

CLASSIFICATION  
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Control  
Symbol U-447

1. PROJECT TITLE <b>Operation Friendship Vocational Skills Training Project</b>			2. PROJECT NUMBER <b>532-0070</b>	3. MISSION/AID/W OFFICE <b>USAID/Jamaica</b>
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <b>End of Project</b>			5. REGULAR EVALUATION <input checked="" type="checkbox"/> SPECIAL EVALUATION <input type="checkbox"/>	
6. KEY PROJECT IMPLEMENTATION DATES A. First PRO-AG or Equivalent FY <b>1979</b> B. Final Obligation Expected FY <b>N/A</b> C. Final Input Delivery FY _____		6. ESTIMATED PROJECT FUNDING A. Total \$ _____ B. U.S. \$ <b>500,000</b>		7. PERIOD COVERED BY EVALUATION From (month/yr.) <b>Aug. 31, 1979</b> To (month/yr.) <b>Sept. 30, 1983</b> Date of Evaluation Review <b>FEB. 23, 1984 - March 9, 1984</b>

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

A. List decisions and/or unresolved issues, cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME (OF OFFICE) RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
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LESSONS LEARNED AND RECOMMENDATIONS

LESSONS LEARNED

The Partnership of Operation Friendship with USAID in this project is perhaps the single most important lesson learned. Both organizations worked together as a team in order to effect successful implementation of the project. The project proved that the PVO sector in Jamaica offers an alternative to Government sponsored programs.

USAID/Jamaica has also learned that there are few absolute principles or rigid formulae that can serve as guides to PVO projects. Each PVO that is financed has its own unique features that must be taken into consideration.

A successful replication of this project is largely dependent upon identification of an energetic, committed and effective organizer like Reverend Webster Edwards.

RECOMMENDATION

Based on this experience it is recommended that USAID/J develop for the future a proposal format that will not intimidate local private voluntary organizations, but would be flexible enough to encompass their ideas and simultaneously incorporate general AID Guidelines.

N/A

N/A

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	_____
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify) _____
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A.  Continue Project Without Change

B.  Change Project Design and/or  Change Implementation Plan

C.  Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER BANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

J. CARNEY, OHRD, Division Chief, REV. WEBSTER EDWARDS  
 Y. JOHNSON, OHRD Project Officer, Operation Friendship  
 J. JONES, POD, PVO Officer 11/6  
 A. PATRICK, Mission Eval Officer 11/5  
 J. SCHLOTTHAUER, DADIR

12. Mission/AID/W Office Director Approval

Signature: *Lewis P. Reade*  
 Typed Name: LEWIS P. READE, DIRECTOR  
 Date: 11/7/84

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OPERATION FRIENDSHIP EVALUATION

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## CHAPTER 1

### BACKGROUND

#### 1.1 Project Description

1.1.1 Operation Friendship is a voluntary organization operating in probably the most thickly populated section of the Kingston Metropolitan area, designated Greater Western Kingston.

1.1.2 In 1979 the designers of this project wrote; "Greater Western Kingston is a time bomb ticking away"; and in 1983 the ticking is only a little less loud.

The objectives of Operation Friendship are:

- (1) To provide educational and vocational training to the poor, unemployed and underemployed.
- (2) To provide medical, dental, family planning, maternal health care and general community health to the poor people of Greater Western Kingston.
- (3) To provide programs in youth work, with an emphasis on self development, to the needy in the community.
- (4) To provide social services to the needy of the community.
- (5) To provide life skills to the young men and women of Greater Western Kingston.

1.1.3 This project was designed to assist in the first and last objectives listed. Planned to start in September of 1979, the project was intended to run for three years and help to alleviate the seven main problems faced by the 200,000 persons in the area, namely:

- a) high unemployment;
- b) lack of skills;
- c) inability to read, write or do basic maths;
- d) poor nutrition and health;
- e) crowded sub-standard housing
- f) large families and poor parenting;
- g) limited opportunities for women.

1.1.4 The original target groups were intended to be 730 youths of Greater Western Kingston and secondarily the 200,000 persons who populate the area, and to a significant but lesser extent the people of Jamaica as a whole.

1.1.5 During the life of the project the group of primary beneficiaries was modified to include 280 young people who would undergo trade skills training, and a number of others who would be taught life skills while being trained in service skills in another project. The details of this will be dealt with in section 1.2 of this chapter.

1.1.6 The trainees would be exposed to instructions in:

- a) Auto-mechanics (2 years)
- b) Woodworking "
- c) Metal work "
- d) Industrial Sewing "

All of which were already being taught, and in addition:

- e) Refrigeration/air condition (1 year)
- f) Electrical Installation/Small appliance repair (1 year)
- g) Lithography (1 year)

Originally it was planned to offer a program in cosmetology, but on the basis of survey results, was changed to lithography.

Operation Friendship, at the start of the project had enrolled trainees in the following trades:

Auto-Mechanics	17
Woodwork	22
Metal Work	15
Industrial Sewing	6

and a complex which housed a program for upgrading in Mathematics, English Language, and Technical Drawing for potential trainees.

Placement options for the selected trades were considered better than for others, particularly because at that time service industries were one of the few growth areas in the economy. In addition the trades lent themselves to the development of small businesses with limited capital base.

1.1.7

There are four principal program elements in the project:

- a) Upgrading of the skills training program which was already being undertaken by Operation Friendship;
- b) Expansion of this program (see 1.1.6) into new areas;
- c) Life skills training;
- d) Placement and counselling;

a) The program sought to upgrade the skills of the staff as well as the machines and equipment in the program. These two objectives were first to be met before other activities were undertaken. In the first four months of operation, a staff training plan was to be effected, machinery which needed replacement and upgrading was to be identified, specifications for new machinery prepared and orders made.

Staff upgrading was to be achieved by i) obtaining consultants to do "on the job" training, and ii) sending instructors to training courses in Jamaica.

b) In order to expand the training program into the new areas as planned, a number of things had to be done:

- i) a new building had to be constructed to house the new activities;
- ii) new machinery and training materials had to be purchased;
- iii) curricula had to be developed; and
- iv) new instructors had to be hired.

These were planned to be accomplished in the first year of the project, for the new training to begin at the start of the second year, that is in August 1980.

Very significant modifications had to be made to this part of the project and will be detailed in chapters 2 and 3 of this report.

c) Life skills were to be taught by three instructors one of whom was to be employed directly by the project and paid from the USAID grant. The project would have no direct authority over the other two, however, who would function in a different part

of the city and in another part of Operation Friendship (Please see Project Organization Chart, Appendix 1.5). The weakness of this part of the design will be dealt with in chapters 2 and 3.

d) In the project placement and counselling had to be given new emphasis because the number of graduates would be significantly increased. Before the project however, placement of graduates was accomplished by informal "word of mouth" means, the assistance of instructors and the efforts of graduates themselves.

