.

Rejected alternative interventions were those that would (a) overburden the administrative and technical capability of the skills training system (b) exacerbate the already fragmented system (c) only marginally address private sector requirements or better employability for program graduates, and (d) compete with activities supported by the World Bank.

The proposed project differs from the several requests for assistance in that it does not support: (1) Youth Development Centers (2) Jamaican 4-H programs (3) handicraft and cottage industry training through the Social Development Commission's Community Centers (4) Ministry of Education Comprehensive and Traditional High Schools (5) The College of Arts, Science and Technology (CAST), and (6) The Jamaica Industrial Development Corporation's Toolmakers and Food Technology Institutes. Moreover, the proposed project does not support a variety of relatively small training programs in the public and private sectors. Although these institutions and activities did not meet the project criteria, selected activities or institutions may receive limited assistance through special funding provisions of the proposed project or may be assisted by other USAID projects.

PROJECT....

II. PROJECT DESCRIPTION

A. Summary

At present, a broad spectrum of training activities is carried out by an assortment of individual GOJ public entities, each acting in virtual isolation from the others, frequently duplicating efforts. This fragmented approach has proven incapable of addressing basic manpower needs, providing appropriate support services or introducing relevant training programs.

The proposed project has been designed to provide assistance to the GOJ in strengthening the capacity for planning, regulating and coordinating skill training activities. The project will emphasize improving the flexibility of the public and private training system to address short-run skill and supervisory shortages, strengthening the formal and non-formal skill training programs to address long and short term demand and upgrading the support services of the skill training system.

The proposed project will redirect public sector skill training programs to better address the requirements of the private sector through a variety of mechanisms. Included among the mechanisms will be upgraded apprenticeship, work experience and on-the-job training programs, improved promotion and placement of skill training graduates, and training for self employment.

B. Synopsis of the Logical Framework

1. Project Goal

The Goal of this project is to establish a trained human resource base that will facilitate the economic recovery program.

2. Project Purpose

The purpose of this project is to establish an improved skill training system responsive to the GOJ's economic policies and labor market needs.

3. End of Project Status

The project proposes to achieve the following by the end of the project:

a) A functioning NITB ensuring better coordination among skill training institutions as well as increased relevance of these institutions in meeting the nation's labor market requirements.

b) A more nearly adequate supply of appropriately trained skilled, technical and supervisory level personnel to meet Jamaica's requirements for its long-term goal of sustained economic growth.

c) A more....

c) A more flexible skills training system capable of removing short and long term human resource bottlenecks and for providing appropriate skills training and related services to the unemployed and underemployed.

d) A capability for assisting private establishments including PVO's in training new employees and upgrading currently employed or experienced worker

e) Improved placement ratios from the public sector training institutions to employment.

4. Outputs

Although it is too soon to specify the quantity of individual outputs, we anticipate that the project proposal herein will produce a minimum of 40,000 trained skilled and supervisory personnel over the next 4 years.

- Trained Administrative staff for the MOE, JIDC, MYCD, and its agencies: Vocational Technical Development Institute (VTDI), Industrial Training Centers (ITCs), Youth Development Training Centers (YCTCs), Apprenticeship program, Technical Schools.
- Instructors trained and upgraded for instructional program
- New and Renovated facilities constructed for ITCS, Technical High Schools
- High Schools upgraded to Tehnical High Schools
- Workshops equipped: ITCs, YCTCs, and Technical High Schools
- Curricula and Modularized training programs introduced
- Placement services developed
- Supervisory training programs expanded or initiated by PVOs or Private Sector as a result of NITB skills training fund
- Apprenticeship programs and on the job training expanded

5. Inputs; Project Components

The following components will be supported as the major inputs to this project. The NITB will be the lead agency responsible for coordinating and regulating the actual skills training components. Training activities will be carried out through agencies of the Ministry of Youth and Community Development, The Ministry of Education, Jamaica Industrial Development Corporation and Private Voluntary organizations. Inputs into these agencies are described below.

a. National.....

a. National Industrial Training Board:

The key element in the overall success of this project and indeed the creation of an efficient skills training program for the country is the establishment and institutionalization of the National Industrial Training Board (NITB). Because of fragmentation, lack of coordination and the absence of a single authority in the current skills training structure, the GOJ has decided to create the NITB.