The project planned the recruitment of a Placement/Counselling Officer between January and June 1980. It will be seen that this post was linked with that of Social Worker and Life Skills instructor during the project (chapter 4) and will be dealt with more fully in chapter 2.

1.1.8 The principal staff of the project were to be the Project Coordinator, the Senior Instructor, Production Supervisor, ten Instructors and Peace Corps Volunteers. (The Organizational Chart, Appendix 1.5, illustrates).

## 1.2 Project Purpose

1.2.1 The purpose of the project was:

- 1) To provide trade skills to approximately 280 young men and women of Greater Western Kingston in the areas of auto mechanics, metal work, woodworking, industrial sewing, lithography, air conditioning/refrigeration, and electrical installation/small appliance repair.
- 2) To institutionalize within Operation Friendship the capability to train approximately 150 men and women a year in the areas of trade, service and life skills.
- 3) To provide service skills to approximately 450 women in areas of child care aides, store cashiers, restaurant employment, government services, sewing, transportation conductresses, and self-employment.
- 4) To provide life skills to 730 young men and women.

The organization chart, Appendix 1.5, indicates that life skills training would have been undertaken by the instructors operating out of the Community College. This is not entirely accurate as one life skills instructor was in fact recruited by the project and based at the site of the project. However, the Community College shared the services of this officer and Table 4.2, shows that this officer was employed for only sixteen months, the duties having been combined with those of the social worker. The Project Evaluation Report for Year II paragraph E. "Life Skills", relates that the Social Worker/Job Counsellor developed an excellent manual for life skills training.

For purposes of accuracy and proper accountability, the persons to be included in this report with respect to life skills training are only those who underwent trade skills training.

Service skills are taught at the Community College which falls outside the purview of the project and which were neither financed nor monitored by the project. Purpose 3 and the service element of purpose 2 have therefore to be eliminated.

1.2.2            Bearing the above in mind, the planned outputs of the project must therefore be modified accordingly. Planned outputs and the inputs for producing those outputs are given in Appendices 1.1 to 1.5.

### 1.3 Project Design

1.3.1            The Project Design and implementation will be detailed in Chapter 3.

One of the goals of the program was to institutionalize in Operation Friendship the capability of training 150 young people in trade skills each year. This aspect will be one of the subjects of Chapter 6 as will the replicability of the project.

#### 1.4 Purpose of Evaluation

1.4.1 The Project Agreement required a final evaluation of its implementation, particularly to evaluate the degree of institutionalization achieved and the extent to which objectives were met in relation to project goals.

The Scope of Work for the final evaluation:

- 1) To determine the extent to which the various project activities were accomplished, specifically in relation to the project purposes and goals.
- 2) To examine the responsibilities of the key staff of the project including Technical Assistance, workshops, seminars and their effectiveness in their participation and contribution to the project.
- 3) To analyse the financial contributions of: a) Operation Friendship and b) USAID/J as well as commodities and determine the extent to which these were utilized to effect the project goals.
- 4) To examine the overall impact of the economic changes taking place on the training opportunities now available in Jamaica, compared to the period when the agreement was signed, and make a determination on the effect these changes may have on the future goals and activities of the project.
- 5) To examine the planning, implementation, budget and fundraising capabilities of the project and based on the findings assess the project's total outputs and how they measure up to the initial or revised "End of Project Status".
- 6) Project Achievements. To assess the achievements of all the component activities in terms of their effectiveness in meeting initial and/or revised project goals. Special attention should be paid to a detailed analysis of the reasons for the success/failure of the project with a view of making specific recommendations on the project's

replicability. Based on the above, the evaluators shall determine how successful the project was in achieving its objectives. In arriving at this conclusion the evaluators shall review relevant project documents, interview key personnel who participated in the project and prepare a written report summarizing their findings.

## 1.5 Methodology

1.5.1 Two evaluators, one of whom was a member of USAID Mission, the other a Jamaican consultant, were engaged for this purpose.

During the period February 23 to March 9, 1984 the following were done:

- 1) Interviews with:
  - a) Staff of Operation Friendship
  - b) Executive Director of Operation Friendship
  - c) Employers of graduates of Operation Friendship
  - d) Board members of Operation Friendship
  - e) Past employees of Operation Friendship
  - f) Officer of the Apprenticeship Board
  - g) Project Officer USAID responsible for H.E.A.R.T. project.
  - h) Officer in charge of training in H.E.A.R.T. project.
- 2) Questionnaires to:
  - a) Present Trainees of Operation Friendship.
- 3) Analysis of the following documents:
  - a) Project Proposal
  - b) Project Quarterly Reports from November 1979
  - c) Evaluation Reports, Years I and II
  - d) Operation Friendship Annual Reports

- e) Audited Statements for  
Operation Friendship
- f) Annual expenditure by  
Operation Friendship of  
USAID/Jamaica grants, 1979 -  
1983
- g) All files in USAID/Jamaica  
office on the project.

Appendix 1.1

<u>Project Outputs</u>	<u>Output Indicators</u>	<u>Means of Verification</u>	<u>Assumptions</u>
a) 280 youths trained in employable skills and life skills	197 - First year 266 - Second year 266 - Third year	Project evaluation	Interest of youths in training and employment
b) Life skills taught to 450 youths at Operation Friendship Community College			
<b>Addition to Operation Friendship</b>			
A staff capable of expanding skills program:	<b>New instructors in areas of air conditioning/refrigeration, lithography, electrical installation/small appliance repair, and life skills</b>	<b>Project monitoring</b>	<b>Operation Friendship can identify qualified staff</b>
1 Project Coordinator			1
4 Instructors			6
1 Placement Officer			1
1 Secretary			
Instructional materials developed in the new area and upgraded in four present areas		<b>Operation Friendship records</b>	
Increased sales of Operation Friendship products	\$150,000 - Year 1 \$225,000 - Year 2 \$275,000 - Year 3	<b>On-site visits</b>	<b>Volunteers from private and public sectors are willing to serve on Councils.</b>

Number of Students Trained

	Sept 1979	Sept. 1980	Sept. 1981	Total Graduates
Auto Mechanics (2 years program)	12 8	12	12	12 8 12
Woodworking (2 years program)	12 15	12	12	12 15 12
General Machine Practice (2 years program)	12 8	12	12	12 8 12
Industrial Sewing (6 months program)	6 10	10 10	10 10	56
Elec. Installation (1 year program)		20	20	20 20
Air conditioning (1 year program)		20	20	20 20
Cosmetology (1 year program)		20	20	20 20
				<hr/> 279 <hr/>

Total	73	142	142
Enrolled	Sept. 1979	Sept. 1980	Sept. 1981

1.2.3 The inputs to achieve these outputs are given below:

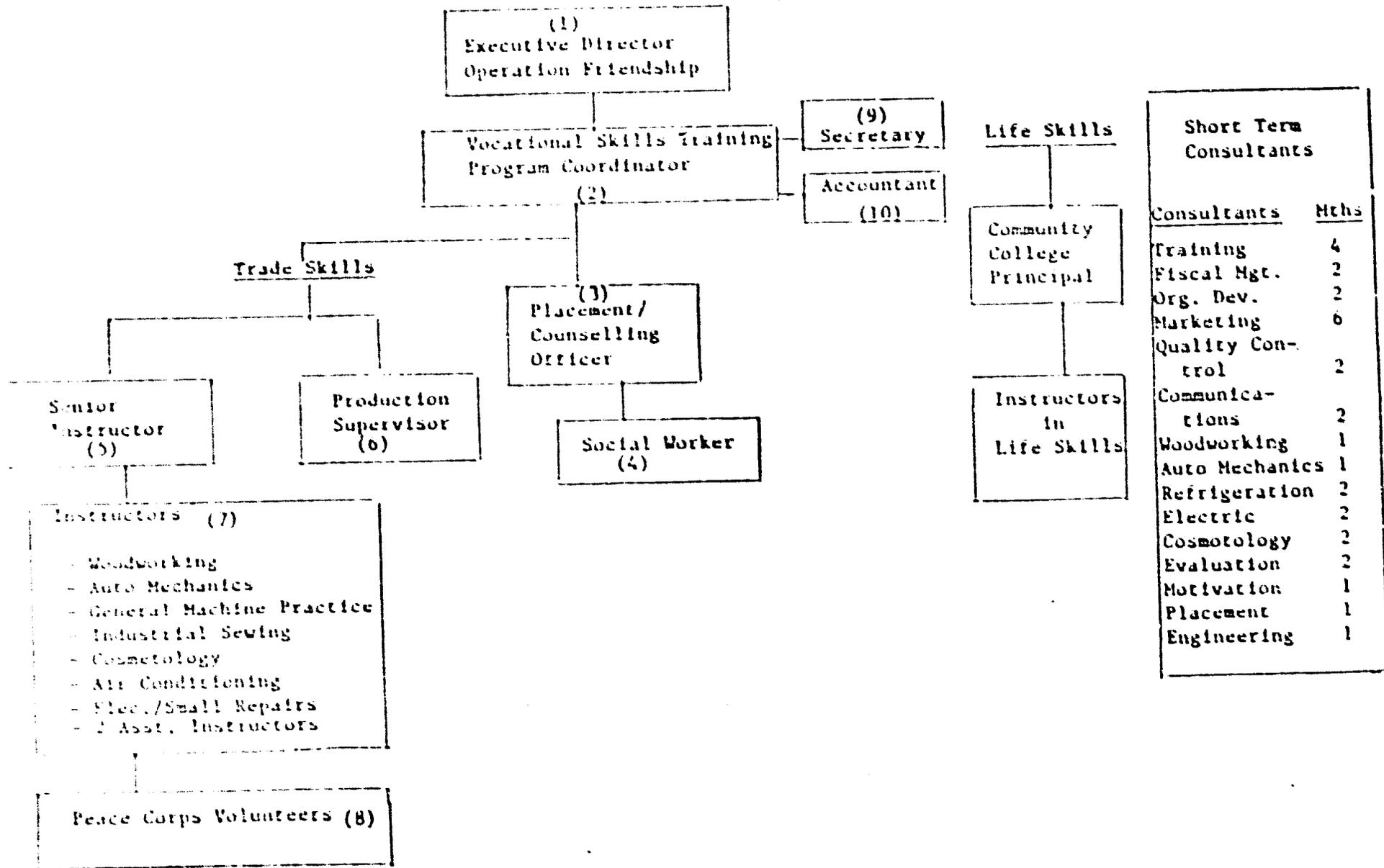
<u>Inputs</u>			
<u>From AID Grant</u>	<u>Quantity</u>	<u>Means of Verification</u>	<u>Important Assumptions</u>
1. Operation Friendship Project Staff:	1 Project Coordinator 6 Instructors 1 Social Worker 1 Secretary 1 Placement-Counselling Officer	Operation Friendship Records	Operation Friendship committed to project.
2. Equipment, supplies travel, space, etc.	See Budget		
3. Consultants	See Budget	Operation Friendship Records	Operation Friendship committed to project.
<u>Contributed</u>			
1. Operation Friendship	1 Community College Principal 9 Instructors 1 Production Supervisor Custodial Services	Operation Friendship Records	
2. Operation Friendship	See Budget		
3. Government	Subventions	GOJ Records	

LOG FRAME

Objectively Verifiable Indicators.

<u>Goal</u>	<u>Measures of Goal Achievement</u>	<u>Means of Verification</u>	<u>Important Assumption</u>
To improve the socio-economic conditions of the 200,000 people of Western Kingston	At least 80% graduates of program employed in productive jobs, utilizing their training.	Operation Friendship records of graduates	"Peace Treaty" is kept.
	Continued acceptance of Operation Friendship Training Program by people of area.	Final Project Evaluation	Strong leadership of Operation Friendship remains in place.

Project Organization Chart



Short Term Consultants	
Consultants	Mths
Training	4
Fiscal Mgt.	2
Org. Dev.	2
Marketing	6
Quality Control	2
Communications	2
Woodworking	1
Auto Mechanics	1
Refrigeration	2
Electric	2
Cosmetology	2
Evaluation	2
Motivation	1
Placement	1
Engineering	1

CHAPTER 2

ASSESSMENT OF ACHIEVEMENTS AND OUTPUTS

- 2.1 During the life of project the training capacity of Operation Friendship in the ongoing skills area of Woodwork, Industrial Sewing, Machine Shop and Auto Mechanics increased significantly. Prior to the Operational Program Grant (O.P.G.) during a twelve year (12) period Operation Friendship trained approximately 425 young men and women, or 35 per year. During the four (4) year period of the O.P.G. approximately 50 youths per year were trained.
- 2.2 Job placement in these ongoing skills areas remained constant with the exception of Auto Mechanics and the Machine Shop. The Auto Mechanics Department closed due partly to poorly trained instructors and because of scarcity of parts and frequent theft of tools. Job placement for machinists varied greatly due to market demand. Whereas job placement for Woodwork and Industrial sewing remained high and continue to offer the best opportunities for graduates at Operation Friendship.
- 2.3 The overall attendance was good (87%) with high motivation towards securing employment. A student questionnaire (see attached) indicated that 95% responded "that job placement or employment was what they most expected from the training".
- 2.4 The instructors in the Woodwork and Industrial Sewing Departments have been at the Center for 3 and 5 years respectively. Whereas the instructor in the Machine Shop department has been employed by Operation Friendship since May of 83. There were two instructors in the Auto-Mechanic Department which has been closed. None of these instructors received technical assistance under the O.P.G. The three instructors interviewed responded that periodic updating in teaching techniques would have been valuable. Although \$50,000\* was budgeted for technical assistance less that \$10,000 was expended. With the approval of USAID/Jamaica over \$40,000 was transferred to construction (see attached memo). This decision was shortsighted in that it sacrificed an important component of the project.