Although at the moment it is a concept that needs further exploration and development (the GOJ has requested AID short-term technical assistance to accomplish this), the mission sees this organization as the essential component of this project. If this body is not created and provided the appropriate authority and responsibility, USAID/J will not proceed with this project.

At a minimum AID sees the NITB established and functioning as following:

It should be a statutory body answering directly to the Prime Minister's office.

The Board should have high level representation from:

Ministry of Education	Ministry of Tourism
Ministry of Youth & Community Development	Ministry of Public Works
Ministry of Industry & Commerce (JIDC)	PVO Community
Ministry of Labour	Private Sector - 3 (reps)
Ministry of Agriculture	Ministry of Finance Apprenticeship Board

The Board should have a full time operational staff responsible for executing the Board's policy decisions and be empowered to carry out day-to-day management and monitoring responsibilities.

These responsibilities at a minimum would include authority:

- To control, regulate and certify the establishment of all skills training programs in the country
- To authorize the termination of existing non-essential training programs and the creation of new training activities.
- To authorize funding (from a revolving loan/grant fund financed by the project) to PVOs and the private sector for small skills training activities determined to be in immediate demand.

To

- To interpret data, carry out research and estimate manpower requirements in the skills training area.
- To evaluate new and existing training programs in order to maintain quality control.
- To maintain continuous liaison with the private sector to assure that trained manpower is being utilized and private sector requirements are being met.
- To promote attitudinal change among the general populace relative to the importance of skills training for the country.
- To control and regulate financial assistance offered by international donors to the skills training area.

It is understood that the responsibilities identified for the NITB that currently exist in other ministries or bodies will be shifted along with the authorized positions to alleviate any large scale increase in the establishment of new government positions.

This project will assist the GOJ in the creation and operation of the NITB. It is anticipated that substantial technical assistance and training will be required to carry-out the mandate of this new body.

Assistance to the NITB will be provided as follows:

<u>Technical Assistance</u>	<u>Cost</u> (\$000)	<u>Total</u>
1-Long-term counter-part to the Executive Secretary 4 Person Years	480	
1-Long-term advisor to the Secretariat 4 Person Years	480	
Short-term technical assistance to execute the duties of the Secretariat 3 Person Years	360	1,320
<u>Training</u>		
In-country training for operational staff	40	
Short-term observation Training for Board and operational staff	40	
Annual seminars held by NITB for private sector and training personnel	20	100

<u>Commodities</u>	<u>Cost</u>	<u>Total</u>
Miscellaneous office equipment and consumable items	105	
Vehicles	50	155
<u>Other</u>		
Seed money for skills training revolving fund	3,000	
Renovations	15	
Operational & Admin	330	3,345
	Component Total	<u>4,920</u>

b, Ministry of Youth and Community Development

The Ministry of Youth and Community Development (MYCD) has responsibility for the Country's non-formal vocational Training activities. Activities are executed by three divisions of the MYCD: the Vocational Training Division, the Social Development Commission and Jamaican 4-H programs.

The Vocational Training Division has responsibility for the Country's non-formal vocational Training activities. Activities are executed by three divisions of the MYCD: the Vocational Training Division, the Social Development Commission and Jamaican 4-H programs.

The Vocational Training Division administers and supervises the Vocational Training Development Institute (VTDI), Industrial Training Centers (ITC), the Jamaican-German Automotive School (JAGAS), the Garment Industry Training School (GITS) and the Jamaican Apprenticeship System. Within that division the project will provide assistance to the VTDI, the ITCs and the apprenticeship system.

There is one VTDI and it serves the following functions:

- Train Vocational Instructors
- Provide on-the-job in-plant training
- Train supervisors and foreman for the private sector
- Prepare and disseminate instructional materials
- Test and certify skilled workers

There...

There are 29 Industrial Training Centers located throughout the country with a capacity of 3,100 trainees. Current enrollments are estimated to be 2400. Students enter the ITC's from Grade 9 after passing an ITC entrance examination and personal interview. All courses are one year in duration and training is provided in auto mechanics, machine and engineering trades, construction trades, electronics and electricity, business and office occupations, hotel and catering, and garment occupations. Before the downturn in the economy the ITC's were placing as many as 80% of their graduates. Recent placement rates have been around 30%.

The apprenticeship program is a combination of an on-the-job and classroom arrangement. The system requires a contractual agreement between employer and apprentice for a designated period. The apprentice succeeds through the program based on the judgement of the apprenticeship board. The number of apprentices currently being served is approximately 350.

The Social Development Commission provides training through nine Youth Community Training Centers (YCTC) with a capacity of approximately 2,000. The centers, many of which are residential, provide training in a wide range of pre-vocational skills as well as attitude reorientation. This project will assist the MYCD to upgrade the nine YCTCs from pre-vocational to vocational training institutions. To strengthen skills training programs provided through the VTDI, ITCs, YCTCs and Apprentice System, the following activities will be undertaken:

- Restoration, upgrading and expanding existing facilities
- Establishing new training centers
- Upgrading the professional capabilities of the VTDI (instructor training)
- Development and testing new curricula, modular training and competency based instructional schemes
- Exploring production schemes that relate to the training provided in the centers
- Upgrading YCTC programs from pre-vocational to vocational skills level
- Integrating attitudinal orientation into each training program
- Upgrading the mechanism for training-to-work transition including apprenticeship, on-the-job training employment promotion and placement and training for self employment.

	<u>COST</u>	<u>TOTAL</u>
Technical Assistance Long Term Advisors To MYCD 2 Person Years	240	
Short Term Advisors To conduct in country training programs 4 Person Years	480	720
 <u>Training</u>		
U.S. Training Long Term 4 Person Years	172	
U.S. Training Short Term 4 Person Years	288	
In country Training MYCD Staff VDTI Staff ITC Staff YCTC Staff	85	
Instructor Training	90	635
 <u>Commodities</u>		
Equipment (Vocational)	1,255	
Furniture	500	
Vehicles	250	2,005
 <u>Other Costs</u>		
Construction		
- Renovation	2,800	
- New Centers	280	
Operational and Admin. Cost	300	3,380
Component Total.....		\$6,740

C. Ministry

C. Ministry of Education

The Ministry of Education is responsible for the operation of the nation's formal skill training system. The Ministry administers two major programs in the area of technical, skilled and semi-skilled manpower; the College of Arts, Science & Technology (CAST), and the secondary school program.

CAST provides training for technicians and middle-management personnel designed to meet the demands of industry and commerce. The College has seven departments offering a diploma after three years of training. USAID-Jamaica will not provide assistance to CAST in this project because: (i) the third World Bank education loan provides substantial inputs to CAST to upgrade and expand its capacity and program, and (ii) negotiations with CAST revealed few additional needs, beyond the World Bank's efforts

The Ministry of Education secondary school program has five major types of institutions: 46 Traditional Secondary High Schools; 82 New Secondary High Schools; 6 Comprehensive High Schools; 7 Technical High Schools; and 4 Agricultural High Schools. All schools offer some pre-vocational training for grades 7-11, but only the technical high schools offer a full vocational program. The technical schools offer vocational training in the following skill areas: agriculture, business education, home economics, auto mechanics, building construction, carpentry and joinery, electrical installation, electronics, basic mechanical engineering, machine shop, welding, steel fabrication, plumbing and pipe fitting, and combined trades. Approximately 30% of the Technical High School graduates proceed to higher level technical training at CAST. Job placements are estimated at approximately 40%.