\* In this report all figures are in J\$ unless otherwise stated.

- 2.3 The target for curriculum revision in these four areas was met. The courses were condensed from 2 academic years to one. This change led to maintain a high level of motivation towards job placement among the trainees.
- 2.5 The expenditures for equipment and tools were biggest in the Woodwork Department. A Breakdown of these expenditures is as follows:
- |                      |          |
|----------------------|----------|
| 1) Woodwork          | \$65,000 |
| 2) Machine Shop      | \$12,095 |
| 3) Industrial Sewing | \$15,710 |
| 4) Auto. Mechanics   | \$ 5,514 |
- 2.7 All equipment for these areas purchased under the O.P.G. is appropriate for the type of training offered. The equipment is well maintained and utilized to the maximum extent possible.
- 2.8 The decision of Operation Friendship to expand into new areas was based upon a brief survey undertaken by a USAID Vocational Educational Consultant in which he contacted the Vocational Training and Development Institute, Private Sector Organization of Jamaica, the Small Enterprise Development Corporation and others. It appeared that the major employment opportunities were in the service and repair industries. Based on these indications a decision was made to develop three new training skills programs namely cosmetology, air-conditioning, refrigeration and small appliance repair. After further surveys cosmetology was replaced by lithography. A detailed plan was developed to include the equipment and materials needed, preparation of a curriculum and recruitment of instructors. Over the life of project 25 men and women, with an additional 10, to be graduated in April, will have been training in these new areas.
- 2.9 Job placement in the Air-Conditioning Refrigeration Program and the Small Appliance Repair Department are very high (see attached). Using the willingness of employees to offer on the job training experience to Operation Friendship trainees in lithography as an indicator, potential placement for graduates seems to be promising.
- 2.10 To date, overall attendance is the same as that of on going skills training course approximately 80-90%. Motivation of the trainees to secure employment is equally as high.

- 2.11 Instructors for the new skills training areas have been at Operation Friendship ranging between one year and a year and a half. They have not received any technical assistance under the O.P.G. for the same reasons mentioned previously.
- 2.12 The target for developing a new curriculum in these new areas has been met. With the exception of lithography the courses are for one academic year. Because of the delay in receiving the equipment the Lithography Department offers an 18 month program. The expectation is that it will also be reduced to one academic year.
- 2.13 The expenditures for equipment in the new skill areas amounted to \$283,175.

Air Conditioning/Refrigeration	\$ 41,080
Lithography	\$202,888
Small Appliance Repair	\$ 39,207

Due to the seemingly unavoidable delays in construction the purchase of equipment for the Lithography Department had to be postponed. This was the reason for the late start of the course. The tools and materials purchased under the O.P.G. for the other two new programs have been highly utilized and are regarded as appropriate by the instructors.

CHAPTER 3

PROJECT ADMINISTRATION AND IMPLEMENTATION

3.1 Project Design

3.1.1 The project was designed by the staff of Operation Friendship with short term assistance from an outside consultant and from an AID/Washington direct hire. The ultimate goal of the project was "to expand its vocational skills training program to more youths of Western Kingston". The four principal program elements around which the project was designed were:

1. Upgrading the present skills training program
2. Expanding the skills training program into new area
3. Family Life Skills
4. Placement and Counselling

3.1.2 The actual proposal submitted to USAID on August 27, 1979 was prepared mostly by the U.S. consultant. Operation Friendship though involved in its preparation did not take the lead role. This unusual procedure was mostly due to the time constraints under which USAID had in order to fund the project. Though the design of the project were conceptually sound the numbers of beneficiaries to be trained was not accurate. This confusion should have been clarified early on in the project.

3.1.3 The ultimate responsibility of implementing this project was with the management of Operation Friendship with short and long term technical assistance. The project coordinator was responsible to the Executive Director of Operation Friendship, Rev. Webster Edwards, and had over-all responsibility for the smooth functioning of the trade skills program, including the vocational skills training program, production activities, life skills training, the placement and counselling functions, as well as general administration of the program -- reporting, financial management, hiring of personnel,

discipline, etc. The project coordinator was responsible, under the overall direction of the executive director of Operation Friendship, for preparing an overall implementation plan for the project. Along with the training officer, he was responsible for identifying the machinery in the current program which needs upgrading, preparing specifications and ordering the equipment. He has primary responsibility for the hiring of the new instructors required for implementing the project.

### 3.2 Project Staff

3.2.1 During the initial stages there was a significant turnover in key staff positions. The Project Coordinator, position was filled for just over two years of the project. The first coordinator held the position for over two years and the other barely was in the position for five months. Other turnovers in project staff were the social worker, senior trainer, placement officer, and various instructors.

3.2.2 Principal factors attributing to these turnovers were that salaries offered by Operation Friendship could not compete with the private sector nor is there much opportunity for upward mobility within the organization. Many of the staff initially recruited either lacked the technical or managerial skills required for the position. Many of these same staff positions had to be consolidated in order to cut operating costs.

3.2.3 Very few of the staff benefitted from ongoing training courses in both the technical and managerial areas. This component to the project was critical and will become more so as Operation Friendship continues to operate with very little mid-management capability.

3.2.4 The present staff of Operation Friendship includes:

Administration  
Executive Director  
Accountant  
Secretary  
Office Assistant  
Watchman  
Gate Keeper

Operations

Social Worker/Placement Officer  
Family Life Skill Instructor  
Five Technical Instructors

All the above are paid with the exception of the two U.S. volunteers, one from the Peace Corps and the other from the Central Mennonite Committee. Though the training imparted by these volunteers is highly satisfactory alternate plans should be made to avoid interruption in training.

3.3 Building Construction

3.3.1 The construction of the building was to be completed in June of 1980. However, due to the lack of AID engineering assistance on a regular basis, inefficiency of procurement of commodities and the short supply of cement and steel, the building was not completed until August of 1982. This was the principle reason why the Project Assistance Completion Date (PACD) was extended to September 31, 1983. Although minor alterations were made, the original design is satisfactory to meet the training needs of Operation Friendship.

3.3.2 The original cost of the building was to be \$70,000. The delays previously mentioned increased the cost to \$120,000.

The Condition Precedent regarding the construction of the building appears to have been unnecessarily rigorous considering Operation Friendship's experience in construction.

"Prior to any disbursement, or the issuance of any commitment documents under this Grant to finance the construction of the building, Grantee shall furnish in form and substance satisfactory to USAID, detailed building plans, specifications and cost figures for the building.

In addition, Grantee shall have accomplished the following:

- (a) Hired Project Coordinator, Senior Instructor and Placement/Counselling Officer;
- (b) Preparation of training plan to upgrade skills of present staff and training program initiated;

- (c) Ordered all equipment needed for upgrading present vocational skills training program;
- (d) Accomplished all items in paragraph six above with regard to expansion into new trade skills areas; and
- (e) Preparation of placement and counselling plans."

3.3.3 For timely completion of the project it would have behoved USAID/Jamaica to waive or ammend the Condition Precedent for the construction of the building. The USAID role in construction and procurement left little room for Operation Friendship to exercise its autonomy in these important areas. An inordinate amount of USAID staff time was also expended because of this Condition Precedent.

#### 3.4 Project Evaluation & Reporting

3.4.1 During the life of project two annual in-depth evaluations were carried out. They examined the principal components of the project and presented findings and recommendations. Each trade skill area was reviewed. Targets and recommendations were made to maintain the implementation schedule.

3.4.2 The project experienced serious set backs in construction and the purchase of equipment and materials. In spite of these delays there were significant achievements during the first 28 months of its existence.

1. Development and implementation of the life skills curriculum;
2. Development and/or strengthening of the content and methodology of the trade skill and service skill areas;
3. Completion (almost) of new building and arrival (some) of the trade skill equipment.
4. Development of job placement and marketing strategies;
5. Training and job placement of over 100 students.

3.4.3

Operation Friendship prepared brief quarterly reports highlighting progress made as well as problems encountered in implementation of the program. Delays in the construction and frequent turnover of personnel surfaced as problem areas in the majority of quarterly reports.

End of Project Status

**Planned**

1. 730 youths will have received training and employment counselling and assistance in the areas of auto mechanics, wood-working, metal work, cosmetology, industrial sewing, air conditioning/refrigeration and electrical installation/small appliance repair.
2. A minimum of 500 will be employed within three months of their graduation and will average an annual income of J\$2,000 (J\$1,000 above what they would otherwise earn)
3. The youths will have better health, nutritional diet, parenting skills, self-confidence and aspirations than their counterparts in Greater Western Kingston.
4. Operation Friendship will have an institutionalized capacity of training approximately 150 youths a year in marketable skills and in life skills.
5. The community of Greater Western Kingston will suffer less crime and violence.

**Actual**

1. 209 young men and women in Western Kingston have received training in trade skills and Family Life Education.
2. 119 were placed upon graduation with an average starting salary of \$\_\_\_\_\_
3. Self-confidence and aspirations of the youth have greatly improved as witnessed in the Dedication Ceremony of March 8, 1984.
4. Operation Freindship now has capability of training approximately 70 to 80 youths a year.
5. The "Time Bomb" is a little less loud.

## CHAPTER 4

### FINANCIAL RESOURCES AND USES

4.1 The original financial plan appears at the end of this chapter as Appendix 4.1. For various reasons this plan had significantly to be modified. In addition, ad hoc changes had to be made in each year of the project's life, so that planned expenditure does not match actual expenditure from year to year.

The uses of the financial resources of the project will be discussed under five headings, namely:

- i) Staff -
  - a) Salaries
  - b) Training
- ii) Consultants -
  - a) Local
  - b) Overseas
- iii) Materials and Supplies
- iv) Equipment
- v) Building

The table on the following page gives these broad categories of expenditure and the sums planned and expended over the life of the project. These all relate to the O.P.G. and do not include Operation Friendship's contribution.

#### 4.2 Staff - Salaries and Training

4.2.1 Table 4.1 indicates that expenditure of J\$159,100 fell some 30% below the planned expenditure. This is not surprising, because the total person/months actually spent on the project by key staff was well below person/months planned.

Table 4.1

Planned and Actual Expenditure from O.P.G.

(\$J)

Items	Planned Expenditure	Actual Expenditure	Remarks
i) Staff - a) Salaries	\$226,000	159,268	See Appendices 4.1 & 4.2
b) Training	10,000	4,170	" " " " "
ii) Consultants - a) Local	50,000	56,031	" " " " "
b) Overseas	128,300	20,895	See Table 4.3
iii) Materials and Supplies	90,000	189,636	See Appendix 4.2
iv) Equipment and Vehicle	186,000	395,088	Table 4.3 and Appendix 4.2
v) Building	<u>120,000</u>	<u>210,216</u>	Table 4.3
TOTALS	810,300	1,035,304*	

\* The difference does not represent over-expenditure but rather the result of changes in the exchange rate.

Table 4.2

Project Staff Paid by USAID/J

Posts	Planned Person/Months	Actual Person/Months	Month of First Appointment
1. Project Coordinator	36	45	September 1979
2. Training Supervisor	36	45	September 1979
3. Sewing Supervisor	36	43	November 1980
4. Placement/Counselling Officer	36	21	March 1980
5. Electrical Installation/ Appliance Repair	24	3	March 1983
6. Air Condt./Refrigeration	24	7	December 1982
7. Lithography	24	8	October 1982
8. Life Skills Instructor	36	16	September 1980
9. Social Worker	36	16	January 1981
10. Secretary	36	19	September 1979
<b>TOTAL PERSON/MONTHS</b>	<b>324</b>	<b>223</b>	

The person/months consumed by the project falls short of plan by just over 31%.

4.2.2 The very important post of Project Coordinator was assumed by the Executive Director of Operation Friendship when the second appointment to the post lasted for only a disappointing five months.

4.2.3 Why is there this wide variance between the planned and the actual? The answers lie partly in the late completion of the building to house posts 5, 6, and 7 in the table above, and the delay in obtaining equipment, both resulting from the stringent conditions imposed in the Conditions Precedent in the Agreement.

All changes made in the original implementation and financial plans were the results of joint discussions between representatives of Operation Friendship and USAID. These requests initiated by Operation Friendship were finally authorized by the USAID Director through waivers, amendments to the Grant Agreement, and on some occasions through letters.

Many of these requests arose out of discussions at the quarterly meetings between USAID Project Manager and the Executive Director and Project Coordinator of Operation Friendship.

The answers are also partly to be found in the nature of the institution itself. The "Bridge of Friendship" which was created in 1961 to span the gap between the needy and the more fortunate, is still being maintained. The philosophy which inspired its inception is still nurturing the institution. All evidence indicates that, to a very large portion of the populace of Greater Western Kingston, Operation Friendship is their "Ship of Hope" in a vast ocean of need.

Prime requisite for efficiency in this setting, may well be dedication to the cause of helping those in need, in spite of personal privation. This presents an organizational problem however, for as was noted in the Social and Institutional Profile submitted by Miranda Associates, Inc., although "Service to the poor carries its own intrinsic reward and provides an internal sense of self-fulfillment"... "turnover rate at the administrative/clerical level has been high".

A possible partial solution may be for Operation Friendship to seek to recruit staff who have ended their careers and who although still energetic, are not concerned about upward mobility or competitive pay packets.

4.2.4 From the second year of the project the posts of Life Skills Instructor was rationalized and linked to the Social Work post. Later on that of Placement/Counselling Officer was also merged with Social Work.

4.2.5 The Electrical Installation, Refrigeration and Lithography section never had a chance to be tested during the project's life.

4.2.6 Staff training appears not to have been sufficiently emphasized although some training costs are included in the figure of \$28,895 for local consultants.