USAID will offer assistance to the Ministry of Education in the following areas:

Vocational Technical Division

- Upgrade the skills of the education officers in:
 - (a) managing technical-vocational programs;
 - (b) techniques of curriculum development and the integration of vocational and non-vocational curricula;
 - (c) development of resource materials;
 - (d) establishing and equipping a resource centre
 - (e) integration of a better placement service into the system

Technical Schools

- (a) repair and replacement of equipment and tools;
- (b) upgrade and expand existing physical plant

improve...-

- (c) improve teaching materials and aids;
- (d) introduce attitude formation material
- (e) upgrade skills of incumbent instructors

New Secondary and Comprehensive Schools:

USAID will upgrade up to ten new secondary and/or comprehensive schools to technical high schools. We will also explore ways to maximize the utilization of facilities through a satellite school concept. To accomplish this, USAID will provide assistance to:

- (a) repair and replace equipment and tools;
- (b) upgrade and expand existing physical plant;
- (c) improve teaching materials and aids;
- (d) introduce attitude formation materials;
- (e) upgrade skills of incumbent instructors

	<u>COST</u>	<u>TOTAL</u>
<u>Technical Assistance</u>		
Long-term advisor: 2 person years	240	
Short-term advisors to conduct in-country training programs: 2 person years	240	480
<u>Training</u>		
U.S. training long-term: 2 person years	86	
U.S. Training short-term: 2 person years	144	
In-country training MOE staff	30	
Instructor training	130	390
<u>Commodities</u>		
Equipment (vocational)	1,750	
Furniture	350	
Vehicles	150	2,250
<u>Other Costs</u>		
Construction: Renovations	600	

	<u>COST</u>	<u>TOTAL</u>
New construction	200	
Operational and Admin Cost.	300	1,100
Component TOTAL.....		\$4,220

D. Jamaica Industrial Development Corporation

The Jamaica Industrial Development Corporation (JIDC), an agency of the Ministry of Industry & Commerce, is responsible for the facilitation of industrial development, paying particular attention to the supply of industrial skills and the provision of factory space. The JIDC works with the Jamaica National Investment Promotion Limited (JNIP), which is the central agency for processing investment proposals, to implement investment promotion efforts.

As part of those activities, the JIDC performs the following functions:

- upgrading skills which are essential to improving productivity and influencing the competitiveness of industry in local and international markets;
- providing technical assistance and training to fill selected supervisory skill requirements gaps;
- providing training services upon request to new investors (local and foreign);
- collaborating with skills training agencies to ensure that the nation's skill training needs are met.

The JIDC operates three departments including the Training Department, the Garment Industry Development Unit and the Management and Technical Services Department. The former provides training mainly for first line supervisory personnel and middle managers.

The training program, conducted within industry groups, includes training in the role of supervisors within organizations, developing appropriate communication, encouraging performance, treatment of grievances and conflict, disciplinary problems and training subordinates. Most courses are given at the JIDC but it does undertake in-plant assignments on request.

This project component is designed to assist the JIDC to strengthen its skills training programs. The assistance will enable JIDC to conduct flexible programs for individual industries and private sector firms on request, aimed at first line supervisory personnel and middle managers. The following activities will be undertaken:

upgrading...

- upgrading the professional capabilities of the JIDC Training Department;
- expanding on-the-job training programs;
- developing and testing new curricula, teaching aids and modular training and competency based instructional schemes;

	<u>COST</u>	<u>TOTAL</u>
Technical Assistance		
Short-term advisors to conduct in-country training programs	240	240
 <u>Training</u>		
U.S. training short-term	60	
In-country staff training	60	
Instructor training	85	205
 <u>Commodities</u>		
Equipment (vocational)	180	
		180
 <u>Other Costs</u>		
Operational and Admin Costs	200	200
Component TOTAL		825

E. Private and Voluntary Organizations

Private and Voluntary Organizations (PVO's) are a strong and important ingredient to the successful development of skills training programs in Jamaica. As such, many Special Development Activity fund (SDAF) grants have been given to them as well as several Operational Program Grants (OPGs). Some PVO's such as Operation Friendship, Salvation Army, Kiwanis Skill Center, and Girls Town, have very strong programs in skills training.