The dilemma appears to exist in the fact that because conditions of work at Operation Friendship, including rates of pay, upward mobility and so on, are not very competitive, exposure to training provides an added risk, since this training is likely to make the skills of the trained more marketable.

The majority of the training courses to which the staff was exposed were run by the Jamaica Industrial Development Corporation.

4.3.1 Expenditure on overseas consultants falls woefully short of plan, and most of this budget figure went to the purchase of equipment for the lithographic section.

The project plan required a total of some 31 person months of consultancy (see Chart 1.5) with only 2 of these for evaluation.

With a history such as Operation Friendship had, the consultancy requirements must have been grossly overestimated.

4.3.2 Such shortcomings were adequately taken care of by the admirable flexibility of the program as indicated in paragraph 4.2.3. Changes of these magnitudes would surely imperil the success of a project less capable of accommodating change. In this regard, as well, this project must be considered a success.

4.4.1

The sum of \$189,636 spent on materials and supplies was comprised chiefly of lumber costs for the woodwork section of Operation Friendship. Appendix 4.2 shows a large expenditure of \$101,034 in 1983 but this is partly due to price increases. Nonetheless, the actual expenditure is more than twice the planned expenditure and reflects the significant changes which occurred during the project's life.

4.5.1

Table 4.3 below details the disbursements which were made directly by USAID/Jamaica. By far the major portion of expenditure on equipment was incurred directly by AID/Jamaica. As in the case of the construction of the building, much time was lost in the procurement of these items because of the terms of the Conditions Precedent.

Table 4.3

Project Disbursements Directly by USAID/Jamaica

Section for which Expended	US\$	J\$
Auto Mechanic	3,100	5,514
Woodwork	37,100	65,992
Machine shop	6,800	12,095
Lithography	114,062	202,888
Industrial Sewing	8,832	15,710
Air Conditioning/Refrigeration	23,095	41,080
Elect. Inst./Small App. Repairs	22,042	39,207
Building Construction	118,182	210,216
Pick-up Van	7,323	13,026
Consultants (Overseas)	11,747	20,895
TOTALS	352,283	626,623

On one occasion, the Executive Director having obtained the necessary waiver and flown to the USA to select equipment, after having selected a piece of equipment, had to find another supplier because the first selected was of Japanese origin. Some items of modest costs and of USA origin could have been purchased off the shelf in Jamaica, yet several months were lost in obtaining them because of the Conditions Precedent.

4.5.2 One very outstanding reason for the great shift in expenditure from the original financial plan, was the substitution of lithography for cosmetology. Reference to Table 4.3 and Appendix 4.1 shows that the cost of equipment for the lithography section alone, exceeded the budget figure for all equipment by some \$26,000.

4.6.1 The project required the completion of a building by June 1980 to house the new trade training classes. That building was completed in 1982 about 28 months behind schedule.

Not only were schedules very seriously disrupted but because those were years of rapidly rising prices, the cost of construction rose from an estimated \$120,000 to \$210,216. This must certainly be a clear example of unsatisfactory Conditions Precedent working to the detriment of the project.

4.7.1 Although details of expenditure from their own resources were not readily obtainable from Operation Friendship, the Audited Accounts by Chartered Accountants, Coopers and Lybrand, give the annual total expenditure, from which we can extract the contributions of Operation Friendship.

4.7.2 For the accounting years 1980 - 1983 the picture is:

Table 4.3  
Annual Expenditure by Operation Friendship 1979 - 1983

SOURCE	1979/80	1980/81	1981/82	1982/83	TOTALS
USAID	J\$91,424	87,925	74,179	145,521	399,549
O.F.	93,377	164,777	181,097	199,877	639,128
TOTALS	183,801	252,702	255,276	245,398	1,038,677

CHAPTER 5

SCOPE FOR TRAINING IN THE FUTURE

5.1 The Economic Situation

In 1979 when the Agreement was signed, the Jamaican economy was in deep recession. The country had experienced a number of years of negative growth, and indeed, as was stated in the project document, the service trades were selected as offering the likeliest chances of success since most other sectors were in decline.

The decline in economic activity was reflected in the training programs of both private and public institutions.

Table 5.1

Total Output of Training Programs 1975 - 1979

Type of Training	Total Output of Training Programs				
	1975	1976	1977	1978	1979
1. Initial Skill Training					
a) Professional, technical, managerial & related manpower	3,025	3,289	3,926	4,286	4,174
b) Skilled, semi-skilled and service	5,072	5,236	5,329	3,828	3,873
2. Skill Upgrading					
a) Private Sector	7,504	6,570	4,006	2,495	3,269
b) Public Sector	8,559	4,589	3,886	4,596	6,507
<b>TOTALS</b>	<b>24,160</b>	<b>19,684</b>	<b>17,149</b>	<b>15,205</b>	<b>17,823</b>

Source: Economic and Social Survey 1979  
(National Planning Agency)

In 1983 the economic climate is somewhat similar. A number of large businesses, including one bauxite mining company, have closed, and the banana and sugar industries are making large numbers of employees redundant.

On the other hand, there are plans for up-grading skills training and producing a much larger number of skilled persons for work in all sectors of the economy.

5.1.2 Shortage of proper skills in a situation of high unemployment is one of the most recalcitrant problems with which governments in Jamaica have to contend.

It is estimated that over the next five years the country will need over 9,000 technical, skilled and semi-skilled workers per year.

The problem is further compounded by the fact that the vigorous youth, most prone to seeking anti-social means to alleviate feelings of frustration, suffer the highest levels of unemployment. Estimates are that for persons between the ages of 14 and 24 years, the unemployment rate is approximately 51%. At the same time, every year a pool of skills is lost through emigration.

## 5.2 Future Prospects

5.2.1 The Human Employment and Resource Training (H.E.A.R.T.) program is intended to identify training needs in the country as a whole, and to find the agencies best able to fill those needs.

Table 10 of the Project Document for the H.E.A.R.T. program contains estimates of annual manpower requirements for years 1983 - 1987 as follows:

Craftsmen, Production Process and Operation Occupations	3,800 of which
(i) Mechanical & Electrical Repairing	830
(ii) Garment Making & Related Occupations	290
(iii) Wood Products Occupations	180

Positive growth rates are envisioned with an average of 4% for the years 1985 - 1987.

The purpose of the H.E.A.R.T. Trust, among other things, is to identify institutions of training and to help to enable them to achieve and maintain the standards set by the H.E.A.R.T. program. Already H.E.A.R.T. is working with the CVSS of which Operation Friendship is a member. At the end of the project it is intended that a project output will be "support for approximately 143 private sector organizations, private voluntary organizations and trade associations".

In conversation with the H.E.A.R.T. Training Officer, the writer was informed that it may be sometime "down the road" that Operation Friendship would be directly involved in the program. Through its membership in the CVSS, Operation Friendship may try to obtain that support sooner than later.