Among the skills in which PVOs give training are auto mechanics, woodworking, industrial sewing, catering, chair caning, and crafts. With the volunteer support and the immediate and practical nature of the training done by PVOs, the cost of their training is low. Placement rates for trainees are often higher than public sector institutions. Consideration will be given in the Project Paper preparation to specific mechanisms for helping PVO's such as those above. We currently propose to establish a revolving loan/grant fund to be administered by

the...

the NITB which will enable PVO's to supplement their resources to carry-out programs of particular interest to the NITB. Funds may be granted or provided on a loan/grant basis to PVOs initiating a request or by the NITB enlisting a PVO's services.

III. SUMMARY OF ESTIMATED COST

(\$000 U.S.)

<u>ITEM</u>	<u>TOTAL LOAN</u>	<u>TOTAL GRANT</u>	<u>TOTAL GOJ</u>	<u>TOTAL AID</u>	<u>TOTAL PROJECT</u>
<u>TECHNICAL ASSISTANCE</u>					
Long Term	-	1,440	-	1,440	1,440
Short Term	-	1,320	-	1,320	1,320
<u>TRAINING</u>					
U.S.					
Long Term	258	-	90	168	258
Short Term	552	-	193	359	552
<u>IN COUNTRY</u>					
Staff	215	-	75	140	215
Instructor	305	-	107	198	305
<u>COMMODITIES</u>					
Equipment	2,685	-	940	1,745	2,685
Consumables	575	-	201	374	575
Vehicles	450	-	157	293	450
Furniture	880	-	308	572	880

SUMMARY OF ESTIMATED COST (CONT'D)

<u>ITEM</u>	<u>TOTAL LOAN</u>	<u>TOTAL GRANT</u>	<u>TOTAL GOJ</u>	<u>TOTAL AID</u>	<u>TOTAL PROJECT</u>
<u>OTHER COSTS</u>					
Construction	-	-			
New	480	-	168	312	480
Renovations	3,415	-	1,195	2,220	3,415
<u>OPERATIONAL & AMINISTRATION</u>	1,130	-	396	734	1,130
PVO Fund	2,000	-	700	1,300	2,000
Private Sector	1,000	-	350	650	1,000
SUB TOTAL	13,945	2,760	4,880	11,825	16,705
<u>INFLATION</u>					
10% per Annun	5,578	1,104	1,952	4,730	6,682
TOTALS	19,523	3,864	6,832	16,555	23,387

NOTE:

All Loan Funds Broken Down At 65% AID/ 35% GOJ Ratio

IV OTHER DONOR ASSISTANCE

Although other multilateral and bilateral donor organizations have responded positively to the GOJ's human resource problems, in most cases the assistance has taken the form of skill training projects to small individual institutions or training related to specific development assistance activities. More general assistance has been provided through the Third Education loan agreement between Jamaica and the International Bank for Reconstruction and Development (IBRD)

The IBRD loan will provide US\$6.8 million for a three and one half year project. The project will allocate nearly two thirds of the loan for (i) the physical expansion, equipment and furnishing for the College of Arts Science and Technology (CAST), and (ii) the construction, equipment and furnishing for five workshops at the Vocational Training Development Institute (VTDI), and (iii) the construction, furnishing and equipment for two pilot Industrial Production centers (IPC) in Kingston and Montego Bay. The remaining funds will be used to provide technical assistance and staff upgrading to the technical secretaries of the Ministry of Education and Ministry of Youth and Community Development. The loan agreement also requires the formation of the National Industrial Training Board (NITB) as a covenant.

V. FACTORS AFFECTING PROJECT FEASIBILITY

A. TECHNICAL FEASIBILITY

Most of the technical issues/constraints that could affect the success of the project have been addressed in the project design. Those issues remaining do not appear insurmountable and will be addressed during the development of the Project Paper.

The development or adaptation of modular learning packages for selected skills training programs is a new technology not utilized previously in Jamaica. It may cause concern among the more traditional administrators who like clear-cut time frames for training. The modular learning methodology is designed to train students according to a selected group of occupational skills rather than current practice which is a one-year training requirement for every occupation. This technology will obviously result in scheduling difficulties.