### 5.3 Institutionalization

5.3.1 One of the EOPS goals was that Operation Friendship would continue with the expanded program from its own resources. "The program will be self-supporting via:

- a) Profit earned in selling products produced by trainees and graduates during non-training periods;
- b) Sale of cards, toys and woodwork in Jamaica and abroad;
- c) Continued support by Government of Jamaica; and
- d) Special Fund-raising efforts by Operation Friendship."

5.3.2 The Operation Program Grant has caused a rather dramatic rise in the income from sales of items from the Trade Training Center.

Table 5.1

	<u>Income from Sales and Administrative Expenses (\$J)</u>				
	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
Income	\$83,596	167,424	203,080	177,861	152,062
Expenses	50,666	90,067	111,974	132,440	124,386

Administration expenses have also risen, but over the past five years the difference has always been a positive one.

5.3.3 Income is expected to increase from the sale of cards. The partnership with the CVSS has been dissolved and the lithographic department, which is now operative, will be responsible for this item, as well as the assembly of diaries. This section is expected to be a dependable and large income earner in the future.

5.3.4 Donations and grants continue to be an important source of revenue, and from 1979 to 1983 the following organizations have been the most important contributors, AID excepted.

Table 5. Donation to Operation Friendship 1979 - 83

	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
OXFAM	24,998	36,000	38,995	33,430	44,911
ESSO West Indies Ltd.	14,520	1,986	1,922	15,528	882
United Church of Canada	11,265	10,532	5,940	4,323	6,404
Government of Jamaica	7,000	12,400	17,502	9,450	13,450
Broederlyk Delen Brussels	-	6,799	7,149	15,713	-
Roman Catholic Church		1,200	19,288	24,902	-
Ja. Council of Churches	5,607	10,812	-	-	-

5.3.5 Within the limits of the philosophy which guides the functions of Operation Friendship, the training capacity of the Trade Training School can be said to have been institutionalized.

5.3.6 For the institution as a whole the relationship between donations and income has changed dramatically since the advent of USAID, Operational Program Grants as Table 5.3 illustrates (USAID Program Grants Comittes).

Table 5.3

Donations to and Income of Operation Friendship 1979-1983  
(S)

	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
(i) Donations	93,097	101,234	103,887	111,641	89,000
(ii) Income	<u>105,463</u>	<u>195,812</u>	<u>206,918</u>	<u>212,284</u>	<u>192,392</u>
(iii) Total	<u>198,560</u>	<u>297,046</u>	<u>310,805</u>	<u>323,925</u>	<u>281,392</u>
(iv) Percentage					
(i) of (iii)	46.9%	34.1%	33.4%	34.5%	31.6%

When grants from USAID are omitted, since 1979 the ratio of donations to total revenue has declined from forty-seven to thirty-two percent (47% - 32%).

5.4 Replication

5.4.1

The success of the project has got to be analysed within the context in which the entire enterprise, called Operation Friendship, exists. The outlook, and conduct of the trainees are colored by the environment in which they live, and the attitude of the people of Greater Western Kingston to that institution.

The obvious goodwill which Operation Friendship enjoys in the hearts of its client population and the esteem in which it is obviously held, influence not only the conduct of trainees but also of other members of the organization. The success of the project is due in no small measure to the image of Operation Friendship in Western Kingston.

The lessons learned from this project indicate that a successful replication depends on a number of a) External, and b) Internal factors.

5.4.2

a) External Factors

(i) NEED There has to be a genuine need for the service offered. In the case of Operation Friendship the youngsters recognise the school as probably their only chance of getting out of the distressing circumstances by which they are surrounded.

- (ii) ACCEPTANCE The organization must win the acceptance of its client population. The leadership plays a crucial role in this, as they, by their conduct, will win or fail to gain this acceptance. Operation Friendship was the site of the "Peace Treaty" - between warring political groups.
- (iii) NEUTRALITY Jamaica is highly politicised. The success of the institution is directly related to its neutral political stance. It must be perceived by the client population to be such. A similar project which started in the 1970s in the constituency of the former Prime Minister failed. The bodies of the former heads of both political gangs in Western Kingston, adherents of opposing political parties, are both buried on the grounds of Operation Friendship.
- (iv) IDENTIFICATION The client population must identify with the organization. They must feel that it belongs to them. The buildings around Operation Friendship at Darling Street have been badly damaged, some devastated by violence, but the buildings of Operation Friendship are intact.
- (v) PARTICIPATION Normally the immediate involvement of the client community in the activities of the organization, for example, the construction of buildings, has positive benefits. However in a community such as Western Kingston, immediate participation is not always advisable, for two principle reasons: Firstly, the amount of supervision required is so great as to become prohibitive. Secondly, the mode of survival and the pressing needs of individuals and families, make the temptation to steal very strong. The concept of theft is alien to many members of such a community. To take possession of what was the property of someone else is not seen as wrong, it is simply a

method of survival. In fact, if one is good at this, one is admired in the community. Direct participation should be of positive benefit, particularly in rural areas.

b) Internal Factors

(i) IMAGES The organization must develop an image of honesty, caring, sincerity, dependability, competence and leadership, as well as of neutrality mentioned above.

(ii) LEADERSHIP The head of the organization must give strong leadership in the the community. There has to be in the leader, a great capacity for diplomacy and fearlessness. In the Jamaican context a strong element of charisma, bolstered by religion appears to enhance the chances of success.

(iii) STAFF QUALITIES A voluntary organization needs to have on its staff persons who have a) Commitment to the task of helping the needy, and who place this ahead of personal ambition. In the words of the Executive Director of Operation Friendship - one needs to lack ambition to be comfortable in such a situation. Properly interpreted, this statement really means that the desire to help those in need must be so strong that it supercedes normal personal ambitions; b) Rev. Edwards in selecting staff looks for qualities in the following order:

- 1st Commitment,
- 2nd Fearlessness,
- 3rd Ability to work with the humble,
- 4th Competence
- 5th Versatility

(iv) FLEXIBILITY The finances of the organization are less secure than for most other organizations. Policy makers and staff must therefore be prepared to make adjustments to accomodate the needs of the time. A greater measure of security, from Government Donations (Table 5.2) for example, is not

considered desirable by Operation Friendship however, as this could jeopardize the image of neutrality (paragraph 5.4.2 iii) and lead to direct or indirect political interference in the operations of the institution. Flexibility is required at both the policy making, as well as, at the administrative and instructional levels in response to changes in financial fortunes, and in accomodating the needs of young persons whose behaviour and outlook are affected by varying degrees of social and economic privation.

### 5.5 In Summary:

5.5.1 The scope for training young persons at the Training School will be enhanced by the operation of the H.E.A.R.T. program (see paragraph 5.2.1). Fears concerning possible competition from that program are unfounded, and in fact Operation Friendship can be a beneficiary of that project.

5.5.2 Sales, from the Woodwork section in particular, have risen quite dramatically as a result of the infusions from the O.P.G. (Table 5.1). Comparison of sales income and administrative costs indicate quite clearly that the Trade School can be self supporting at the new levels of operations.