The competency based learning methodology allows a student to pass through a skills training program at his own pace depending on the speed of acquisition of skills. The technology is designed to streamline the training process by moving some students at a much more rapid pace. This technology will also be explored for adaptability during the development of the Project Paper.

B. ECONOMIC FEASIBILITY

Two major assumptions of the project are that skill shortages are a constraint to the GOJ's economic recovery program and skills training will lead to employment as the economy recovers. While preliminary analysis by USAID and the GOJ indicates that both of these will be the case, further work on examining the macro-economic dimensions of the demand for skilled workers and the micro-economic types of needs for skilled workers will be undertaken for the Project Paper. In addition, a simple system for analysing the economic feasibility (benefit/cost) of each sub-project will be designed and tested. This work will be done by present USAID staff, contractors and through research already underway in the GOJ.

C. SOCIAL FEASIBILITY

A critical social constraint to implementing a skills training project in Jamaica is attitudinal. There is a dislike, indeed, in some cases a distaste, for occupations that require working with one's hands. This, obviously, impacts on productivity and lowers the calibre of individuals that participate in skills training programs.

Mission believes that this problem can be alleviated somewhat as the economy begins to expand and the demand for certain skills increases. This likely will be followed by increased rewards for those who possess such skills.

Mission....

The Mission is also building, into the project an activity designed to reorient the country's attitude toward the need for such skilled workers to contribute to the economy. A survey of such activities in other countries will be made to determine the potential degree of success that one might anticipate.

During the Project Paper development the Mission will explore various ways in which women may be served in selected skills training areas.

D. FINANCIAL FEASIBILITY

In addition to the standard financial analysis, several financial issues will be addressed in the Project Paper. Efforts will be made to study the financial effects due to the creation of the NITB as it potentially reduces the need for services to be offered in other ministries or agencies of the government.

The impact of a more efficient training system with more relevant training directly related to private sector demand will be reviewed. The use of state of the art teaching technology that reduces the need for one year training programs for all skill programs will be studied.

Further, the cost of MYCD programs will be compared with MOE activities, and PVO efforts. Cost comparisons and trade offs will be considered between institutional, apprenticeships and on-the-job training programs.

E. INSTITUTIONAL/ADMINISTRATIVE FEASIBILITY

The major issue of an institutional/administrative nature is obviously the creation of an authoritative National Industrial Training Board. It is critical to the success of this project. It is a decision (and likely a very unpopular one) that must be made before work begins on the Project Paper.

Although the creation of the Board has been agreed to in principal and is a covenant of a soon-to-be implemented IBRD loan to the skills training field, the nature of the authority and responsibility of organization has not been determined. The centralization of the authority and responsibilities that currently reside in several ministries will undoubtedly evoke some fairly severe infighting and power struggles. All Ministries involved will lose a little "turf" for the sake of better coordination and increased efficiency.

An additional concern in the creation of the NITB is the identification and selection of talented staff to administer the secretariat. There is limited administrative talent in Jamaica capable of managing skills training programs. Staffing the NITB may result in the displacement of people currently required to manage programs in the MYCD or MOE.

VI PROJECT PREPARATION

The Mission proposes to submit the PID by March 15, 1982. Assuming PID approval by April 1, 1982 we will need the following services to assist with Project Paper development.

- One Month PSC to work with NITB
- Two local contracts to carry out studies of placement and student follow-up.
- Labor Economist . to assist in demand study - Design and write final document - 1 week, 2 weeks
- One month PSC to assess technical feasibility of classroom innovations
- Social Science Analyst
2 week AID/W
- Capital Development Officer
2 weeks AID/W
- PSC Voc. Education Specialist
3 weeks
- Ed. Specialist - AID/W
2 Weeks

Narrative Summary

Project Goal:

To establish a trained human resource base that will facilitate the economic recovery program.

Project purpose:

To establish an improved skill training system responsive to the GOJ's economic policies and labor market needs

Objectively Verifiable Indicators

As a result of the project, there will be an increase in the number of skilled workers employed and an increase in the real per capita income of those trained.

End of Project Status

- a) A functioning NITB ensuring better coordination among skill training institutions as well as increased relevance of these institutions in meeting the nation's labor market requirements.
- b) An adequate supply of appropriately trained skilled, technical and supervisory level personnel to meet Jamaica's requirements for its long-term goal of sustained economic growth.
- c) A more flexible skills training system capable of removing short and long term human resource bottlenecks to the economic recovery program.
- d) An improved capacity for providing appropriate skills training and related services to the unemployed and underemployed.
- e) capability for assisting private establishments including PVO's in training new employees and upgrading currently employed or experienced workers
- f) Improved placement ratios from the public sector training institutions to employment.

Means of Verification

GOJ statistics
Placement records of training institutions

Project Evaluation

Project Evaluations

Surveys of Private Industry

NITB Annual Reports

Survey of Private Sector Training Programs

Placement Records

Important Assumption

Favorable political economic climate for economic growth

GOJ funding will assure agencies can meet their project input obligations.

The NITB will have the authority to coordinate and regulate all important skill training activities.

Cultural attitudes can be overcome

Competent administration is provided the project by counterpart institutions.

Private industries and Private Sector will cooperate.

FRELIMINARY LOGICAL FRAMEWORK (CONT'D)

<u>Narrative Summary</u>	<u>Objectively Verifiable Indicators</u>	<u>Means of Verification</u>	<u>Important Assumption</u>
Outputs:			
Trained Administrative and Operational Staff at NITB	<u>MAGNITUDE OF OUTPUTS</u>		
Fully equipped facility for NITB	<u>NITB</u> <u>MYCD</u> <u>MOE</u> <u>JIDC</u> <u>OTHER</u> <u>TOT</u>	NITB Annual Reports Project Project Records	Experienced GOJ personnel will continue in present jobs and utilize training assistance provided.
Trained staff for MOE, MYCD, JDC		Placement Records	
Instructors trained and upgraded		JIDC Reports	GOJ agencies will collaborate with one another (through NITB) to produce outputs
New facilities constructed for ITC's Technical Schools			
High Schools upgraded			New innovations can be introduced into training institutions
Renovated facilities for ITC & Technical High Schools			Private Sector receptive to JIDC training interventions
Workshops equipped			
Modularized training programs Introduced			
Curricula upgraded			
Placement services upgraded			
Supervisory training Programs Through JIDC			
Skills Training Programs expanded by PVO or Private sector through NITB Training Fund			

<u>Narrative Summary</u>	<u>Objectively Verifiable Indicators</u>		<u>Means of Verification</u>	<u>Important Assumption</u>
<u>INPUTS AID/GOJ (\$000 US)</u>	<u>MAGNITUDE OF INPUTS</u>			
Technical Assistance	2,760,	<u>GOJ</u>	<u>AID</u>	
Training	1,330,		2,760	Appropriate technical services in the skills required are available.
Commodities	4,590,	465	865	Commodities, tools and equipment are provided in a timely manner.
Other Costs	3,895,	1,606	2,984	
Operational & Administrative	1,130,	1,363	2,532	
PVO Fund	2,000	396	734	
Private Sector Fund	1,000	700	1,300	
		350	650	
		<u>4,880</u>	<u>11,825</u>	
		<u>1,952</u>	<u>4,730</u>	
		<u>6,832</u>	<u>16,555</u>	
SUB-TOTAL	16,705,			
Inflation (40%)	6,682,			
TOTAL AID/GOJ	<u>23,387,</u>			

ANNEX B INITIAL ENVIRONMENT EXAMINATION

PROJECT LOCATION Jamaica
PROJECT TITLE Skills Training
FUNDING FY 1982-1985 Loan/Grant
\$16,555,000
LIFE OF PROJECT Four Years
IEE PREPARED BY David Evans
David Evans
USAID/Jamaica
DATE March 4, 1982
ENVIRONMENTAL ACTION RECOMMENDED That the project will not have a significant effect on the environment and therefore a negative determination is appropriate.
CONCURRENCE Glenn Patterson
Mr. Glenn Patterson
USAID/Director