5.5.3 The successful replication of Operation Friendship in other parts of Jamaica is clearly possible and desirable. The most important parametres of the model have been discussed in paragraph 5.4 above.

In addition, a wealth of important information resides in Rev. Edwards and Nurse Brown which should be tapped, preferably by exposure of other P.V.O. leaders to the institution as under-studies to these two persons.

One of the more apparent shortcomings of the administration of Operation Friendship which should be avoided, is the relatively high turnover of staff. There needs to be a greater involvement of instructors and trainees in the running of the school.

On the other hand, as mentioned in paragraph 4.2.3, the high turnover is a function of working conditions at Operation Friendship, a partial solution to which may be in finding otherwise suitable persons, who, though still energetic, can afford not to be interested in competitive pay packets.

## CHAPTER 4

### LESSON LEARNED AND RECOMMENDATIONS

- 4.1 The partnership of Operation Friendship with USAID in the Vocational Skills Training project is perhaps the single most important "lesson learned". The project has proved that the contribution by the PVO sector in Jamaica offers an alternative to Government sponsored programs. Operation Friendship is living proof that the tendency to look towards Government as the "Great Provider" is changing.
- 4.2 From experience AID has learned that there are few absolute principles or rigid formulas that can serve as guides to PVO projects. They are as susceptible to pitfalls as top down, macro-economic or infrastructural approaches to development. They are equally in need of critical examination and demystification if they are to be effective. With this in mind, the evaluation report will deal with lessons learned from the perspectives of USAID/Jamaica and from Operation Friendship.

#### USAID/Jamaica

- 4.1) The goal of the Vocational Skills Training Project was to expand its vocational skills training program to more routes of Western Kingston. As previously stated in this report, Operation Friendship has achieved its goal. They have increased their training from 33 a year to approximately 50 and currently have 67 trainees enrolled.

From the outset, it was clear that Operation Friendship would need technical assistance. Not only in preparation of a proposal but also throughout the initial stages of project implementation. Though well intentioned and under time constraints, USAID/Jamaica through consultants played the lead role in the proposal preparation. Participation in the proposal by Operation Friendship was limited mostly to background information which ultimately undermined the concept of "ownership".

Based on this experience, USAID Jamaica should develop a proposal format that would not intimidate the local private voluntary community. A format that would be flexible enough to encompass their ideas and at the same time cover general AID guidelines. Perhaps, examining guidelines of the Inter-American Foundation might be helpful.

"The Foundation selects projects for support from the large number of proposals it receives. Responding to initiatives from Latin America and Caribbean groups, the Foundation does not set goals or directions for those who receive its grants, nor does it have fixed priorities for the allocation of its funding among countries, institutions, or program areas. Instead, the Foundation supports the self-help development efforts of local and community organizations in Latin America and the Caribbean. Projects should involve the participation of beneficiaries in decision making and the commitment of their time, energy, and resources to the achievement of grant objectives. In addition, project activities should be sustainable beyond the period of the Foundation's grant and offer promise for inspiration, expansion, or replication in other settings.

The Foundation has no standard application form for its grants, but requests that the following information be provided by grant proposals:

- a description of the group that would manage the grant, including its history and current activities, its organization and staff, its sources of financing, and its relations with other institutions.
- the background of the project, including its origins and objectives, and the significance of the problems it would help solve.
- a statement of the activities that the project is designed to support, the time required for completing these activities, and the expected beneficiaries of the project; and
- the budget for the project, including the amount requested from the Foundation and funds that might be available from the group itself and other sources.

Once the Foundation receives a completed proposal, it normally takes about three months to reach a decision on the suitability of the project for support. Once a project is approved, the Foundation enters into a formal agreement with the prospective grantee that confirms the activities to be conducted and the financial and administrative procedures to be followed. The Foundation requires financial and narrative reports on project activities every six months. In most cases, it also requires (and pays for) periodic audits by a local audit firm."

USAID's time schedule in reviewing and approving grants for PVO should be reviewed. Originally within AID the rationale for working with PVO's was to be able to respond to development needs in a timely fashion. Often the criticism of AID in funding a PVO project is that the review and approval process is too time consuming. Operation Friendship's grant application was almost two years in negotiation before receiving approval.

The direct responsibility of monitoring the project was in the Education Division of USAID. The Project Officer from the very beginning established an excellent working relationship with the Executive Director of Operation Friendship. Throughout the life of the project the delays in construction and the purchase of equipment consumed the majority of the officer's time. Various planned targets that were not met during the project (i.e. numbers to be trained in the Service Skills and the amount of technical assistance) should have been clarified or revised in the second evaluation by Mr. Michael Marquart and quarterly reports of that time. Upon determination by the project officer that the Conditions Precedent were too rigorous or even counter-productive immediate steps were taken to secure waivers or amendments, but there were at times as much as nine month delays within the USAID/Jamaica bureaucracy.

Though the report of any project officer with the administration of a PVO is absolutely essential, it is equally important that critical issues such as waivers for timely implementation be monitored as vigorously as possible.

### Operation Friendship

2.1 The Executive Director of Operation Friendship, Rev. Webster Edwards, is a charismatic and deeply committed individual. His dedication and motivation are perhaps the key ingredients to the success of the project. In most PVO projects it is not the design or implementation that leads to successful projects but rather the vision and flexibility of the project director.

Though the management of the project is considered to be highly satisfactory there is one serious drawback, namely the lack of planning for any replacement of the director. The success of the project relies too heavily on the presence of Rev. Edwards and plans should be made for an orderly transition of management if the efforts of Operation Friendship are to be replicated in other parts of Jamaica. The Board members of Operation Friendship when discussing this problem take the attitude that "God will provide".

Plans to enhance the "team concept" at the training center should be developed. There appears to be little delegation of authority. Staff meetings are infrequent. Decision making is on a consultative one to one basis. Management assistance to the director in this area would be most helpful.

The morale of the trainees is high. Their expectation to receive employment maintains a good "esprit de corps". Unfortunately, the trainee has little contact with the graduates. A method should be devised where the graduates could return to the Center to share experiences. The student council should be reactivated. The Center administration should build upon the positive attitude of the trainees and consider ways and means to enhance their social life, e.g., introduction of snack bar facilities.

The majority of the Board members have long records of distinguished volunteer service in Jamaica. Their dedication and commitment to the young men and women of Western Kingston is most noteworthy. The Board meets quarterly and the members are generally satisfied as to how decisions are made. A more active role in fund-raising activities would be helpful. Perhaps a fund-raising strategy should be drawn up to assure each member's participation.

For the most part the employers of Operation Friendship graduates are satisfied with job performance. Without exception the employers have mentioned that self-confidence and pride in one's work were the hallmarks of Operation Friendship graduates. The Placement Officer along with the instructors have established good rapport with the employers. The reputation of Operation Friendship to produce qualified candidates is growing as more graduates secure employment.