Assistant Administrator's
Decision

APPROVED _____

DISAPPROVED _____

DATE _____

SUMMARY OF PROJECT

The purpose of this project is to establish an improved skill training system responsive to the labor market needs and the governments economic policies. While many elements of a skill training system currently exist within private and governmental institutions in Jamaica, the system is fragmented, and they function inefficiently and in relative isolation from one another. The overall objective of project activities, then, is to upgrade the skill training system, provide a mechanism for eliminating duplicative functions and increase the relevance and efficiency of the skill training system. The ultimate goal of the project is to establish a trained human resource base that will facilitate the economic recovery program,

Project activities will focus on five component areas where assistance is needed. There are: a) assisting in the creation and operation of a National Industrial Training Board (NITB) which will regulate, evaluate, certify, fund, promote and coordinate new and existing training programs in order to assure that private sector requirement are met; b) upgrading and expanding several non-formal

skill....

skill training programs and services within the Ministry of Youth and Community Development; c) upgrading and expanding formal technical level skill training services and programs within the Ministry of Education; d) assisting the Jamaica Industrial Development Corporation by strengthening its ability to conduct flexible skill training programs for individual industries and private sector firms aimed at first-time supervisory personnel and middle manager; and e) establishing a revolving loan/grant fund to be administered by the NITB enabling private and voluntary organizations to supplement their resources with funds to carry out skill training programs of particular interest to the NITB.

An evaluation of the project's components indicates that none of the proposed activities will have a significant negative impact on the physical or natural environment and USAID/Jamaica recommends that the project be given a negative determination requiring no further environmental review.

Impact Areas and Sub-Areas 1/

A. LAND USE

1. Changing the character of the land through:	
a. Increasing the population -----	_____ N _____
b. Extracting natural resources -----	_____ N _____
c. Land clearing -----	_____ N _____
d. Changing soil character -----	_____ N _____
2. Altering natural defenses -----	_____ N _____
3. Foreclosing important uses -----	_____ N _____
4. Jeopardizing man or his work -----	_____ N _____
5. Other factors	
_____	_____
_____	_____

B. WATER QUALITY

1. Physical state of water -----	_____ N _____
2. Chemical and biological states -----	_____ N _____

1) See Explanatory Notes for this form

- 2) Use the following symbols:
- N - No environmental impact
 - L - Little environmental impact
 - M - Moderate environmental impact
 - H - High environmental impact
 - U - Unknown environmental impact

- 3. Ecological balance ----- N

- 4. Other factors

C. ATMOSPHERIC

- 1. Air additives ----- N

- 2. Air pollution ----- N

- 3. Noise pollution ----- N

- 4. Other factors

D. NATURAL RESOURCES

- 1. Diversion, altered use of water ----- N

- 2. Irreversible, inefficient commitments----- N

- 3. Other factors

E. CULTURAL

- 1. Altering physical symbols ----- N

- 2. Dilution of cultural traditions ----- N

- 3. Other factors

F. SOCIOECONOMIC

- | | |
|--|---------------------|
| 1. Changes in economic/employment patterns ----- | <u>Yes Positive</u> |
| 2. Changes in population ----- | <u>N</u> |
| 3. Changes in cultural patterns ----- | <u>Yes Positive</u> |
| Other factors | |
| _____ | _____ |
| _____ | _____ |

G. HEALTH

- | | |
|---|----------|
| 1. Changing a natural environment ----- | <u>N</u> |
| 2. Eliminating an ecosystem element ----- | <u>N</u> |
| 3. Other factors | |
| _____ | _____ |
| _____ | _____ |

H. GENERAL

- | | |
|---------------------------------|----------|
| 1. International impacts ----- | <u>N</u> |
| 2. Controversial impacts ----- | <u>N</u> |
| 3. Larger program impacts ----- | <u>N</u> |
| 4. Other factors | |
| _____ | _____ |
| _____ | _____ |

I. OTHER POSSIBLE IMPACTS (not listed above)

_____	_____
_____	_____
_____	_____